Annex 4: Case Study. Region of Southern Denmark

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ReSSI
Regional strategies for sustainable and inclusive territorial Development –
Regional interplay and EU dialogue

Targeted Analysis

**Annex 4: Case study
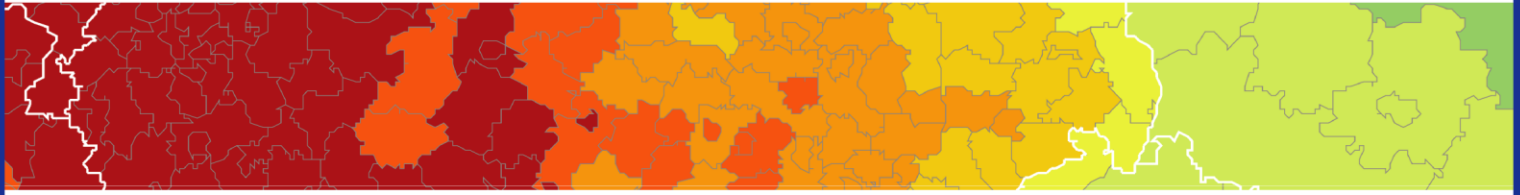Southern Denmark**

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ReSSI
Regional strategies for sustainable and inclusive territorial development
–
Regional interplay and EU dialogue

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Abbreviations

ESDP   European Spatial Development Perspective
RG&DS   Regional Growth and Development Strategy, Region of Southern Demark
RSDK   Region Southern Denmark
SDU   University of Southern Denmark

1 Introduction

This Annex to the ESPON ReSSI report provides deeper insights into the Danish stakeholder territory case study. The report follows a common template developed by the ESPON ReSSI project team (see Annex 2 of the ReSSI report). Some section titles were slightly changed to fit the context and findings of the Danish case.

The Danish study focuses on two cases which were chosen in close co-operation with the Danish stakeholder, the Region Southern Denmark (RSDK). The two cases are hierarchically interlinked as a 'strategy' and a 'follow-up action' in the framework of that strategy. The strategy case consists of the current *Regional Growth and Development Strategy (RG&DS) of the Region of Southern Denmark*. The name of the strategy refers to the key concept of the strategy, *The Good Life as a Driver of Growth - Regional Growth and Development Strategy 2016-2019*. The follow-up action, titled *Regional Development Agreement 2016-17 for South Jutland*, is currently being devised as a co-operation between the regional authority and four municipalities in the southern part of the region, called South Jutland. It was initiated as a 'platform for dialogue and co-operation'.

While the strategy case provided opportunities to discuss with stakeholders the process, results and prospects of what had already taken place, the follow-up case provided the opportunity to follow the process of 'a strategy in the making' as participant observers.

2 Methodology

The general conceptual and methodological framework is described in Annex 2 of the ESPON ReSSI report. In this section, we focus on some case-specific approaches. The investigation is based on a review of related scientific publications and national, regional and local policy and planning documents, as well as field visits and interviews with stakeholders and civil servants. Most data and documents were accessed through the Danish stakeholder, Region of Southern Denmark (RSDK).

The fieldwork was conducted between April and August 2017. The interviews were semi-structured; the interviewees were asked about their role in the making of the two cases (the regional strategy and the sub-regional development agreement) and the importance of these for their work. More broadly, they were asked about planning cooperation and the regional perspective for development in Southern Denmark. All interviews were recorded and partially transcribed. The choice of interviewees was agreed with the Danish stakeholder. Table 2.1 shows the list of meetings and interviews.

Table 2.1: Interviews and meetings in Southern Denmark*

Date	Place	Purpose	Institution
22-11-16	Vejle	Meeting with Danish stakeholder	RSDK
10-02-17	Vejle	Meeting with Danish stakeholder	RSDK
21-03-17	Vejle	Meeting with Danish stakeholder	RSDK
04-04-17	Aabenraa	Seminar: Byer og hverdagsliv (Cities and everyday life), organised by RSDK for stakeholders of South Jutland sub-region	RSDK, Haderslev, Tønder, Aabenraa, Sønderborg, Flensburg
04-04-17	Aabenraa	Interview: Kai Wisnezski, planner	Haderslev municipality
05-04-17	Tønder	Interview: Klaus Liestmann, Head of administration	Tønder municipality
05-04-17	Aabenraa	Interview: Niels Johannesen, Head of administration	Aabenraa municipality
05-04-17	Aabenraa	Interview: Jesper Kjærgaard, project manager	Aabenraa municipality
24-04-17	Haderslev	Interview: Willy Feddersen, Head of administration	Haderslev municipality
24-04-17	Vejle	Interview: Rune S. Mortensen, Head of Department (Strategy & Analysis)	RSDK
25-04-17	Kolding	Interview: Morten Rettig, Head of secretariat & Vibeke Skøtt, Chief consult	Triangle Region
25-04-17	Odense	Interview: Thomas Thume Nielsen, Head of Secretary	Funen Urban Region
29-06-17	Odense	Meeting with Danish stakeholder	RSDK
07-08-17	Sønderborg	Interview: Tim Hansen, Head of administration	Sønderborg municipality
07-08-17	Sønderborg	Interview: Peter Møller, Planner	Sønderborg municipality
07-08-17	Aabenraa	Interview: Claus Schmidt, Director	Development Council of South

	Jutland

* Meeting with the stakeholders during joint ReSSI project meetings are not listed.

3 Background

3.1 Introduction to the Danish case

The case study is about forming territorial strategies by 'soft' means, i.e. the provision of knowledge and cooperation. The empirical study focuses on a regional development strategy (RSDK, 2016a) and a sub-regional development agreement between the regional authority and the municipalities of one of the four sub-regions in Region of Southern Denmark (RSDK 2016b). The formation of regional growth and development strategies is obligatory and must take place within each four-year election period covering the entire territory of the administrative region. The development agreement on the other hand is voluntary, established to implement the regional strategy at sub-regional level, within territories formed by local municipal collaboration.

The focus on soft means is driven by the impact of planning reforms since 2007 in Denmark, which have left regional planning with only few authoritative regulatory means, and accordingly changed the role of the regional authority from authoritative regulation to the facilitation of cooperation between regional stakeholders.

3.1.1 Actors

Region of Southern Denmark (RSDK or Region Syddanmark) is one of five administrative regions in Denmark, combining the southernmost part of Jutland and the Funen island (Figure 3.1).

RSDK, the 22 municipalities of the region and the Regional Growth Forum are key stakeholders of the Growth and Development Strategy, along with the business community and regional institutions (e.g. higher education and labour market). The public is invited to take part in hearings. Key actors in the sub-regional development agreement are RSDK and the four municipalities of Southern Jutland. See also section 4.3.

Figure 3.1: The five administrative regions of Denmark with seat of regional administration (Tornberg, 2007)

3.1.2 Objectives

The vision of the strategy is to form the framework for "The Good Life" throughout the region, operationalised by three goals for the region: to be 'attractive, active and productive'. These goals are set up by the regional stakeholders and not operationally connected with the EU 2020 priorities of smart, sustainable and inclusive growth. However, several elements of the strategy align with the EU2020 priorities. The sub-regional development agreement is a follow-up of part of the regional strategy called 'vibrant urban regions'. However, the agreement is not confined to this – it is a more general working agreement between RSDK and the four municipalities on a number of topics, which should be jointly addressed. As such, it has a range of sub-objectives, dealing with various issues.

3.1.3 Spatial planning tools

Due to the deregulation of the Danish planning system, former spatial planning tools have been abandoned, such as regional frameworks for municipal planning on urban and rural zoning, protection of fragile nature, water reservoirs and urban systems (position in central place systems) etc.

From a wider perspective, what happened to the regional planning system was a turn from managerial planning towards communicative planning. Spatial planning was, however, not just 'hollowed out'. Rather, it changed style, nature, focus and tools. One such new tool was the spatial planning perspective used to create imagined future spaces. A prime example was the 'European Spatial Development Perspective' (ESDP) launched by the 'Informal Council of EU Ministers responsible for Spatial Planning'. Since spatial planning was not statutory in the EU, its *raison d'être* was to convince authorities, business and organisations, on a voluntary basis, of their position to act in accordance with the ideas of the ESDP (1999, p. 11).

In the wake of the ESDP, spatial development perspectives flourished in regional and national planning, indicating that a new discipline of soft planning tools was maturing (Groth, 2011).

New spatial planning concepts came into use, such as: *corridors* of development potentially binding cities together in future; *polycentricity* arguing for substituting former functional divisions of labour between cities via a collaboration of cities on complementary strengths; *rural-urban partnerships*, arguing for territorial cohesion across internal regional divides between centre and periphery, and; *cross-border cooperation* following the EU's open access to labour markets of the member states (ibid). Further, since such concepts are suggestive and visionary rather than regulatory, implementation was guided by soft recommendations such as: "the state *will do* …"; "Municipalities, counties and the private sector *should do"*; "Community infrastructure *should be* based upon … "; "In larger county centres *it is advisable to* … ", "Growth in the development centres *should be* oriented towards …" (ibid).

In discussions with the RSDK staff, the use of planning perspectives became a key issue as a means of complementing analytical knowledge with spatial visions for the future.

3.1.4 Outcomes and impacts

The need for communication as a measure of forming stakeholder communities to take joint action has been dealt with in much planning literature such as Fischer and Forester's (1993) book on *The Argumentative Turn in Policy Analysis and Planning*.

From the literature and our observations during the case study, we learned that in communicative processes it is difficult to define beforehand the final goals to be implemented (the process of rational planning). Thus, forming stakeholder communities is not just about asking for stakeholders' approval of a drafted strategy. The point is, that "it is during the very meeting that strategies are formed" (i-d), thereby stressing that strategies are instruments for communication as well as implementation.

In line with these arguments, the RSDK's growth and development strategy should be assessed not just by final impacts or concrete achievement, but also by intermediate outcomes, such as the follow-up agreements, focused on further dialogue between the regional authority and each of the four sub-regions.

3.2 Governance context

As compared with European national frameworks of governance, the Danish planning system is usually characterised as part of a Northern European planning tradition formed by a democratic welfare state model. This means that "efficient service delivery has shaped local government through time" as opposed to (e.g.) the southern European 'patronage' model, "where primary duty of local politicians is presumably to ensure the interests of their community are well promoted and defended at higher levels of government" (quoted from Annex 1 of ESPON ReSSI report).

The close alignment of the Danish planning system with public service delivery took place in the aftermath of World War II. Spatial planning was made obligatory in growing towns, aiming at functional zoning, protection of the countryside from urban sprawl, and reservation of land for leisure. National regional policy was introduced as a means of assisting poorer regions and regional planning as a means of coordination of municipal planning and mediation of national planning goals. Planning at regional scale called for urban systems as a framework for spatial distribution of services in urban centres. Hence, a hierarchical urban system of centres from national to local centres was introduced in the early 1980s. A highly systemic planning system was introduced by planning reforms in the 1970s, justifying that Denmark belongs to a category of "countries characterised by strong vertical and horizontal co-ordination" (op. cit. p.11). A few years later – in the early 1990s – the service-led planning paradigms were replaced by business-led paradigms focused on regional strengths and urban competition, in a mosaic pattern rather than regular hierarchical urban systems (Illeris, 2010). The need for regional planning as a mediator between local and national planning

diminished. Under planning law, regional planning was abolished and substituted by regional growth and development strategies in the law on business and regional development, focused on collaboration between stakeholders on agendas dealing with regional growth and development whilst also hosting the regional framework for ESIF funding.

The hollowing out of regional planning was seen as a more general trend in European countries in the RISE project (ESPON, 2012). However, since the reform of the EU Structural Funds in 1988, EU cohesion policy has stimulated regional development policies and compensated for the loss of spatial regional planning, but not equally across Member States. On the one hand – although all EU Member States are eligible for funding – the lion's share is allocated for 'Less Developed Regions' where investment needs are the greatest. On the other hand, the national organisation of EU regional policies is greatly influenced by the aforementioned former diverse planning traditions. Thus, in Denmark, EU regional policies are applied to the regional level in a procedure revealing the tradition of strong governmental impact on planning. The partnership agreement on ESIF funding is entered into between the Danish Government and the EU Commission and followed by partnership agreements between the government and the each of the five regions. In some other Member States, regions have a stronger say in the partnership agreements with the EU.

The Member States have chosen to manage and implement EU cohesion policy in diverse ways in the promotion of smart, sustainable and inclusive development. In countries with a sub-national level:

> *"playing a crucial role in both domestic and European perspectives (e.g. France, Poland and Germany) and/or that are characterised by mature comprehensive and integrated spatial planning systems (e.g. The Netherlands and Sweden), it is most possible to exploit synergies between domestic regional development policies and EU cohesion policy" (op.cit. p. 14).*

In countries where cohesion policy is centrally managed through a specific National Operational Program (e.g. Denmark, Luxembourg and the three Baltic States)

> *"regional governance is mostly an issue of co-ordination between national and local priorities. In these countries, the sub-national layer is either non-existent of constrained between the national and local layers. In this case, the quality of governance and the maturity, and integration, of the country's spatial planning system is a crucial precondition to favouring the required co-ordination" (ibid.).*

These observations show that regional planning and strategies are not just a matter of applying toolkits. National planning systems and traditions play a crucial role. In Denmark, planning systems have changed recently since the administrative reforms of 2007. However, new ways of planning are also appearing, indicating that new traditions are underway. One such new form of planning is based on communication, knowledge and argument. To regional authorities, it is crucial to develop these 'soft' means of planning into efficient ones.

3.3 Opportunities and challenges

For the ReSSI project, we identified a number of challenges for European cities and regions. These challenges range widely, for example globalization, demographic structure, and impacts of austerity. Not all challenges are similarly relevant in the Danish study context. Furthermore, they are differently addressed in the region and in the two cases (Table 3.1).

Table 3.1: Relevance of the seven challenges for the Danish study

Challenge	General relevance	Addressed in Regional strategy (Case 1)	Addressed in Sub-regional development agreement (Case 2)
Globalisation	The regional authority represents the region to the outside	Yes	Yes
EU integration	not particular relevant, though focus on cross-border co-operation	Partially	Cross-border
Inclusive innovation	- Mainly part of business & growth policies (responsibility of 'Growth Forum') - Cooperation of education and private sector etc. (e.g. Southern Denmark Education Agreement / Syddansk uddannelsesaftale)	Yes	No
Demographic and social challenges	Focus on peripheral municipalities / areas opposite city-regions	Yes	Yes
Climate change	*Adaptation*: Mainly a national (e.g. coastal protection) and local task (local adaptation) *Mitigation*: Region supports (e.g. with analyses) and brings actors together	Yes	No
Energy	Similar as with climate + part of business policies (regarding energy production)	Yes	No
Biodiversity and cultural heritage	Culture as driver for development, biodiversity not mentioned	Partially	No

The regional strategy addresses EU integration only in a cross-border perspective and biodiversity is not a topic in the strategy. However, the regional strategy's wide scope includes all challenges to a certain extent, though the means and foci are different. The sub-regional development agreement is clearer in that respect, as it addresses only a few specific stakeholders (the regional authority and four municipalities) and lists specific tasks which the stakeholders can address with their own resources (budget, staff, competences). On the other hand, the development agreement only addresses two challenges explicitly: *globalisation* in terms of urban competitiveness and infrastructure, and *demographic and social challenges* particularly regarding peripheral areas or small towns. *EU integration* again is addressed only around cross-border co-operation along the Danish-German border.

4 CASE

4.1 External drivers

As described in the above sections 3.1.3 on Spatial Planning Tools and 3.2 on the Governance Context, regional planning has been continuously restructured – from a strong mediating tier between national and municipal planning to a more independent planning tier offering municipalities analytical knowledge and voluntary cooperation on development issues. The vacuum of statutory regional planning institutions attracted an initiative by the national association of municipalities, 'Local Government Denmark' (or Kommunernes Landsforening), to organise voluntary municipal cooperation between the 98 municipalities into nine 'Business Regions', focused on an agenda of growth. Region Southern Denmark stands out as the region with the most, i.e. four Business Regions. These business regions relate closely to earlier established collaboration in the four urban sub-regions: Fyn, the Triangle area, Southern Jutland and South-West Jutland.

4.1.1 Local and regional priorities

Priorities of the Regional Growth and Development Strategy are focused on generally improving the entire region as a place for 'The Good Life'. With a focus on living conditions, there is only little room for regional priorities based on divisions of labour between cities or sub-regions. However, in 2007, on the initiative of the region, a cluster strategy was formulated aiming at supporting further development of business clusters, some of which closely aligned with the sub-regions. Important to the cluster initiative was an earlier thorough cluster survey focused on the Southern Jutland sub-region, financed by a large company rooted in the region and keen to take part in regional development policies. Another stimulus resulted from a governmental co-funding of a developing cluster on Health and Welfare Technology located in the Fyn sub-region. Initiatives like these show that regional development strategies are not confined to legal and formal actors like the municipalities and the regional authority. Indeed, the sub-regional tier of collaborating municipalities and the business regions are important players in the dialogue on local and regional priorities.

4.1.2 National policies and reforms

National reforms on public utilities and services such as military, health and administration have played a significant role in reallocation of institutions and workplaces as well as the above described restructuring of the planning systems. Currently, what are of special importance are the national transport plans and policies. Region Southern Denmark is endowed with four airports and national and international traffic corridors, including logistics centres. The region argues that several bottlenecks call for new motorways, bridges and a railway station at the border with Germany. Aims to remove such bottlenecks have resulted in national planning and priorities on infrastructure being high on the region's agenda.

4.1.3 International

Due to the proximity of the German cities of Flensburg and Hamburg, Region Southern Denmark gives high priority to regional development across the border and supports the development of an attractive joint labour and housing market in the border region, e.g. the Border Triangle cooperation between the municipalities of Aabenraa, Sønderborg and the city of Flensburg.

In the business part of the regional strategy, international development of business sectors and framework conditions has been a core issue for several years, leading to the aforementioned cluster strategies. The Southern Denmark Growth Forum plays the central role in allocating the ESIF funding, in accordance with the regional partnership agreement (Danish Government, 2014), subject to the national partnership agreement entered into by the Danish Government and the European Commission (European Commission, 2014).

4.1.4 Regulation involved

As part of the Danish planning reforms, statutory planning regulation has been abolished at the regional tier. However, the regional authority is in charge of regulation of raw materials, i.e. mining and quarrying as well as protection of natural resources.

4.2 Internal drivers

4.2.1 Statutory context

All regional authorities in Denmark are required to produce regional growth and development strategies, as mentioned previously. Drafts for regional strategies have to be published within the first half of each 4-year election term. As regional and municipal elections are synchronised, regional strategies are elaborated in parallel to municipal strategies. The current regional strategy was adopted in 2015 and covers the years 2016-2019. Work on a new or revised strategy starts in winter 2017, to be adopted in 2019.

When the current "Regional Growth and Development Strategy 2016-2019" was adopted, it replaced the "Regional Development Plan 2012-2015". As deduced from the titles, this was not only a temporal update but also a content change. The main change was the merger of the former Growth Strategy with the Regional Development Plan. How this new type of strategy should be organised is left to the regions to decide. In RSDK's strategy, one of the six chapters is former Growth Strategy. Other regions chose to integrate the two plans more (Region Hovedstaden & Vækstforum Hovedstaden, 2016) or focus mainly on the common vision, followed by other more specific plans (Region Midtjylland, n.d.). RSDK's strategy can be described as more holistic in its approach, going beyond the statutory requirements.

This wider approach means the region is probably more dependent on other agreements, dialogues and fora to implement its ambitious strategy. The sub-regional development agreements are one way to strongly anchor the regional strategy in the sub-regions and municipalities.

4.2.2 A joint strategy for a diverse region

When the five regions of Denmark where established following the structural reforms of 2007, they did not necessarily take functional relations into account. The region has several urban centres but also several more peripheral areas. Figure 4.1 shows that population development is very diverse in the region's cities, ranging from over 10% growth to over 10% decline. This pattern is not related to the size of the cities, but more to the accessibility to the labour market, which is best along the larger infrastructure corridors and in proximity to cities in neighbouring regions, such as. Aarhus, Denmark's second biggest city.

Figure 4.1: Population development in towns in Southern Denmark (RSDK, 2017)

The ambition of the regional strategy is to provide a vision for the whole of this diverse territory. There are some joint challenges around this issue. Regarding regional development, this mainly concerns transport infrastructure. Several years ago, the regional stakeholders agreed on three priorities of transport infrastructure they wanted to progress, called the "3 tracks" (3spor.dk): a new parallel connection over the Lille Bælt strait; a new north-south going parallel highway in Jutland, and; the electrification and improvement of the railway connecting the major cities. These priorities are part of the current strategy, but are not particularly prominent (RSDK, 2016b - box on p. 51). Most recently, RSDK has repeated the priorities in a newsletter (RSDK, 2016a).

However, with the sub-regional development agreements, RSDK also addresses the diverse development challenges in Southern Denmark. There is a clear internal driver to translate the general ideas and ambitions on the regional strategy to more context-related and 'user-oriented' needs in the sub-regions. Despite this, also, the sub-regions themselves are diverse territories and the municipalities have different interests regarding infrastructure priorities and economic development.

4.3 Actors

4.3.1 Agents and institutions involved

Document analysis of stakeholder relations in Southern Denmark around regional strategy reveals its complexity. **Error! Reference source not found.** illustrates the relations of the stakeholders as they are mentioned in different sections, activities and projects in the strategy. The strategy itself (black circle) is strongly related to the various departments of RSDK, while the graphic also clearly shows that the central stakeholders are all of the 22 municipalities in the region. Other stakeholders with a relatively central position are: the various departments of the regional authority (RSDK); the Regional Growth Forum; the University of Southern Denmark (SDU); local and regional authorities across the border in Germany; secretariats of sub-regions; the Local Government Regional Councils[1], and; a number of national bodies such as the Ministry of Culture. Several fora and councils which relate to the strategy are not illustrated as having their own circle, but illustrated by their members, such as the Mobility Council of Southern Denmark or the Southern Denmark Agreement on Education.

Figure 4.2: Actors involved in the RG&DS 2016-19
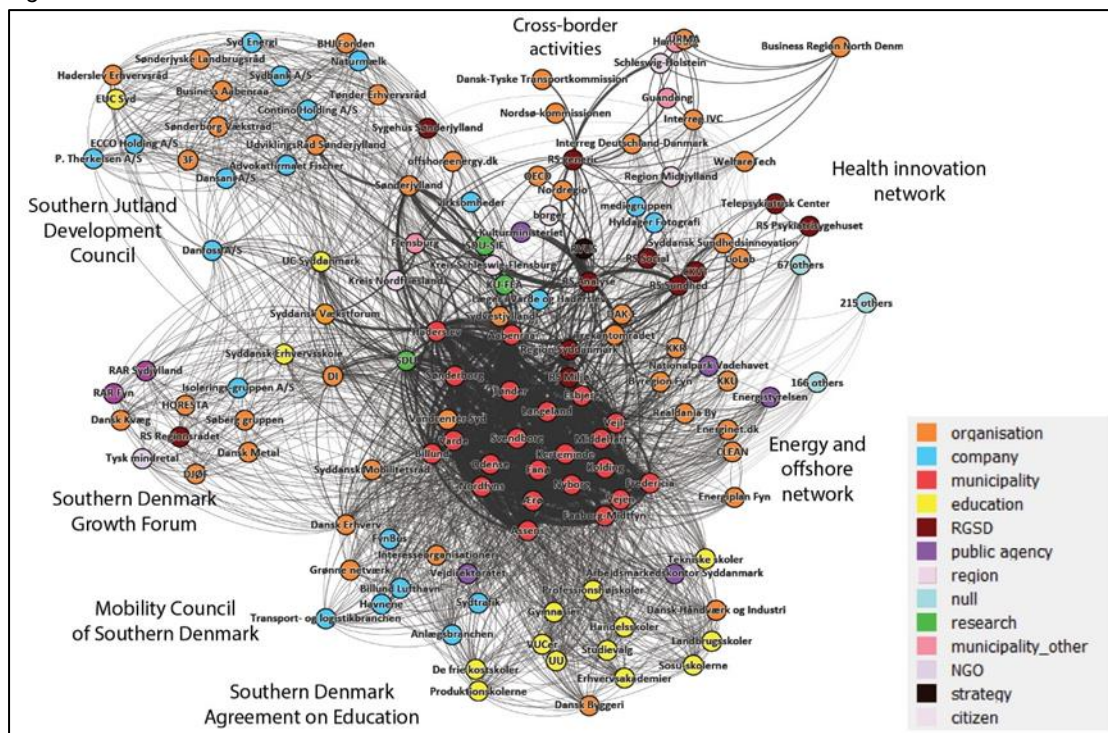
In Figure 4.3.3, we mainly focus on the councils and fora – whilst these are member based they sometimes have overlapping members, and the municipalities are particularly represented in most of these. To keep it simple we do not include relations between such entities but only map them around the regional strategy. RSDK and the Regional Growth

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[1] This is a translation of 'Kommunernes Kontakt Råd' (KKR), a regional association of municipalities. Sometimes this is also translated as 'Municipal Contact Council'.

Forum are core actors as they are responsible for the strategy by law. The other actors are included with these core actors as it is only with these that the strategy can be implemented.

Figure 4.3: Regional actors and councils involved in the RG&DS 2016-19 - simplified
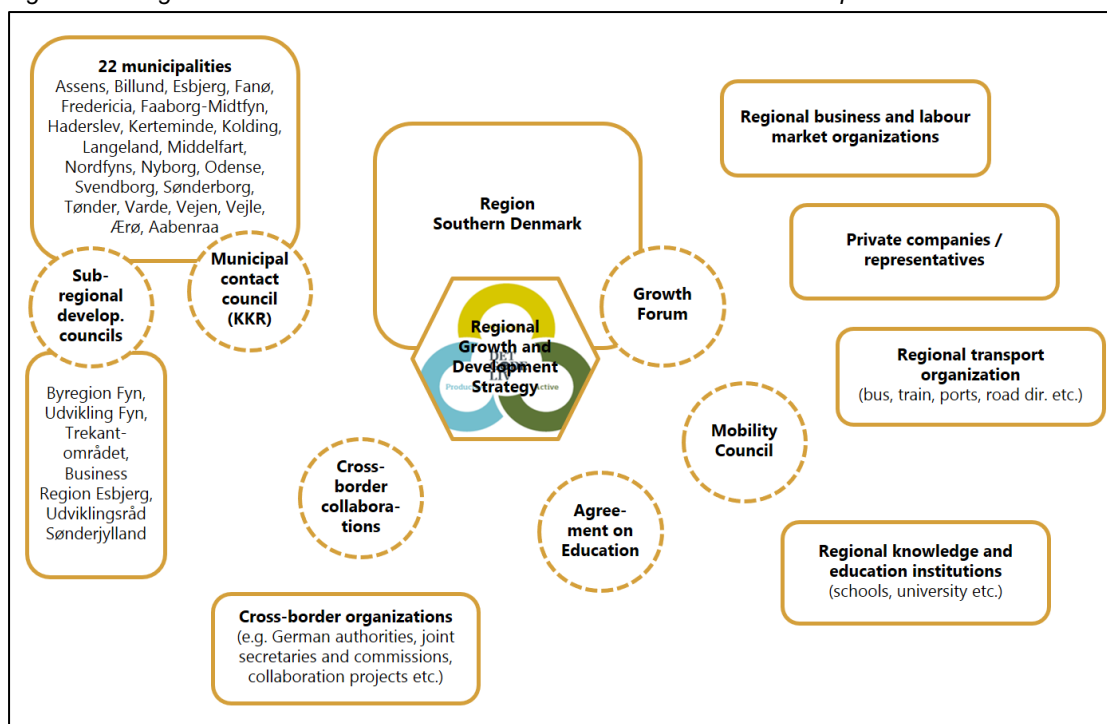
The final version of the strategy was also included in an official 'hearing' with different reactions or 'activity-level' of stakeholders. As the regional strategy is not binding for municipalities, engagement is varied and some stakeholders' focus was mainly to check if various content is not in opposition to their own strategy or plan, rather than contributing to the actual development of the strategy (i-g).

In Figure 4.24.4, an overview of the stakeholders and initiatives is shown. Although legally the regional authority is responsible for the RD&GS, it is co-signed by the chairman of the Regional Growth Forum and the representative of the Regional Municipal Contact Council. For each of the five major policy fields (subdivided into 13 policy sub-fields), the stakeholders and kinds of activities are described.

Figure 4.4: Stakeholders and initiatives of the RG&DS

Formal authorship of RG&DS	
Signed by the chairmen of (1) The Regional Council; also, is chairman of (2) (2) Growth Forum of Southern Denmark (3) The Regional Council's Committee for Regional Development (4) Municipality Contact Council of Southern Denmark	
People with potential	**Vibrant Urban Regions**
These stakeholders will 'coordinate together: (1) Region of Southern Denmark (2) Growth Forum of Southern Denmark (3) Regional Labour Market Council. (4) Southern Denmark Agreement on Education with	*Type of activity and stakeholders:* (1) Knowledge provision: Municipalities (2) Sub regional development agreements: Southwest Jutland - Triangle Region - Fyn - Southern Jutland (3) Projects:

- 22 Municipalities - 13 Education institutions - 05 Business and labour market organisations	- Fredericia C. Cooperation with the municipality and developer. Delivering analysis and environmental management of former industrial site. - Nordregio. Study on urban attractiveness and accessibility - OECD: Measuring well-being in Danish City regions.
Green opportunities	
Stakeholders (1) Municipalities (2) Public Utilities	
Business in development	**Strong connections**
Types of collaboration (1) Public-private partnerships (2) Regional coherence and coordination (3) Interdisciplinary collaboration (4) Division of labour with the other regional growth forums and the state. (5) Business-promoting activities across regional borders (6) Coherence with the national growth initiatives through growth partnership agreements. (7) International collaboration, in particular across the Danish-German border, e.g. EU's Horizon 2020 program and INTERREG.	*Stakeholders and initiatives* (1) Infrastructure and mobility The Mobility Council of Southern Denmark (Municipalities, transport companies, transport branch, ports, Danish Road Directorate, University of SDK, Green networks, Interest groups) (2) Digital infrastructure Dialogue with the national government (3) Danish-German collaboration and international connections - municipalities, businesses, educational and cultural institutions in the border region. - Schleswig-Holstein - Trilateral Wadden Sea collaboration - Jutland Corridor stakeholders - The Danish-German Transport Commission - The North Sea Commission

Figure 4.5: Multi-level governance of regional business and growth policies in a Danish context

A part of the RG&DS focuses on business policies, which have a slightly different governance framework due to the role of EU structural funds. Figure 4.5 illustrates the main actors for this part of the strategy. This input is provided by the Regional Growth Forum responsible for the formulation of a regional business policy, linked to national growth and business policies. The regional authority, following statutory rules for appointing members of business, knowledge and education, labour market organisation and municipalities, sets-up the Regional Growth

Forum. The business strategy must align with the partnership agreements negotiated between each of the regional growth fora and the government on basis of the EU-national partnership agreements on the ESIF funds. Although the regional authority appoints the regional growth fora, they must consider directives from the National Growth Advisory Board.

The sub-regional development agreement has only five actors: RSDK and the four municipalities of the sub-region of Southern Jutland. This agreement has a clear distribution of tasks and responsibilities with the managing directors of all municipalities forming a steering committee. The idea is to establish intercommunal working groups around the four topics identified for cooperation. However, if and how these groups will work is as yet unclear.

In both cases, the region has initiated the work, driven by law (required to develop a regional strategy) and by its limited resources for implementation of the strategy, meaning it is dependent on the other actors to initiate or implement actual change.

4.3.2 Type of agents and partnerships

The degree of participation of stakeholders varies (Table 4.1). Skelcher et al. (2005) identify three types of stakeholder partnerships:

(1) Agency partnerships, used to implement central government objectives at local level;
(2) Club partnerships, building upon consensus-oriented elements from a discourse shared by stakeholders with an organisational background; and
(3) Polity-forming partnerships, the goal of which is not only to reframe developmental problems in terms of local solutions, but also to engender a political community or network devoted to their deliberation.

Table 4.1: Stakeholder partnerships* in the two cases

	Club	**Agency**	**Polity**
Regional Strategy	In the wider context	**Region and 22 municipalities**	Not practised
Sub-regional development agreement	**Region and 4 municipalities**	In the background	Not practised

* more details on the concept can be found in Annex 2 of the ESPON ReSSI report

In the regional strategy work, the region and the municipalities are connected by an agency partnership. The strategy is a requirement by central government and the main strategic means for the regional authority. Of course, the development of the strategy also included element of other types of partnerships. For example, much content of the strategy builds on various fora and councils (Growth Forum, Education Council, Mobility Council, sub-regional councils, innovation networks etc.) which practice a club type of partnership. However, these organisations do not exclusively work for the regional strategy, but are important entities with which to discuss a regional agenda in their field.

The sub-regional development agreement also builds on a club type of partnership. The four municipalities collaborate in (e.g.) the Southern Jutland Development Council, dealing mainly with business development, or via regular meetings at a high political level (Sønderjysk

borgermesterfora / 'koordinationsudvalg'). The agency type of partnership only plays a minor role in this case; however, the topics taken up are seen as follow-ups from the regional strategy – making it an agency type in the background. This is the case at least from RSDK's perspective, whilst the municipalities (could) use the agreement to develop their collaboration into other topics as well.

The polity-forming type of partnership is not strongly represented in any of the cases. It indicates that forming the RG&DS did not provoke local communities in (e.g.) either remote or urbanised areas or environmental interest groups, commuters or others to take part – probably because of the lack of situational validation of the strategy (see section 4.5.1).

4.3.3   Type of setting

Territorial proximity is the main reason for the selection of partners. The partners of the regional strategy are defined beforehand because of the explicit territorial delineation of the regional authority. The sub-regional agreement is not bounded to this. However, it builds on long-term collaboration of the four municipalities of Southern Jutland and some joint challenges (e.g. their peripheral location in Denmark) and interests (e.g. connecting the region better with Germany). However, the boundaries of Southern Jutland remain less clear. This results in a different constellation of actor networks, for example sometimes including different local or regional actors from across the border in Germany (e.g. the city of Flensburg) or also across the Lille Bælt [Little Strait] to Funen, working on the improvement of transport connections. Furthermore, core actors are also participating in other sub-regions, for example the municipality of Tønder collaborating with the South-West Jutland sub-region and Haderslev, which recently joined the Triangle Region.

Besides this, some stakeholders also engage in more strategic partner selection, less bounded to proximity but to common interests, for example working for the development of the Jutland corridor (URMA, 2014).

Figure 4.6: Regional authorities and sub-regional development councils in Southern Denmark
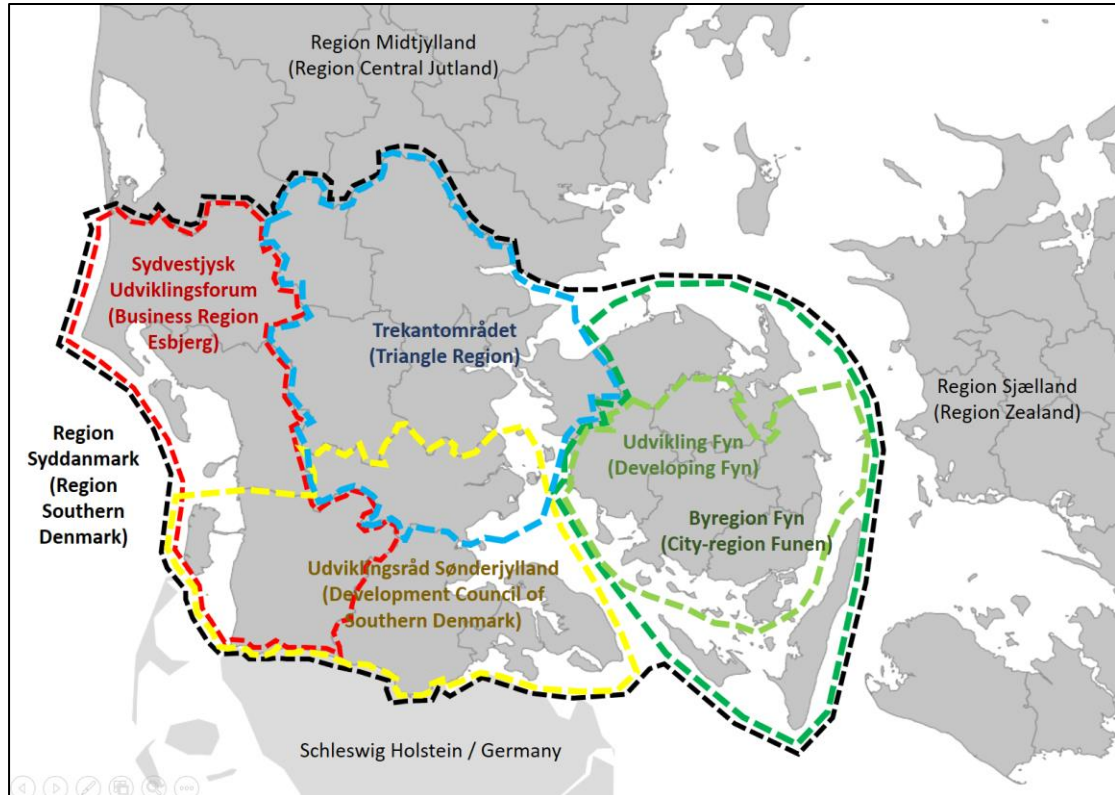
4.4 Means

There is a reciprocal relationship between means and goals. On the one hand, means must be appropriately suited for achieving the goals. On the other hand, the setting of goals must reflect what kinds of means are available. As we have seen, former statutory regulative means have been abolished at the regional level, leaving only limited space for specific and concrete goals. Thus, in the RD&GS a vision for 'The Good Life' and the goals 'attractive, active and productive', the regional authority invites municipalities, business, institutions and the general public to further explore these broad concepts in regional and local settings, and to collaborate on joint initiatives. Thus, endowed with a pronounced capacity to conduct systematic territorial analyses, and with a central position in the region, RSDK contributes to the implementation of the RG&DS by two key means: collaboration and knowledge provision.

The RG&DS communicates its state-of-the-art documentation in 13 policy fields: health; education; sustainable energy; health and social innovation; experience economy; climate, environment and raw materials; cities and urban regions; rural districts and remote areas; culture; infrastructure and mobility; digital infrastructure; Danish-German collaboration, and; international connections. Based on this documentation, goals and sub-goals are set up and initiatives suggested.

In Figure 4.7 one of the 13 policy fields on 'cities' is briefly summarised. It shows how the policy fields are organised starting from initial observations of the policy field, followed by goals and sub-goals leading to initiatives. Also, it exemplifies the position of collaboration and

knowledge provision as the most central means of the Southern Denmark Regional Growth and Development Strategy.

Figure 4.7: Policy field on city-regions in the RG&DS

GOALS

Urbanization is contributing to the movement of resources from rural areas to the cities and from Southern Denmark to the largest Danish cities. This trend must be reversed so that the cities in Southern Denmark no longer lose terrain to other Danish cities but contribute to driving this development. The cities of Southern Denmark must be strengthened and made more attractive so that they can contribute to a greater extent to creating growth and development in the region and in each area.

SUB-GOALS

(1) The cities and urban regions of Southern Denmark must be made more attractive and competitive also from an international perspective.

(2) The development of cities and urban regions must be proactively thought of in the development initiatives in Southern Denmark.

INITIATIVES

Collaboration on strategic development projects

The region will enter into municipal and city regional cooperation in strategic development projects for the cities in Southern Denmark. This may consist of strategic or analytical support for new development projects, or strategies in which new perspectives are adopted. The work is coordinated by the municipalities and the city regions.

Examples of specific initiatives:

(1) Urban analyses: Knowledge products on the cities of Southern Denmark that contribute to qualify and facilitate development efforts. E.g., Tæt på [close by] and Byanalyse 2.0 [urban analysis 2.0] containing key figures about the cities and benchmarks for the cities in the region.

(2) Interdisciplinary effort in city development projects: In special innovative development projects, the region will collaborate in an interdisciplinary effort in which several elements are linked to create development that is suitable and effective. For instance, the region is collaborating with the municipality of Fredericia and the city development company on the Fredericia C project and contributes with, among other things, analyses and environmental management of a former industrial area.

Knowledge provision in the policy field of city-regions are 'urban analyses' ('Tæt på' / [Close by] and 'Byanalyse' [Urban analysis]. These knowledge documents are provided by the regional authority and have taken quite a prominent position in RSDK's activities (Figure 4.8).

Figure 4.8: Region Southern Denmark has published more than 600 analysis reports since 2007 (Source: https://issuu.com/region-syddanmark)
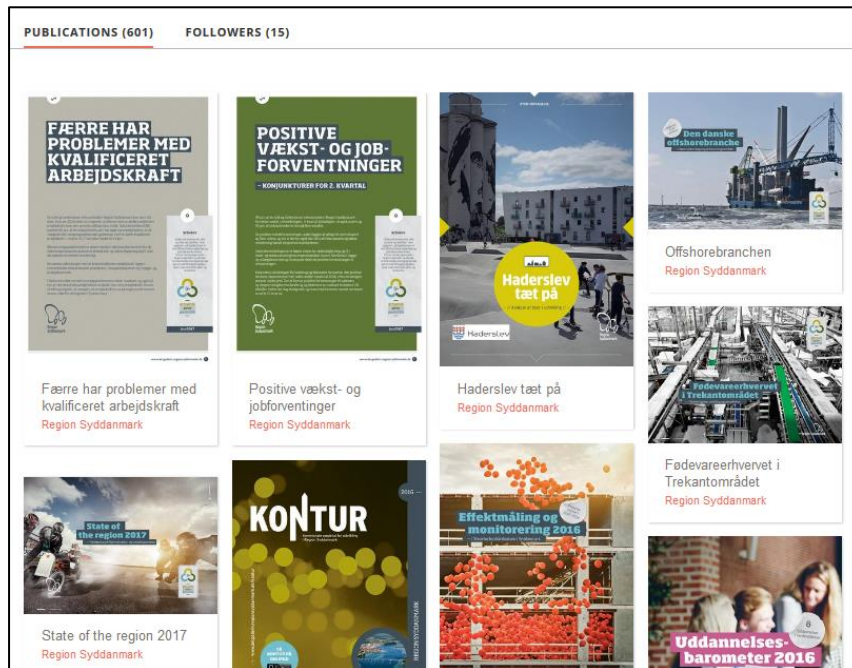
Other means are of course available. In the sector of raw materials, the regional authority conducts statutory plans and permissions; in public bus transport, it has key position in financing; and with intimate relations to the Regional Growth Forum, RSDK has access to influencing the priorities of the Regional Growth Forum and project funding through the regional co-financing of ESIF projects. However, in the Danish case study it was agreed to concentrate on the above-emphasised means: knowledge and communication and the key question: how to turn knowledge into action?

4.5   Knowledge and Communication

4.5.1   Communication within the network

During the case study, communication between the regional authority and the other stakeholders has not been in focus. However, it was observed that the regional authority, statutorily obliged as it is to run a strategy process in every four-year election period, is chairing the process as well as the sub-regional follow-up development agreements. Since all of the four sub-regions are preparing their own development strategies, we suggest that there is room for initiating dialogue between 'top-down' and 'bottom-up' strategies. This was however not further investigated.

4.5.2   Communicative means

In communicative processes, it is important to focus on what is *relevant* and not just *facts.* This leads some authors to speak about 'framing' as a process for identifying the relevant
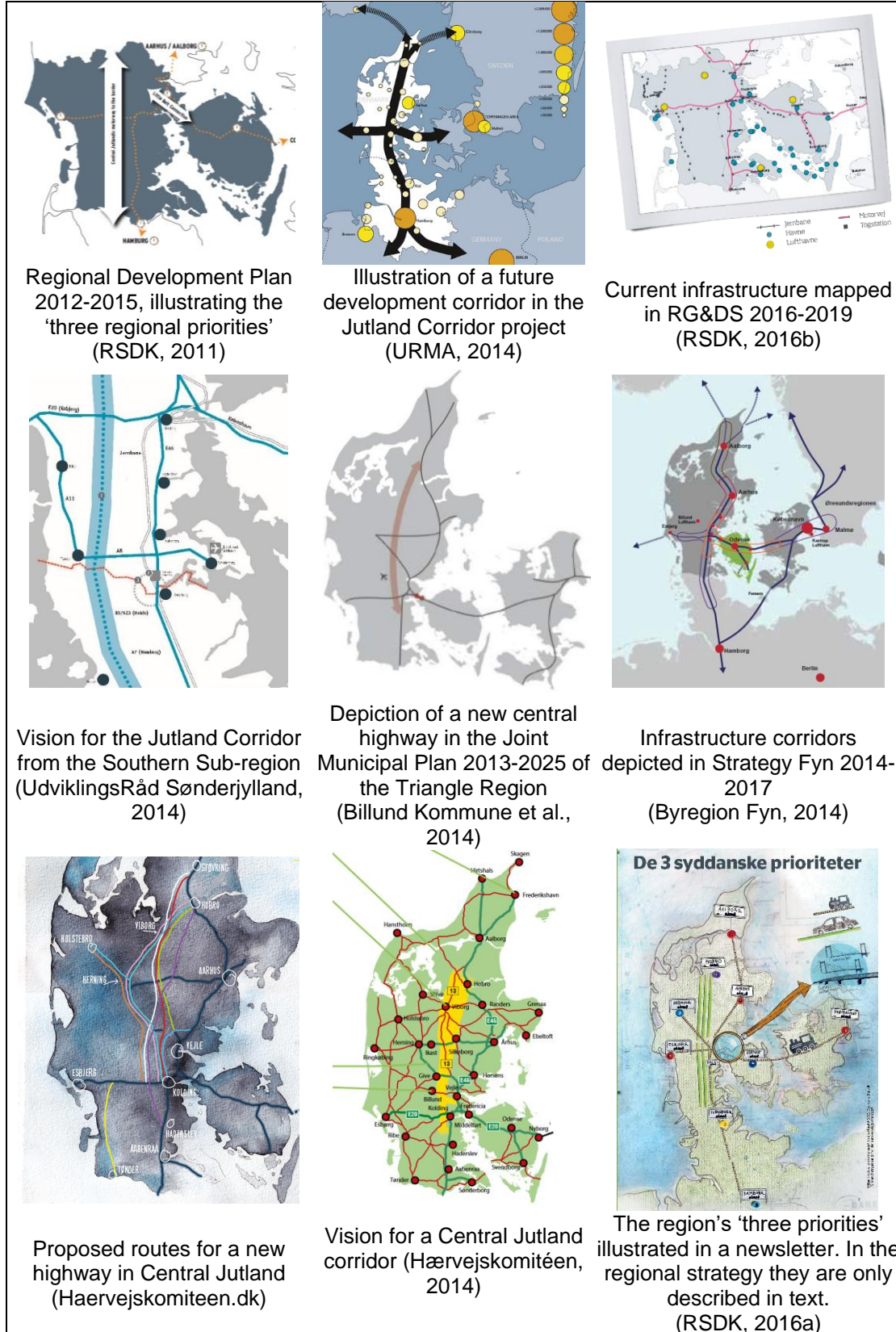
issues by "selecting, organising, interpreting and making sense of a complex reality to provide guideposts for knowing, analysing persuading and action" (Rein & Schön, 1993).

The RG&DS clearly demonstrates a framing process. Focused on the concept 'The Good Life' there has been a selection and organising of the above mentioned 13 policy fields, characterised by ongoing activities and relevant stakeholders for future initiatives. This is a strategy with a broad focus. It addresses all citizens and relevant stakeholders in the policy fields. It is focused upon the responsibility of those living and working in the region. And it is generously followed up by urban analyses allowing municipalities to see how their towns and cities develop in comparison with others in the region.

In two instances, steps are taken towards further framing. In the first instance, it is acknowledged that the Region of Southern Denmark is composed of four sub-regions formed politically by each of their own municipal collaboration, economically by diverse business specialisations and geo-functionally by diverse relations with national centres and national infrastructure. Acknowledgement of these sub-regions led to the forming of four follow-up sub-regional development agreements between the regional authority and the sub-regions in order to develop knowledge about their "internal and external coherence and development opportunities so that a joint basis for the debate on the urban regions is created" (RSDK, 2016b, p. 41). One of these, the development agreement with Southern Jutland, is included in this case study.

The second instance is about mobility and infrastructure, with a focus on the future development of national infrastructure. Endowed with several water crossings, border crossings, connections between east-west and south-north that bound national infrastructure, the second largest national airport and logistic hubs – all future plans for the national infrastructure are crucial. In addition, each of the sub-regions are connected to diverse parts of the infrastructure: The east-west connection with Funen; the hub-function between east-west and north-south infrastructure in the Triangle Region; the 'Jutland Corridor' and border crossings in Southern Jutland; and finally, improved railway connections and a parallel north-south highway in South-West Jutland. A closer look into the planned future development projects on infrastructure show that the sub-regions do have different aspirations as to which part of the infrastructure is given priority in the national budgets and parliamentary decisions. So far, it is difficult for the sub-regions to speak with one voice. However, examining this as a whole, the diverse elements merge into a common regional infrastructure profitable to all parts of the region. Considering the central position of the regional infrastructure, there is a high potential for conceptual imageries of the principal structure and the development perspectives of its operation. In a few projects and collaborations, various representations of current and future infrastructure were drawn up (Figure 4.9).

Figure 4.9: Recent visualisations of a (proposed) regional spatial structure

Regional Development Plan 2012-2015, illustrating the 'three regional priorities' (RSDK, 2011)

Illustration of a future development corridor in the Jutland Corridor project (URMA, 2014)

Current infrastructure mapped in RG&DS 2016-2019 (RSDK, 2016b)

Vision for the Jutland Corridor from the Southern Sub-region (UdviklingsRåd Sønderjylland, 2014)

Depiction of a new central highway in the Joint Municipal Plan 2013-2025 of the Triangle Region (Billund Kommune et al., 2014)

Infrastructure corridors depicted in Strategy Fyn 2014-2017 (Byregion Fyn, 2014)

Proposed routes for a new highway in Central Jutland (Haervejskomiteen.dk)

Vision for a Central Jutland corridor (Hærvejskomitéen, 2014)

The region's 'three priorities' illustrated in a newsletter. In the regional strategy they are only described in text. (RSDK, 2016a)

The current regional strategy, however, does not provide conceptual maps or spatial images of regional goals for future infrastructure. It acknowledges the current decisions taken and

makes a plea for stakeholders to remain alert to political decisions about national infrastructure.

> *"The interests of Southern Denmark are best safeguarded when the region and the municipalities are engaged, with knowledge building and arguments, ensuring coherence with regional and local strategies. The Region of Southern Denmark will therefore continue to provide for knowledge in the infrastructure area and provide support with specific analyses and activities" (RSDK 2016a p. 52).*

Once again, it is stated that knowledge provision is a centrepiece for decisions and strategy making. In the final discussion, we turn back to this example. Meanwhile, however, we shall introduce some ideas from the literature on turning knowledge into arguments and action.

According to Rein and Schön (1993), framing is needed to provide a 'guidepost' for knowledge as part of action. Framing knowledge includes the process of turning 'percepts' into 'concepts'. This is what is going on in a courtroom: turning facts into arguments. Fischer (2006) uses this allegory when arguing that an argumentative turn is taking place in planning. He suggests that knowledge should develop intimately with policy argumentation in a communication model. In this model, policy arguments develop in four dialogues:

1. Technical-analytical discourse addressed to the consideration of facts and verification of the efficiency of a policy, strategy or programme (*programme verification*).
2. A contextual discourse dealing with the relevance of the programme in the current situation (*situational validation*).

These two discourses – dealing with the specific strategy/programme in its concrete settings – are called first-order dialogues. They are followed by two second-order discourses shifting from the concrete situational context to the societal context as a whole:

3. A system discourse deals with the question whether the policy or strategy contributes positively to the society as a whole. This is also about *societal vindication*.
4. Finally, an ideological discourse examines the basis for making rationally-informed choices *(social choice)* about societal systems and their respective ways of life.

With only limited access in this case study to the discourses run by the regional authority and the stakeholders, we shall only indicatively put forward the observation that throughout the RG&DS two discourses are prominent, the technical-analytical discourse focused on verification of regional development facts, and the ideological discourse on 'The Good Life' as a basic value for regional society.

What *might* be developed are the two other discourses, the system discourse and the technical discourse. Specifically, we believe that the contextual discourse needs attention. On the one hand, we have argued that contextual knowledge is crucial for turning knowledge into action. On the other, it is not a straightforward process. Thus, in an article inspired by Fischer, Balz and Zonneveld (2015) make the observation that stepping from the first to the second discourse, i.e. from the technical to the situational, is met with difficulties due to the fact that

when general policies, facts and observations are turned into specific places (i.e. cities, towns and landscapes), they are met with political localism looking for potential advantages or disadvantages of the suggested plan, project or strategy. This is what Fischer calls 'situated validation'. The well-known NIMBY effect is about localism turning sound general technical proposals into bad proposals in the process of situational validation.

In the aforementioned case of infrastructure, we suggest that imageries and spatial planning perspectives may facilitate enthusiasm as well as negative attitudes. In particular, we suggest that enthusiasm may develop with those who are not part of the epistemic communities and therefore principles need to be drawn on paper and situated on maps to understand what is going on and to draw their further ideas.

4.6   Analysis and discussion – reflecting the case in concepts

It is not possible to conduct an evaluation of the impacts or outcomes of the two cases. On the one hand, the regional strategy is a wide-ranging document which has various goals outlined but often not in very much detail or without defining the means. This is not a critique, but a typical character of broad strategies. In addition, we are in the middle of the strategy's term (2016-2019) and we can expect further action in the fields outlined in it in the coming years. The sub-regional development agreement is also rather new and is meant to be implemented in the coming years. Instead of evaluating and analysing impacts of the cases, we will therefore focus on the different perspectives and approaches taken during the work towards the strategy and agreement, and the work since. We will set this into broader concepts discussed in the ESPON ReSSI project and contemporary literature.

4.6.1   Request for regional leadership

Since Patrick Geddes' introduction of the 'Civic Survey' the close relation between knowledge and planning became pivotal in urban and spatial planning. 'Survey before planning' and 'planning before building permit' were undisputable principles of planning. Now, this relationship is challenged by a division of work between voluntary strategies in 'soft' spaces and statutory planning in legal territories. Although the relations between the regional growth and development strategies and the municipal statutory planning might resemble the relations between former planning in two tiers, i.e. the superior and the subordinated (the regional and the local), this is no longer the case. They are simply not related to each other in hierarchical relations. They are independent moments of planning. Thus, Allmendinger et al. (2016) suggest:

> *"…that the new spaces of planning around the sub-region principally reflect the plan-making functions of planning whilst the regulatory, 'permission' functions remain solidly anchored to the realm of territorial spaces" (op.cit. p. 39).*

The dissolution of the former survey-planning-permission relations is relevant to understand the current endeavours of transforming knowledge (the survey) into action (the plan). As seen from the planning tradition, regional growth and development strategies have become surveys without plans, due to the deregulation of statutory regional planning. Plan making has been substituted by stakeholder collaboration intended to facilitate joint action, but without any obligations to follow.

Still we are only in the middle of the four-year strategy process. Therefore, it is not yet possible to evaluate the outcomes of the RG&DS and the four follow-up development agreements. But during stakeholder interviews there was repeated mention of the need for 'regional leadership' (i-d, i-m). This was not a quest for reinstalling the regional authority in its former position. The quest was raised by skilled professionals acknowledging that regional strategies, planning, and projects needs commitment and implementation, as a means of reassembling knowledge and action or survey and plans. One of the interviewees simply asked for allocating money on lobbying rather than surveys, thereby saying that the problems of planning and strategy making are embedded in the action rather than in understandings.

4.6.2 From percepts to concepts

Danish planning tradition deals with relations between knowledge and communication in at least two ways. On the one hand, documentation is used to reveal facts about a present situation. On the other, imageries and concepts show possible actions for solving problems or achieving attractive results for the future. This leads to a distinction between two kinds of knowledge: 'percepts' and 'concept' (Paasi, 1996, referring to James and Martin 1981). While perceptual knowledge is taking a first position in projects and urban planning as means of documentation and calculation, concepts have taken this position in strategy making as means of synthesising complex situations into manageable ones, for example as with the above mentioned spatial planning perspectives (see 3.1.3).

Most of the knowledge appearing in the RG&DS, and the Urban Analyses and the knowledge reports submitted by the regional authority, concentrate on perceptual documentation. This is in line with observations by Allmendinger et al. (2016, p. 48) saying that "the majority of the new forms of sub-planning initiatives are focused on pragmatic behaviours, sharing data and analytical functions, producing agreed strategies, […] far from the utopian visionary planning of the 1960s and 1970s."

In order to reassemble 'survey and planning' and 'knowledge and action', we suggest taking on board conceptual planning perspectives, focused on the forming of regional joint actions.

4.6.3 The spatial planning perspective

Rather than substituting survey with action, we earlier suggested to turn from the technical analytical discourse towards the contextual discourse. We also acknowledged that difficulties appear when planning principles are turned into situated territorial plans. Thus, rather than drawing on some controversial topics for making imageries of spatial planning perspectives,

we shall use the example of the regional strategy for infrastructure, including the north-south and the east-west bound connections. The importance of this topic is revealed by the presence of imageries of various regional stakeholders or joint projects (Figure 4.9).

These nine imageries are produced in diverse plans, strategies and publications. Most of them are produced by stakeholders of the RG&DS. Still, several questions are to be answered about situating desire lines, e.g. for the new parallel connections over Lille Baelt and the new parallel motorway west to E45. However, the example reveals what could be a golden opportunity to communicate from each of the stakeholders a unified and coherent planning perspective.

4.6.4   Territory and space in the regional approach

Driven by the devolution of the planning system as well as societal and technological changes, new planning spaces have emerged, developing fuzzy and soft spaces additionally to traditional, but also changing, statutory territories. Changes in the planning, drawing on experience from the UK, Allmendinger & Haughton (2010, p. 811) suggest five new forms of spaces and spatial practices:

- Formal or statutory, often rescaled spaces since devolution processes
- Corporate spatial planning, mainly focusing on infrastructure intentions
- Informal or soft:
    - ’Bottom-up functional’ to reflect spaces which are no longer mapped
    - ’Shadow plans and strategies’ to deliver over shorter timescales than statutory planning
    - ‘Top-down functional spaces’ driven by the national level to foster economic development in relation to housing markets and commuter watersheds.
- Fuzzy, necessary to enable flexible policy responses (or to make sensitive proposals)
- National spaces of delivery.

Additionally, we could add planning policies which as such do not address a specific space, besides probably defining a territory where those are valid. The regional strategy covers a fixed space. This space is however only partially addressed spatially. Most content in the strategy is valid for all of Southern Denmark; despite its quite diverse development characteristics (see also section 4.2.2). If there is a spatial dimension, it is often not mapped which could also be interpreted as a fuzzy approach – for example, when the three infrastructure priorities are mentioned without going into more detail about their location. Of course, the Regional Growth and Development Strategy as defined by law is already limited to ‘fuzzy planning’, with only little statutory background but instead translating ambitions of regional stakeholders into a joint vision. However, in other projects where RSDK was also involved, some more spatially explicit imaginaries were developed (Figure 4.9). A crucial point is to make planning for soft space work together with the regulatory and formal plans in the region (Allmendinger & Haughton, 2010). The lack of tackling the space more specifically can also be seen as a driver for the emergence of other planning spaces as, for example (to

various degrees) what is happening in the sub-regional collaborations. This would reflect Allmendinger & Haughton's "Informal – Bottom-up functional"-type of planning space, where informal practices emerge to tackle space which otherwise is not mapped.

4.6.5   Where is regional planning to be found?[2]

The structural reforms of 2007 were mainly driven by issues of economic efficiency gains of public administration through the merger of municipalities and counties into larger and fewer municipal and regional entities (Foged & Koch, 2016). Statutory regional planning was dramatically reduced and located in the five new regions, organised for running the public health system, and was thus a product of national policies to be conducted at the regional level (Frandsen, 2017). The formation of regional growth fora under the umbrella of the National Growth Council was also part of national needs to be taken care of at regional level. In 2013 with the merger of the regional growth strategy and the regional development plan into a joint regional growth and development strategy, regional strategy making finally became statutorily detached from municipal planning, which was left without means and obligations for spatial regulation. The regional growth and development strategy became an instrument for the provision of knowledge and collaboration on a voluntary basis.

Regional planning turned from former managerial planning towards communicative planning. New tools came into play, one of which was the 'spatial development perspective' used to create imagined future spaces. In discussions with the staff of RSDK the use of spatial development perspectives became a key issue as a means of complementing current analytical knowledge with spatial visions for the future.

The following recommended actions can be taken in this regard:

Outcomes and impacts: From literature on argumentative planning and from our observations during the case study, we learned that in communicative processes the forming of stakeholder communities to take joint action is not just about asking for stakeholders' approval of a drafted strategy. The point is, that "it is during the very meeting that strategies are formed" (i-d), thereby stressing that strategies should be assessed not just by final concrete achievement, but also by intermediate outcomes focused on further dialogue between the regional stakeholders.

Sub-regional and regional strategies in interplay: The above-mentioned dialogue facilitates voicing the current sub-regional strategies and emphasises how the regional dimension facilitates joint interests of the four sub-regions. Regional strategies should remain focused on 'regional' matters offering sub-regions and municipalities a perspective of joining forces and aligning with national agendas.

Focus on communicative means: With only limited access to the discourses run by the regional authority and the stakeholders we shall only indicatively put forward the observation that throughout the RG&DS two discourses seem prominent: A *technical-analytical discourse* focused on verification of regional development facts, and an

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[2] The title of this subsection is borrowed from (Allmendinger, Haughton, & Shepherd, 2016) who inspired us in our reflections on the case study.

ideological discourse on 'The Good Life' as a basic value for regional society. In order to facilitate 'turning knowledge into action', it is recommended to include the two remaining discourses in Fischer's earlier mentioned typology of argumentative discourses, i.e. the *system discourse* and – especially – the *contextual discourse,* dealing with the relevance of verified knowledge in the current situation, and hence with framing the arena for action (Rein & Schön, 1993).

Imageries and spatial development perspective: The idea of the contextual discourse is about turning analytical perceptions into concepts of meaning and possible actions. In this process, conceptual imageries of spatial development principles and perspectives are suited for communication between primary stakeholders as well as communication to a wider public. As emphasised by Balz and Zonneveld (2015), stepping from the technical to the contextual discourse implies that general policies, facts and observations are turned into specific places (i.e. cities, towns, landscapes) and challenged with political localism looking for potential advantages or disadvantages of the suggested plan, project or strategy. Thus, turning knowledge into action is not just about logical arguments – it includes difficult moments of persuasion.
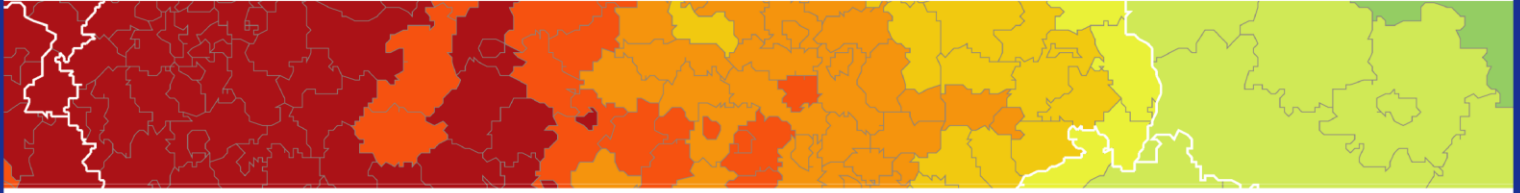
Aligning strategies: Both case studies show that aligning with currently strong agendas (national policies and reforms on infrastructure, education, military services as well as agendas of EU funding) is crucial to regional strategy making – offering perspectives as well as momentum. However, the act of aligning with current strategies would result in pragmatism, if not followed by additional new strategic inputs.

The above recommendations are focused on the Regional Growth and Development Strategy as a communicative framework. It differs particularly from the Italian and Portuguese cases which are focused on implementation and alignment with EU funding. The difference between the two is about stakeholders joining forces by sharing knowledge on 'where to go' – and stakeholders joining forces by sharing development projects on 'how to go'.

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