



Danish Ministry of the Environment
Nature Agency

The Finger Plan

A Strategy for the Development of the
Greater Copenhagen Area

The Finger Plan

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Table of Contents

Preface and reading guide	3
History of the Finger Plan	4
The Finger Plan as a national planning directive issued pursuant to the Planning Act	7
The Planning Act requires an overall plan for the Greater Copenhagen area	7
Other national planning directives for the Greater Copenhagen area	8
Legal effects and enforcement	9
Significant themes in the Finger Plan	10
Division into city fingers and green wedges	10
Green wedges and new green urban wedges	11
The principle of requiring location near stations	14
Priority provisions	15
The transport corridor	16
The right business in the right place	17
Statutory Order regarding Planning in the Greater Copenhagen area	18
Provisions set by the National Planning Directive	18
Annex & map sheets	29
Follow-up to the Finger Plan 2013 with collaboration projects	35
Project collaboration on new green wedges along the Køge and Roskilde fingers	35
Collaboration on development along Ring 3	36

COPENHAGEN

1,25 mill. 

THE GREATER COPENHAGEN AREA

2,0 mill. 



THE ØRESUND REGION

3,9 mill. 



Preface and reading guide

The Copenhagen Finger Plan enjoys almost iconic status as a model for urban development. The plan has been the governing development model for the city for nearly a generation. Since the original Finger Plan was first drawn up in 1947, the city has been organised on the basis of an overall regional structure where urban development is concentrated along city fingers linked to the railway system and radial road networks and where the city fingers are separated by green wedges which are kept exempt from urban development. This strategy has helped ensure easy access to recreational areas for the entire Copenhagen population, as well as easy access into central Copenhagen from the entire Greater Copenhagen area. The Finger Plan is easily communicated to both politicians and citizens, and has therefore enjoyed widespread understanding in the municipalities. This has probably contributed to its survival and implementation.

Since 1947, the Copenhagen Finger Plan has evolved into a plan for the development of the entire Greater Copenhagen area. Various bodies have been responsible for planning in the Greater

Copenhagen area and the plans which have been prepared have varied in their legal effects.

Since 2007, the Minister for the Environment has been responsible for overall planning in the Greater Copenhagen area via the preparation of national planning directives. This occurred first with the Finger Plan 2007 and then with the Finger Plan 2013.

The Finger Plan 2013 forms the basis for this publication. This English version of the Finger Plan is a translation of the national planning directive, but only with some of the map sheets. The provision in the directive have been translated in their entirety (albeit adapted for the fact that not all map sheets are included). Furthermore, this publication includes introductory sections regarding the Finger Plan's history, legal basis and legal effects. This publication concludes with a description of a number of consultation projects launched on the basis of the Finger Plan 2013 as preparatory work for an upcoming revision of the plan.

History of the Finger Plan

Greater Copenhagen is one cohesive residential area and labour market with common regional outdoor recreational areas and green areas across municipal borders. Accordingly, there are special regulations for planning in the Greater Copenhagen area to ensure an overall strategy for planning and development across the entire area.

Since the original Finger Plan was published in 1948 with the “Draft Proposal for a Regional Plan for Greater Copenhagen”, planners have sought to establish urban growth on the basis of an overall regional structure where (i) urban development is concentrated along city fingers linked to the railway system and radial road networks, and (ii) the city fingers are separated by green wedges which are kept exempt from development.

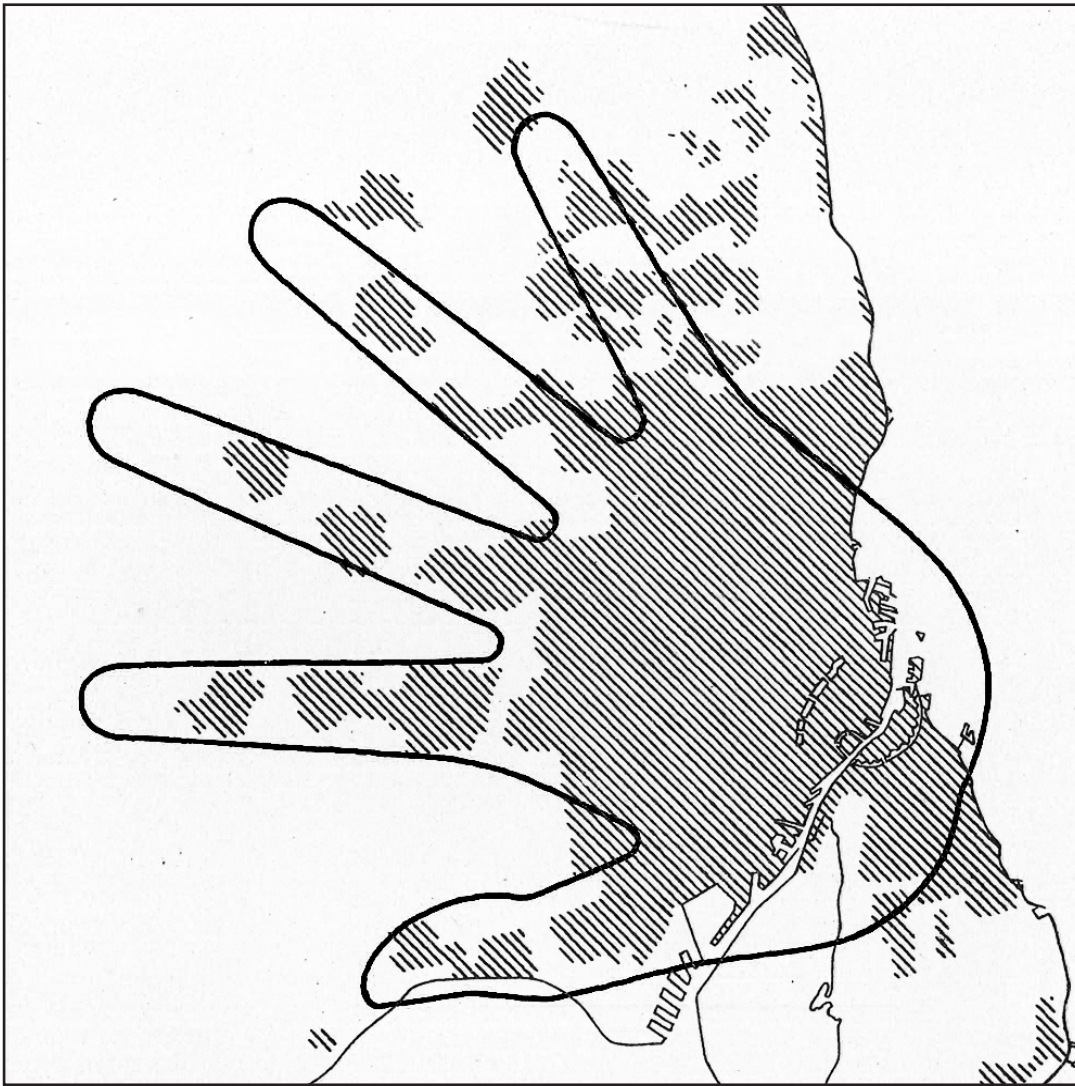
The Finger Plan was created by the Regional Planning Office in 1947, which at the time operated as a voluntary collaboration between three counties, 22 municipalities and several stakeholder organisations. The Office was financed by the major municipalities and the central government. The “Draft Proposal for a Regional Plan for Greater Copenhagen” should have been followed up by a formal regional plan suitable for approval by a Regional Planning Committee set up by the parties. However, the plan was never followed through and the Regional Planning Office was closed down in 1950. As the draft regional plan with the Finger Plan was not drawn up subject to statutory authority it had no legal effects, but because the municipalities had been consulted during its preparation its influence was significant.

Already in the mid-1950s, population numbers and the amount of area used was increasing much more than anticipated. This increase was not accounted for in the Finger Plan. In 1958, the state set up a Regional Planning Secretariat. The Secretariat believed that the Greater Copenhagen area could not continue as a city with only one main centre, and therefore the Finger Plan was supplemented with a number of secondary centres, firstly in the “Principle Draft for a Regional Plan” from 1960 and then in the “First-step plan” from 1963.

During the growth surge that followed in the 1960s there was no overall unifying coordination of building and construction activities in the Greater Copenhagen area, which meant that everybody fought for a share of the growth. The City of Copenhagen in particular worked on regaining its position as the overall centre of the wider metropolitan area.

In 1967 the municipalities of Copenhagen and Frederiksberg together with the counties of Copenhagen, Frederiksborg and Roskilde agreed to set up a Regional Planning Council with representatives from the respective authorities. The Council was commissioned to carry out regional planning for the Greater Copenhagen area. In 1973, the Regional Planning Council presented its draft Regional Plan for 1973.

The Regional Planning Council was renamed the Greater Copenhagen Council in 1974. An act on regional planning in the Greater Copenhagen area entered into force at the same time. The Greater Copenhagen Council became the regional planning authority in the Greater Copenhagen area, which, in the rest of Denmark, consisted of the counties then in existence. Planning by the municipalities was subordinate to planning by the Greater Copenhagen Council. In 1974, the Greater Copenhagen Council published a final version of its Regional Plan for 1973. For the first time, the Regional Plan incorporated reserved areas in the form of a transport corridor for long-distance traffic lines of a known or unknown type. The Regional Plan for 1973 represented a break from the clean-cut structure of the Finger Plan, as areas were reserved for urban growth linked by the newly designated transport corridor and hubs.



Sketch from the first Finger Plan created by the Regional Planning Office in 1947.

The growth surge had already ended by the beginning of the 1970s. The business community was changing at the same time, with, for example, employment in the industrial sector falling drastically. The Greater Copenhagen Council prepared the 1985 Regional Plan as a replacement for the 1973 Regional Plan. Although the Council was closed down in 1989 it did manage to finish the 1989 Regional Plan beforehand. The 1989 Regional Plan returned planning to the Finger Plan structure and once again the Greater Copenhagen area became an urban area with only one main centre - Copenhagen City. The principle of requiring location near stations was introduced into planning within the Greater Copenhagen area.

From 1990, the regional planning competence was transferred to the cities of Copenhagen and Frederiksberg and the three counties in the

Greater Copenhagen area. Overall coordination of the regional planning work was carried out by the Ministry of the Environment. The five authorities prepared regional plans in 1993 and 1997. The Finger Plan was adopted in the main structure and the transport corridor was retained.

In 2000 the Capital's Development Council was set up. The Capital's Development Council, which was responsible for overall development within the Greater Copenhagen area, became responsible for overall regional planning in the Greater Copenhagen area from 2000 to 2007. The Finger Plan remained the leading principle in the 2005 Regional Plan, while a fourth green ring around the city was introduced.

Overall planning for the Greater Copenhagen area was taken over by the Minister for the Environment

as part of the municipal reform which entered into force on 1 January 2007. This municipal reform saw extensive mergers of municipalities taking place across Denmark, while the counties were decommissioned. The Capital's Development Council was closed down at the same time.

Central government planning for the Greater Copenhagen area has focused on further enhancing Copenhagen's profile as a green capital in the future. This has been implemented through the national planning directive the "Finger Plan 2007" and again in the most recent national planning directive the "Finger Plan 2013". The central government Finger Plans tightened the finger city structure by curbing urban sprawl and by more precisely defining the principle of requiring location near stations.

In the most recent municipal reform in 2007, Danish municipalities were tasked with the primary responsibility for physical planning in both cities and the countryside. The Planning Act requires and stipulates frameworks for the planning, and central authorities may object to the municipal planning if it conflicts with general interests. At the same time, planning in the Greater Copenhagen area must take place within the frameworks of the Finger Plan 2013.

The municipalities may object to the plan proposal of a neighbouring municipality if the proposal is important for the objecting municipality's development. Municipalities in the Greater Copenhagen area may object to plan proposals from any other municipality in the Greater Copenhagen area.

Pursuant to the Planning Act, the Minister for the Environment must make information relating to development in the Greater Copenhagen area available for municipal planning. Furthermore, after each new election to the Danish Parliament (Folketinget), the Planning Act requires the Minister for the Environment to submit a report on national planning for use in municipal planning. This report must also cover any special conditions of significance to planning in the Greater Copenhagen area.

In summary, the Finger Plan has formed the backbone of regional planning for the Greater Copenhagen area since 1948 despite the plan being constantly challenged by actual developments and even though planning has been carried out by different bodies and with different legal effect.

Currently, the area covered by overall planning for the Greater Copenhagen area encompasses 34 municipalities.



The Finger Plan as a national planning directive issued pursuant to the Planning Act

The Planning Act requires an overall plan for the Greater Copenhagen area

Pursuant to the Planning Act, municipal planning in the Greater Copenhagen area must be carried out based on an assessment of development in the area as a whole and must ensure that the main principles of the overall finger city structure are continued. Urban development of regional significance must be coordinated with the expansion of overall infrastructure within the Greater Copenhagen area, with special consideration for public transport services.

The Minister for the Environment must make information relating to development in the Greater Copenhagen area available for municipal planning.

The Planning Act specifies that the Minister for the Environment must prepare a national planning directive for the Greater Copenhagen area which divides Greater Copenhagen into the core urban region ("the palm of the hand"), the peripheral urban region ("the city fingers"), the green wedges and the rest of the Greater Copenhagen area.

The national planning directive sets the overall

principles for the municipal planning in the Greater Copenhagen area.

The municipal planning in the Greater Copenhagen area must ensure that:

- a) urban development and urban regeneration in the core urban region take place within the existing urban zone and with consideration for the opportunities to strengthen public transport services,
- b) urban development and new urban functions in the peripheral urban region (the finger city) must be located with consideration for existing and approved infrastructure and the opportunities to strengthen public transport,
- c) the green wedges are not converted into urban zones or used for urban recreational facilities, and
- d) urban development in the rest of the Greater Copenhagen area is local in nature and takes place in connection with municipal centres or as a rounding off of other urban communities.

Planning in the Greater Copenhagen area must also ensure that overall areas significant for the development of Greater Copenhagen as a whole are reserved for future transport infrastructure, technical installations, noise impact areas etc.

The national planning directive will be issued as a statutory order by the Minister for the Environment. Municipalities are thus obligated to follow the provisions of the directive. There is no requirement for the national planning directive to be revised at certain intervals.

Other national planning directives for the Greater Copenhagen area

As in the rest of Denmark, the Minister for the Environment may establish binding rules in other national planning directives which may be prepared to protect national interests. For example, national planning directives may be used to localise a specific activity that is necessary in a societal context. Furthermore, the Planning Act specifies that a national planning directive must be prepared for retail trade in the Greater Copenhagen area. As with the Finger Plan, national planning directives may set frameworks for municipal planning, but they may also replace municipal and local development plans.

National planning directive for retail trade in the Greater Copenhagen area

The Planning Act contains provisions for municipal planning with regard to shops. Retail trading provisions set by the Planning Act are based on a centre hierarchy where the town centre comprises the primary centre. This is followed by district centres in large cities.

Local centres may be planned outside town centres and district centres, single shops may be located to serve a local area and, in exceptional cases, secondary centres may be planned. Moreover, shops selling specific goods which require an unusually large amount of floor space may be planned outside town centres.

The Greater Copenhagen area is a cohesive city and residential area and therefore also a catchment area for trading where the area covering one shopping area cannot be separated from another area. The Planning Act thus stipulates that the Minister for the Environment must prepare a national



planning directive for retail trade in the Greater Copenhagen area.

The national planning directive must designate town centres, district centres and secondary centres. Furthermore, the directive must designate town centres and secondary centres where large specialty shops with floor space exceeding 2,000 m² may be established. Large specialty shops with floor space exceeding 2,000 m² may not be established elsewhere in the Greater Copenhagen area. Specialty shops which only sell goods requiring unusually large amounts of floor space may be larger, however. General shops may not exceed a floor space of 3,500 m².

Generally, there can only be one town centre per town whereas the core urban region of Greater Copenhagen may have several town centres.

The national planning directive for retail trade in the Greater Copenhagen area sets the frameworks for subsequent municipal planning in the retail trade area.

Examples of other national planning directives

Within the Greater Copenhagen area, the Minister for the Environment may issue national planning directives to protect national interests in the exact same way as in the rest of Denmark. National planning directives are most often used to localise or facilitate a specific activity necessary in a societal context or to ensure future use of specific areas.

For example, within the Greater Copenhagen area, national planning directives have been drawn up for the future use of former barracks. A national planning directive has also been drawn up for a cruise terminal in Nordhavn, Copenhagen. Urban

development in areas inland from the harbour triggered a need to move the cruise terminal, which could only be realised on the basis of a national planning directive. The directive enabled municipal and local development plans to designate an area for a cruise terminal with attached buildings and facilities and to transfer the area into urban zone.

Legal effects and enforcement

Planning is governed by a frameworks principle where overall planning sets the frameworks for the underlying planning. Accordingly, the underlying planning must not contravene the overall planning. Local plans made by the municipalities must not contravene neither the municipal plan for the area nor national planning. Therefore, planning in the Greater Copenhagen area must not conflict with the Finger Plan or other national planning directives for the area.

The Minister for the Environment is responsible for coordinating and ensuring central government interests in the municipal planning. The Minister is obliged to object to proposals for municipal plans if the plans are inconsistent with national interests. The Minister for the Environment is also responsible for objecting on behalf of other ministries. The Minister's authority is delegated to the Danish Nature Agency.

If a proposal for a municipal plan within the Greater Copenhagen area conflicts with the Finger Plan, the Danish Nature Agency will object to the draft proposal. Consequently, the draft proposal cannot be finally adopted until the municipality and the Danish Nature Agency have reached an agreement.





Significant themes in the Finger Plan

Division into city fingers and green wedges

The finger city structure established in the Finger Plan determines that urban development should generally take place in core urban regions and peripheral urban regions (“the palm of the hand” and “city fingers”) in association with a traffic infrastructure consisting of railway services with suburban trains, regional trains, metro and light railways, as well as an attached general road network whereas the areas between the city fingers must be maintained as green wedges for regional outdoor recreation and agriculture.

With its long history, the finger city structure has helped ensure smoother traffic situations in the

Greater Copenhagen area than in many other metropolitan regions, as well as the best possible utilisation of public investments in traffic infrastructure. The finger structure has helped prevent urban sprawl and has ensured that areas between city fingers are maintained as regional outdoor recreational areas which are easily accessible to all residents in the metropolitan region, including people residing in densely populated urban areas. As a result, the finger city structure has helped ensure the qualities of the Greater Copenhagen area as a metropolitan area, as well as a place to live and work.

Maintaining and further developing the finger city structure entails ensuring that urban development

and urban regeneration of regional significance occurs in the core urban region and peripheral urban region, and, in the long term, in the extended city fingers. The finger city structure means that most new construction must occur in the core urban region and peripheral urban areas, and that the majority of the future growth in population and employment in the Greater Copenhagen area must occur within the core urban region and peripheral urban region.

The Greater Copenhagen area is divided into four types of geographical area:

- 1) the core urban region (the palm of the hand),
- 2) the peripheral urban region (the city fingers),
- 3) the green wedges, and
- 4) the rest of the Greater Copenhagen area.

The Planning Act sets special provisions which apply for each of the four geographical areas, and also states that the Minister for the Environment is responsible for defining the four areas via the national planning directive for the Greater Copenhagen area (the Finger Plan).

The core urban region encompasses the central urban municipalities of Copenhagen, Frederiksberg and Gentofte, as well as the nearby suburban districts located within the 3rd ring road, Amager and Øresund motorways. Further urban zones cannot be designated in the area, which on the other hand is characterised by large urban regeneration possibilities.

The peripheral urban region also covers existing urban areas (developed and undeveloped) in the city fingers issuing from the core urban region ("the palm of the hand") along radial rail lines to and from the cities of Helsingør, Hillerød, Farum, Frederikssund, Roskilde and Køge, as well as Amager, and also some rural districts where the municipalities have more latitude to designate new urban zones according to specific regulations. This means that in regard to municipal planning in these rural areas, urban development interests must be considered alongside other land interests. Possible area interests could be nature, landscape and drinking water as well as overall interests.

The core urban region ("the palm of the hand") and the peripheral urban region ("the city fingers") together make up the "finger city".

In the core parts of the city fingers up until the

fourth green ring, most of the urban area borders up to the green wedges or a rural district which is part of the rest of the Greater Copenhagen area. If this is the case, it is not possible to designate new urban zone.

The peripheral parts of the city fingers outside the fourth green ring partly comprise existing urban areas (developed and undeveloped), as well as rural districts within a 2 km wide belt on both sides of the radial rail lines. The municipalities themselves have the latitude to designate new urban zones in defined rural districts according to regulations set out in the Finger Plan.

The green wedges comprise radial wedges between the city fingers, the transverse wedges (green rings) and the wedges within the city fingers, including coastal wedges in the Helsingør and Køge finger. Under the terms of the Planning Act green wedges cannot be converted into urban zones or used for urban recreational facilities.

The rest of the Greater Copenhagen area is defined as the areas outside the ring of old market towns of Helsingør, Hillerød, Frederikssund, Roskilde and Køge, as well as those parts of the rural districts between the city fingers which lie outside the fourth green ring and which are not included as a rural district in the peripheral urban region. The rest of the Greater Copenhagen area also includes some rural districts and small urban communities which occur as islands in the green wedges inside the fourth green ring.

The Planning Act determines that municipal planning in the rest of the Greater Copenhagen area must ensure that urban development is only local in nature and takes place in connection with municipal centres or as a rounding of other urban communities.

Green wedges and new green urban wedges

From all the way back to 1947, the green wedges between city fingers have been a main theme focussed on ensuring all citizens close access to the city's green areas via green wedges close to the city centre.

As the city fingers have stretched out, so the green wedges have also been extended and today they consist of core green wedges and peripheral green



wedges. Furthermore, the Finger Plan includes “green urban wedges”. The green urban wedges are areas within the core urban municipalities of regional significance for outdoor activities. All areas in the green urban wedges were already designated as green areas in the municipal plan.

Pursuant to the Planning Act green wedges may not be converted to urban zones or used for urban recreational facilities. The finger city structure means that the areas between the city fingers are exempt from development and construction of urban-related facilities and must be maintained as green wedges for regional recreational purposes.

The primary purpose of the green wedges is to allow for general outdoor activities, which therefore means that public access has top priority. This applies to both core and peripheral wedges as well as the coastal wedges across the Helsingør and Køge finger, which stretch as city fingers north and south along the coast.

The term “non-urban-related outdoor recreational use” means areas and facilities naturally linked to a location within the rural district, whereas facilities for urban-related recreational purposes include facilities such as sports centres, hotel-like accommodation and institutions.

The wedges are exempt from the construction of more summer cottages, development and facilities for residential, commercial and other urban purposes. Several villages are located within the wedges, and in these villages only small-scale building and construction, adapted to the landscape, nature and cultural values of the place, is permitted.

As a general rule, the green wedges are exempt from installations such as wind turbines, solar panels etc.

The regulations are in place to ensure that the recreational use of the green wedges and the experience value of the landscape is not impaired by dominating installations.

Agricultural use must be possible in the wedges, e.g. as part of a varied landscape. However, establishment of intensive livestock farming requires an assessment of the consequences for recreational interests.

Several marinas are included in the green coastal

wedges. Small buildings for marina-related functions may be established within these marinas, but not overnight facilities.

The Finger Plan includes the possibility that, in those parts of the green wedges not covered by areas reserved for transport corridors, facilities for climate change adaptation could be established provided that recreational and nature-related conditions were strengthened to the widest extent possible. Local considerations may entail alternative solutions, which may not, however, impair the nature and recreational values of the area. For example, these could be rainwater retention basins and canals which may contribute to recreational value. A temporary storage system for rainwater within the green wedges could act as a temporary infiltration plant, and thereby contribute to safeguarding future ground water resources.

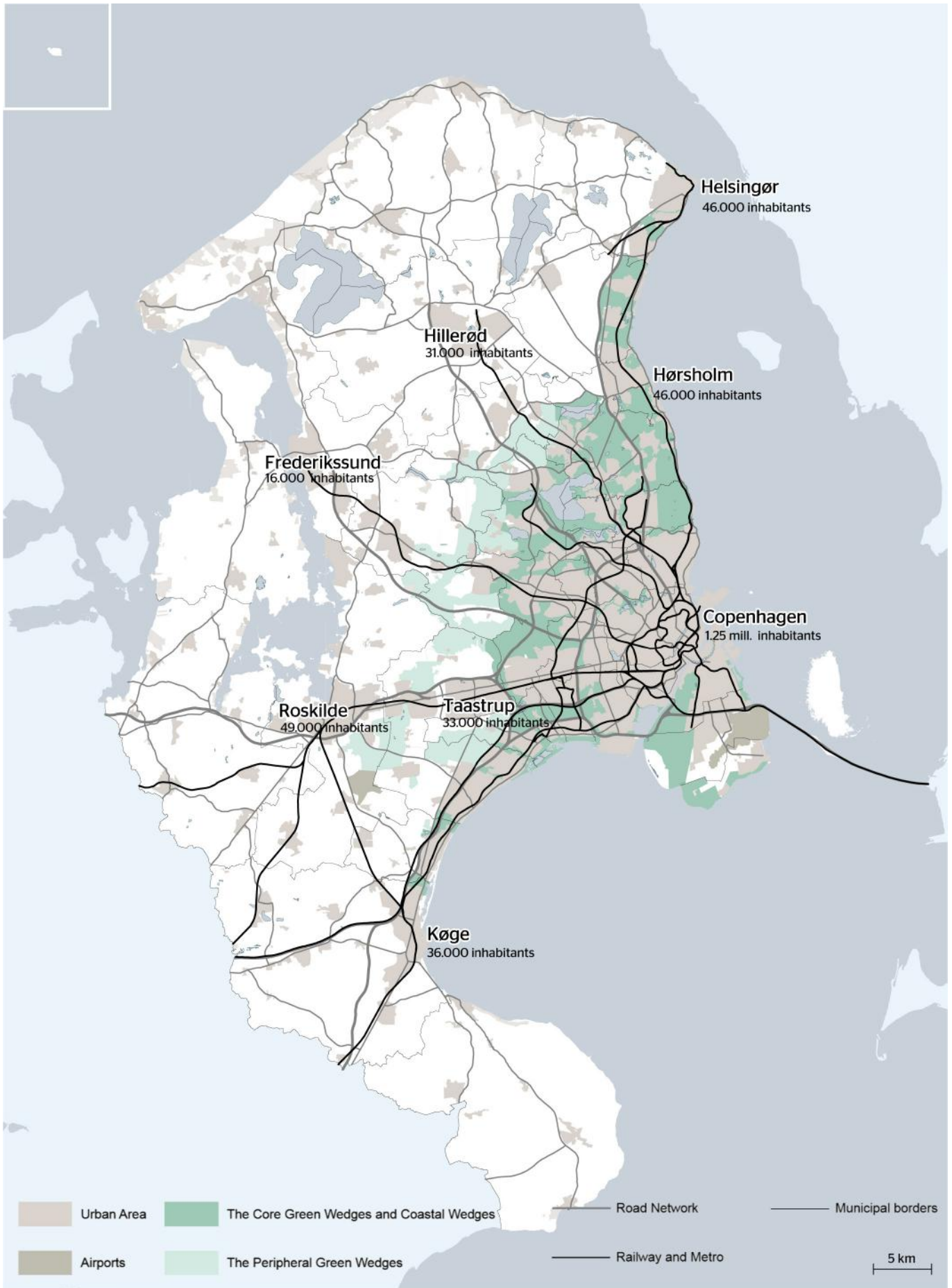
The mindset behind the peripheral green wedges is that the green structure must be developed in line with the expansion and delimitation of the city fingers. In some places, the peripheral green wedges resemble a small reservation belt around a new fourth regional ring road path which connect the wedges between the city fingers from the coast near Rungsted to Køge Bay.

The possibilities for siting area and building-demanding facilities for, for example, organised recreational purposes vary between the core wedges (including the coastal wedges) and the peripheral wedges. The core wedges have already been largely exploited for local urban recreational facilities and area-demanding recreational facilities such as golf courses, major riding centres, football pitches, allotment and vegetable gardens, scout huts etc., and there is no room for more area-demanding recreational facilities or recreational facilities which are closed for general public access, if the core wedges and the coastal wedges are to continue having a general recreational function. By enabling establishment of such facilities in the peripheral green wedges, the intention is to ease the pressure on the core green wedges.

Green urban wedges

The Finger Plan 2013 includes a concept into the planning of green urban wedges in the Greater Copenhagen area.

The aim of the green urban wedges is to ensure large, green areas in the core urban region (the



The Greater Copenhagen Area

palm of the hand) in the form of predominantly publicly available regional outdoor areas for the entire population of Greater Copenhagen. The green urban wedges are of regional importance as they include the most attractive and popular parks as well as major green areas etc., which, together with green paths may form part of an overall green structure in the central part of the big city.

The green urban wedges are part of the Finger Plan's urban area and urban zone as they are integrated into dense, urban surroundings and often have urban recreational facilities. This contrasts to the major green wedges between the city fingers outside the core urban region.

All areas in the green urban wedges were already designated as green areas in the individual municipal plans prior to their inclusion in the Finger Plan. The majority of the green urban wedges is covered by conservation orders stipulating provisions regarding land development and use. The Finger Plan does not disregard provisions in existing conservation orders or local development plans.

The provision stipulating that the green wedges should largely be reserved for generally accessible outdoor and recreational purposes means that, in exceptional circumstances, a change of use and new building may take place. For example, the Botanical Garden may be upgraded for museum purposes and new amusement facilities may be built in the Tivoli provided that the character of the green areas (i.e. the amusement garden) is maintained and the Assistens Kirkegård is maintained as a cemetery with recreational value and public access.

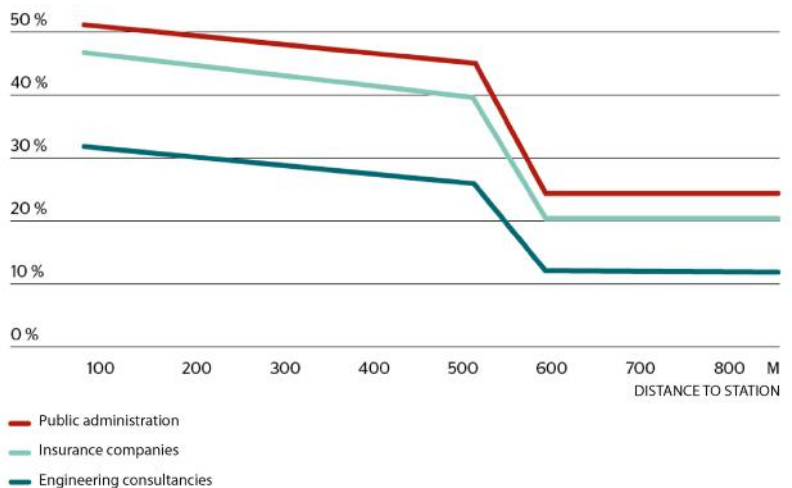
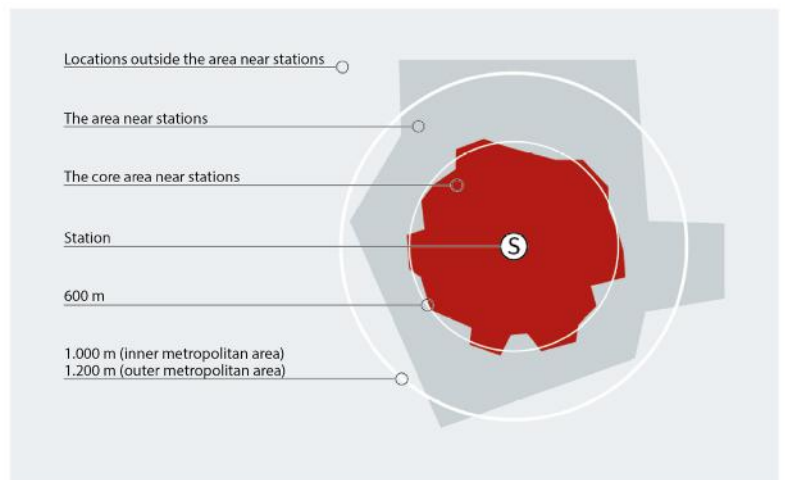
The principle of requiring location near stations

The principle of requiring location near stations is the pivotal location strategy for major clerical and service-related businesses of regional importance. Location near stations has positive effects with regard to countering road congestion. Locating workplaces near a station promotes the use of public transport. When given an actual choice between types of transport, many people choose to leave their car at home and take the train instead. Surveys show that the traffic-related effects of location near stations in the general rail network that are well served with trains and busses are

extremely pronounced. Surveys also show that the traffic-related effect of workplaces located near stations is achieved with a walking distance of up to 500-600 m from popular stations in the general rail network.

According to the Finger Plan 2013, delimitation of the areas near stations must form part of the municipal planning. The stations which may be designated as areas near stations are existing and approved stations in the general rail network, including the metro. The core area near stations must be delimited on the basis of maximum walking distances to stations of 600 m. Delimitation of the area close to the station may exceed the core area near stations, and may be drawn on the basis of a radius of 1,000 m in the core urban region ("the palm of the hand") and 1,200 m in the peripheral urban region (the city fingers).

The Finger Plan establishes that urban functions which are intensive on the basis of the area used, job density, size or visiting patterns, must be placed in areas near stations and preferably within



the core area near stations. For example, large of-
fice buildings with more than 1,500 square metres
of floor space may only be placed in core areas
near stations or, in exceptional circumstances, in
the rest of the area near stations.

To encourage intensive exploitation of areas near
stations, in the core urban region the municipality
must strive for a building density of at least 100 in
areas for office and centre purposes and at least
40 residences per hectare in residential areas. For
the remaining stations, the municipality must strive
for a building density of at least 100 in areas for of-
fice and centre purposes and at least 25 residenc-
es per hectare in residential areas.

At the most popular stations, good frameworks
should be created for regional functions, including
major office-based industries which have a large
labour force and visitors from a large catchment
area; parts of the areas near junction stations
should be maintained for such purposes, even in
the face of expansion-related pressure for other
urban functions.

With regard to the intensity of exploitation of any
given area in the peripheral urban region, urban
development and urban regeneration must take
its existing and approved infrastructure, including
public transport services in particular into account.
At junction stations, the municipality must strive for
a building density of at least 100 in areas for office
and centre purposes and at least 25 residences
per hectare in residential areas. For the remaining
stations, the municipality must strive for a building
density of at least 100 in areas for office and centre
purposes and at least 20 residences per hectare in
residential areas.

Expansion and regeneration in areas near stations
should be planned taking historic, landscape-relat-
ed and architectonic values into account, thereby
creating cohesion with adjacent urban areas.

Priority provisions

According to the provisions in the Finger Plan 2013,
municipal planning must ensure that an order
of priority is drawn up for the implementation of
urban development and urban regeneration of
regional significance. The order of priority must be
established on the basis of an assessment of devel-
opments in the area as a whole after prior agree-

ment with the Danish state and the municipality.
Furthermore, there are requirements to prioritise
areas which are publicly well-served and urban
regeneration rather than new urban development.

The aim of priority planning is to ensure a reason-
able balance between supply and demand over
the 12-year planning period, to promote urban
regeneration at the expense of establishing new
urban zones, to promote expansion near stations,
to ensure a reasonable regional balance and to
ensure that urban development outside the finger
city is of a local nature.

According to the Planning Act, municipal plan-
ning must cover a period of 12 years. However, the
scope and location of new buildings is determined
by the interaction between the market and plan-
ning. Priority provisions therefore represent a use-
ful tool in ensuring a good relationship between
the supply of building options and actual new
building. This may make it possible to concentrate
urban growth of a given nature where it is most
appropriate while also enabling planning to stretch
further into the future.

Priority provisions may ensure coordination be-
tween urban development and regeneration of the
traffic-related infrastructure as well as a reasonable
regional balance to development across the entire
Greater Copenhagen area. Priority indications
are to ensure a fair and varied supply of planned
building options at all times, which however, does
not significantly exceed anticipated new building
in the Greater Copenhagen area over the planning
period. The agreements between the municipali-
ties and central government on priority provisions
will help ensure this.

Urban development or urban regeneration of
some areas may be assumed to take place later
than urban development in other places. This may
occur by indicating that development of a given
area may take place in the first part of the planning
period, the second part of the planning period, or
after the planning period.

Priority planning may be used for long-term
planning extending beyond the statutory 12-year
planning period.

Urban development or urban regeneration may be
conditional on decisions about or construction of
traffic-related infrastructure or a given standard for



public transport services. For example, there are cases of priority provisions for urban development where the use of an area presupposes a decision on where to place a station.

Priority provisions may also be used in urban development or urban regeneration of major areas. The provisions may for example specify that a certain part of the area must be expanded before other parts. This could be that a new urban area shall be developed “from the inside out” or in connection with a cohesive urban area or that areas near stations shall be developed before areas a longer distance away.

Priority indications may contribute to ensuring a certain rate of expansion in specific development areas, such as in Ørestad or areas in Nordhavn near stations. The use of priority provisions may also contribute to ensuring balanced development between different parts of the Greater Copenhagen area, for example between development in central areas, nearby suburbs, the city fingers and the peripheral areas.

Priority indications are particularly important in the new planning situation where, within the frameworks of the Finger Plan, municipalities have the competence to designate a new urban zone, and where municipal planning must also contribute to an appropriate development of the entire Greater Copenhagen area in addition to further development of the finger city structure.

The transport corridor

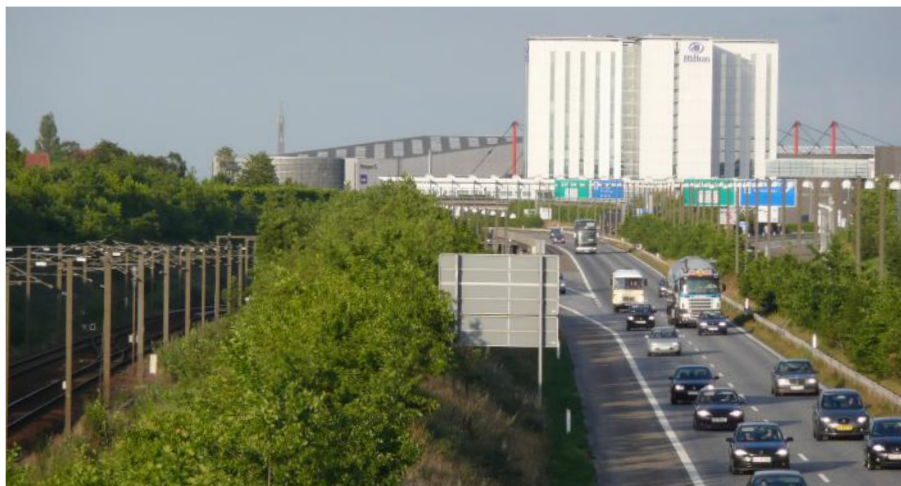
The transport corridors represent a long-term reservation of certain areas for future as yet unknown or undecided infrastructure facilities of significance to the entire Greater Copenhagen area. The aim is to ensure the lay-out and passage of major transport facilities and technical installations centrally in the urban region of the finger city structure at minimum cost and environmental nuisance for society.

Temporary buildings and facilities may be located in the transport corridor when, in connection with a rural zone permit, terms are in place to ensure that the facility can be removed without expense to the public authorities if the corridor is put into service. A rural zone permit from the municipal council is generally required to parcel out land,

construct buildings or change the use of existing buildings and undeveloped land. The planning act contains some exceptions from the requirement of a rural zone permit. Examples include construction required for agriculture, forestry and fishery operations in connection with previous buildings.

The transport corridor was for example used during construction of the Oresund Bridge and the motorway over Amager. The corridor was also used to lay out the grid system for natural gas.

The transport corridor was already part of the planning in 1973, when the then Regional Planning Council incorporated the corridor into a proposal for the 1973 Regional Plan which was finally adopted by the Greater Copenhagen Council in 1974. At the time, the purpose of the transport corridor was to ensure that there was enough room for new transport facilities matching the urban sprawl,



as growth in the previous years had exceeded expectations and the city had spread out more than anticipated. The corridor was originally established with a width of 1 km on the entire stretch, but this delimitation was already clarified in 1979, and further specifications have been made since then, while the consideration is no longer to match urban sprawl but rather to ensure areas for overall infrastructure facilities.

Based on the Danish Parliament's decision in 2010, the then Minister for the Environment set up an official committee with representatives from those ministries with responsibility for overall infrastructure facilities in the Greater Copenhagen area. The committee was tasked with assessing the need for modernising and specifying the transport corridors in the Finger Plan. In its report from June 2011, the committee recommended that area reservation should be generally restrained by public interests. However the committee also recommended certain local adjustments which were assessed to not conflict with interests concerning possible overall infrastructure facilities in the long-term. The Finger Plan 2013 made minor adjustments to the definition of the transport corridor on the basis of the committee's recommendations.

The right business in the right place

The Finger Plan aims to ensure good development opportunities for the business community by making available a broad selection of location opportunities which match the future needs of modern businesses. Furthermore, the Finger Plan aims to ensure that the right business is located in the right place, e.g. near motorways for transport and distribution businesses, and near stations for major regional institutions, headquarters and office buildings.

The Finger Plan ensures a versatile and diverse selection of locations which match the future needs of modern businesses. Through the principle of the right businesses in the right place, different types of businesses are ensured optimal locations, particularly in relation to traffic infrastructure.

Businesses requesting a location close to public transport, the road network and other urban functions, are offered a broad selection of locations near stations in both the core urban region and the peripheral urban region. This applies to a wide

range of building requirements, from offices and headquarters, and a vast spectrum of business types from knowledge and service businesses to laboratory and production businesses with extensive land requirements but which can enter into an urban context. The areas available include urban regeneration areas which already have an attractive urban environment and bare fields outside dense urban areas. There is a good selection of particularly attractive locations in development and regeneration areas where the local railway and regional trains meet ring-links (the metro, the Ring line and the future light railways in Ring 3 (the 3rd ring road)).

International businesses looking for locations close to Copenhagen Airport are offered location opportunities in Ørestad, and e.g. air transport businesses are offered locations within the airport boundaries. In connection with the University of Copenhagen, the IT University of Copenhagen, the Technical University of Denmark in Lyngby (DTU) and Roskilde University, location opportunities have been developed to facilitate synergy between university research and private businesses. There are locations in Risø Erhvervspark near DTU Risø for clean-tech industries looking for locations close to research organisations.

Transport and distribution businesses looking for areas near the motorway network have good possibilities in well located areas close to the motorway which have been reserved for this type of business in particular. These areas can be serviced by heavy goods vehicles. The location ensures that heavy-duty transport does not put a strain on urban and residential areas. The areas are located at the borders of the Greater Copenhagen area in the south, west and north. There are location opportunities in the port of Copenhagen and in Køge for port-related businesses.

Businesses with environmental impacts and which require an appropriate distance to environmentally sensitive areas are offered areas reserved for businesses with special location requirements.

The goals are expected to be followed up in municipal planning and administration so that areas are only used for planned purposes, to ensure these areas remain attractive to these businesses and to prevent environmental conflicts between unsuitable businesses and residential areas or other businesses.





Statutory Order regarding Planning in the Greater Copenhagen area

Provisions set by the National Planning Directive

The following shall be laid down pursuant to section 3(1), cf. section 5j(4), of the Planning Act, cf. Consolidation Act no. 587 of 27 May 2013:

Part 1 - The Greater Copenhagen area

1. The Greater Copenhagen area covers the municipalities in the Capital Region of Denmark (except for the municipality of Bornholm), as well as the municipalities of Greve, Køge, Lejre, Roskilde, Solrød and Stevns.

2. The Greater Copenhagen area is divided into four geographical areas:

- 1) the core urban region,
- 2) the peripheral urban region (the city fingers),
- 3) the green wedges, and
- 4) the rest of the Greater Copenhagen area.

The four geographical areas are shown on map sheet A. Special regulations apply for municipal planning in all four geographical areas, cf. parts 3-6.

Part 2 - Main structure

3. Municipal planning in the Greater Copenhagen area shall be carried out based on an assessment

of development in the area as a whole and shall ensure that the main principles of the overall finger city structure are continued. Thus municipal planning shall ensure that

- 1) urban development and urban regeneration of regional significance take place in the core urban region and in the peripheral urban region,
- 2) urban development and urban regeneration of regional significance is coordinated with the Greater Copenhagen area's overall infrastructure, with special consideration for public transport services,
- 3) the designation of new urban zones is limited,
- 4) priority provisions contribute to ensuring that urban development and urban regeneration is coordinated with overall transport infrastructure and public transport services, that there is a fair and varied supply of land designated for development, which does not significantly exceed the expected new building in the Greater Copenhagen area over the planning period, and that there is a balanced development between the different areas of Greater Copenhagen, and
- 5) that no new summer house areas are designated.

4. Proposals for municipal plans shall be accompanied by a report with information making it possible to assess the plans and their consequences relative to the development of the Greater Copenhagen area as a whole and their interaction with the main structure. Proposals for municipal plans shall be accompanied by a report assessing their traffic and environmental consequences.

Part 3 - The core urban region (the 'palm of the hand' of the finger city)

5. The core urban region is shown on map sheet A.

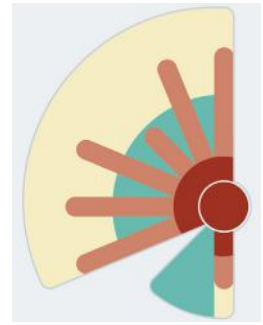
6.-(1) Municipal planning in the core urban region shall ensure that

- 1) urban development, urban regeneration and location of urban functions occurs within the existing urban zone and with consideration for the possibilities to strengthen public transport services.
- 2) urban functions which are considered intensive on the basis of the area used, job density, size and visiting patterns are placed in areas near stations and preferably within the core areas near stations. Smaller local industrial and commercial buildings, i.e. smaller than 1,500

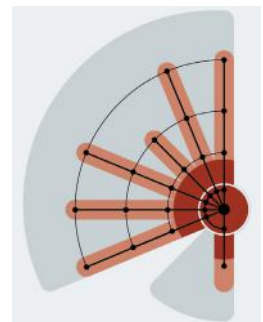
square metres of floor space, may be placed in the urban area outside of the areas near to stations. Dense residential housing may also be placed in the urban area outside the areas near stations,

- 3) regional urban functions are mainly located near junction stations,
- 4) areas near stations are utilised with floor area ratios corresponding to the central location and good accessibility. With regard to junction stations, every effort shall be made to reserve some of the building opportunities near stations for regional functions, including clerical businesses,
- 5) the areas mentioned in subsection (6) are maintained as location possibilities for enterprises with special requirements for location, and that permission is not granted to locate enterprises that limit the future location of enterprises with special requirements for location. Municipal planning may use zoning of areas in different environmental classes if this contributes to ensuring future possibilities to locate enterprises with special requirements for location and ensures development opportunities for existing enterprises. Zoning shall be determined in the municipal planning after prior agreement between the municipality and the Danish state. Zoning shall be incorporated into a subsequent revision of the Finger Plan, and
- 6) that the areas mentioned in subsection (7) are designated as green urban wedges of regional significance. These areas shall primarily be reserved for generally accessible outdoor and recreational purposes as the protected areas can be used in accordance with conservation orders. On the condition that the conservation orders are respected, smaller buildings and facilities necessary for the areas' use for outdoor and recreational purposes may be erected. Furthermore, existing buildings may be used for special purposes compatible with the wedges character as green areas and their general accessibility. These areas may be used for climate change adaptation if this is compatible with their main use and the conservation orders.

(2) Areas and core areas near stations shall be delimited in the municipal planning. Areas and core areas near stations may be delimited around all existing and approved stations on the general rail network, which comprises electric local railways (S-



The finger city structure: Cities and green wedges



The finger city structure: Cities and transport infrastructure

trains), Kystbanen, Vestbanen, Øresundsbanen, the metro and light railways. Annex B lists the stations that form the basis for delimitation of areas and core areas near stations, including those stations designated as junction stations. When political decisions have been made on new stations in the general rail network, these stations shall be inserted in Annex B.

The core area near stations shall be defined on the basis of a maximum walking distances to stations of 600 m. Delimitation of the area near stations may exceed the core area near stations, and can be made on the basis of a principle radius of 1,000 m.

Location in areas near stations shall contribute to altered traffic behaviour in which considerably more people use public transport to and from urban functions than is generally the case in those areas not close to stations.

(3) Urban functions of an intensive nature due to land use, job density and visiting patterns, include the clerical and service-related industries, employment-intensive industries, public institutions, exhibition and conference centres, large sports facilities and multi-purpose recreational facilities, hotels, dense residential housing etc.

Urban functions of a regional nature include those urban functions among the above that address a regional catchment area, i.e. a catchment area that extends across more than one municipality.

(4) In the event that the municipal planning enables location of office buildings with more than 1,500 square metres of floor space in the area near stations but outside the core area near stations, the municipality shall account for how it will use supplementary instruments in order to ensure traffic-related effects equivalent to the core area near stations. This may be via a limited number of parking spaces supplemented by different types of transport arrangement such as a direct shuttle service or company cycle scheme to and from the station etc.

However, larger office buildings of more than 1,500 square metres of floor space may only be planned in the area near stations at a distance of more than 600 m from the station if one of the following situations applies:

1) the municipality deems that there are not

enough building opportunities in the core area near stations (600 m) in the relevant region (i.e. including at stations in neighbouring municipalities on the same stretch of railway),

- 2) the municipality establishes norms for a maximum number of parking spaces depending on the location of stations in the finger city structure: Within the central municipalities (City of Copenhagen and City of Frederiksberg) there shall be no more than 1 parking space per 100 square metres of floor space for industrial and commercial buildings, outside the central municipalities there shall be no more than 1 parking space per 75 square metres of floor space for industrial and commercial buildings at junction stations and no more than 1 parking space per 50 square metres of floor space for industrial and commercial buildings at other stations, or
- 3) it concerns the expansion of an existing office building built before 1 January 2007.

(5) Already established regional hospitals may be expanded for hospital purposes, irrespective of whether they are located outside the areas near stations.

(6) The following areas are designated as suitable location possibilities for enterprises with special requirements for location: Sub-areas on Refshaleøen (on and by Lynetten wastewater treatment plant), on Amagerværket/Amager Forbrænding, Nordhavn and on Prøvestenen (all in the City of Copenhagen). In Nordhavn, the area closest to the first stage and subsequently the second stage of urban development in Nordhavn may be zoned for enterprises in lower environmental classes. Port-related transport businesses may be located at Nordhavn and Prøvestenen.

(7) Areas designated as green urban wedges of regional significance shall include: Kastellet citadel, Østre Anlæg, the Botanical Garden, H.C. Ørstedsparken, Tivoli Gardens, Christianshavns Voldanlæg, the Lakes in Copenhagen, Kløvermarken, Grøndalsparken, Nørrebroparken, Assistens Cemetary, Bispebjerg-Ryvangforløbet, Emdrup lake, Kongens Have (Rosenborg Castle Gardens), Fælled park, Valby park and Kastrup Fort (all in the City of Copenhagen), Frederiksberg Garden and Søndermarken park (City of Frederiksberg), Bellevue Strand beach park, Bernstorffs park, Charlottenlund Forest, Fort and Beachpark, Gentofte lake and Brobækbog (Gentofte Municipality) as well as the green areas



The core urban region

Skaftet and Trekanten (Tårnby Municipality). These areas are shown on map sheet C.

(8) In the Municipality of Copenhagen, Act no. 632 of 14 June 2011 stipulates the use of a more specific area of approximately 100 hectares at Ydre Nordhavn for container terminals, recreational use etc. The Act converts this area into urban zone, stipulates the use of 3 sub-areas, and stipulates that this use may only be changed by law.

(9) In the Municipality of Copenhagen, more specific areas may be converted from rural zone into urban zone.

Green urban wedges along Ring 3 - the 3rd ring road

7.-(1) In Gladsaxe Municipality, municipal planning shall ensure, as part of the conversion of urban and industrial areas along Ring 3, the establishment of green urban wedges primarily reserved for generally accessible outdoor and recreational purposes, cf. subsection (2).

(2) The planning basis for the green urban wedges shall contribute to ensuring that

- 1) cohesive green and blue connections are established across municipal borders in the Ring 3 corridor,
- 2) green areas and water are integrated in the urban regeneration,
- 3) cohesive green and blue connections from the new dense urban areas are established for existing and any new regional outdoor recreational areas (green wedges) and green urban wedges,
- 4) considerations are made for climate change adaptation in the municipality and across municipal borders,
- 5) good access is established to nature and countryside experiences in the municipality and across municipal borders, and
- 6) the green urban wedges are generally accessible for outdoor activities to the greatest possible extent.

(3) The green urban wedges in the Ring 3 corridor specified in the municipal plans shall be incorporated into a subsequent revision of the Finger Plan 2013.

Priority

8.-(1) Municipal planning in the core urban region shall ensure priority for the implementation of urban development and urban regeneration of

regional significance. The order of priority shall be established on the basis of an assessment of developments in the area as a whole after prior agreement with the Danish state and the municipality.

(2) The establishment of an order of priority shall encourage expansion of those areas near stations and regeneration of urban areas which are well integrated in the city.

Part 4 - The peripheral urban region (the City Fingers)

9.-(1) The peripheral urban region is demarcated on map sheet A. The peripheral urban region consists of an urban area and a rural district.

10. Municipal planning may establish new urban zones in the defined rural districts provided that overall interests are respected, including the regulations in sections 11 and 15.

11.-(1) Municipal planning in the peripheral urban region shall ensure that

- 1) urban development, urban regeneration and location of urban functions shall take account of existing and approved infrastructure as well as the possibilities to strengthen public transport services,
- 2) urban functions which are considered intensive on the basis of the area used, job density, size and visiting patterns are placed within the areas near stations and preferably within the core areas near stations. Smaller local industrial and commercial buildings, i.e. smaller than 1,500 square metres of floor space, may be placed in the urban area outside of the areas near to stations. Dense residential housing may also be placed in the urban area outside the areas near stations,
- 3) regional urban functions are mainly located near junction stations,
- 4) areas near stations are utilised with floor area ratios corresponding to the central location and good accessibility. With regard to junction stations, every effort shall be made to reserve some of the building opportunities near stations for regional functions, including clerical businesses,
- 5) new urban development is organised such that there is cohesion with existing urban areas and a clear boundary between urban and rural land,
- 6) the areas mentioned in subsection (5) are maintained as location possibilities for enter-



The peripheral urban region

prises with special requirements for location, and that permission is not granted to locate enterprises that limit the future location of enterprises with special requirements for location. Municipal planning may use zoning of areas in different environmental classes if this contributes to ensuring future possibilities to locate enterprises with special requirements for location and ensures development opportunities for existing enterprises. Zoning shall be determined after prior agreement between the municipality and the Danish state. Zoning shall be incorporated into a subsequent revision of the Finger Plan, and

- 7) the areas mentioned in subsection (6) shall be reserved for enterprises within transport and logistics industries. Municipal planning may use zoning of areas in different environmental classes if this contributes to ensuring future possibilities to locate enterprises with special requirements for location and ensures development opportunities for existing enterprises. Zoning shall be determined after prior agreement between the municipality and the Danish state. Zoning shall be incorporated into a subsequent revision of the Finger Plan. In connection with transport and logistics enterprises with more than 30,000 square metres of floor space, offices with more than 1,500 square metres of floor space may be established for their own administrative purposes.

(2) Areas and core areas near stations shall be delimited in the municipal planning. Areas and core areas near stations may be delimited around all existing and approved stations on the general rail network, which comprises electric local railways, Kystbanen, Vestbanen, Øresundsbanen, the metro and light railways. Annex B lists the stations that form the basis for delimitation of areas and core areas near stations, including those stations designated as junction stations. When political decisions have been made on new stations in the general rail network, these stations shall be inserted in Annex B.

The core area near stations shall be defined on the basis of a maximum walking distances to stations of 600 m. Delimitation of the area near stations may exceed the core area near stations and can be made on the basis of a principle radius of 1,200 m.

Location in areas near stations shall contribute to altered traffic behaviour in which considerably

more people use public transport to and from urban functions than is generally the case in those areas not close to stations.

(3) Urban functions of an intensive nature due to land use, job density and visiting patterns, include the clerical and service industry, employment-intensive industry sector, cultural institutions, exhibition and conference centres, large sports facilities and multi-purpose facilities for recreational purposes, hotels, dense residential housing and similar. Urban functions of a regional nature shall include the urban functions among the above that address a regional catchment area, i.e. a catchment area that exceeds the municipality and neighbouring municipalities.

(4) In the event that the municipal planning enables location of office buildings with more than 1,500 square metres of floor space in the area near stations, but outside the core area near stations, the municipality shall account for how it will use supplementary instruments to ensure traffic-related effects equivalent to the core area near stations. This may be via a limited number of parking spaces supplemented by different types of transport arrangement such as a direct shuttle service or company cycle scheme to and from the station etc.

However, larger office buildings of more than 1,500 square metres of floor space may only be planned in the area near stations at a distance of more than the 600 m from the station if one of the following situations applies:

- 1) the municipality deems that there are not enough building opportunities in the core area near stations (600 m) in the relevant region (i.e. including at stations in neighbouring municipalities on the same stretch of railway),
- 2) the municipality establishes norms for a maximum number of parking spaces depending on the location of station in the finger city structure: there shall be no more than 1 parking space per 50 square metres of floor space for industrial and commercial buildings at junction stations and no more than 1 parking space per 40 square metres of floor space for industrial and commercial buildings at other stations, or
- 3) it concerns the expansion of an existing office building built before 1 January 2007.

(5) Areas designated as suitable location possibilities for enterprises with special requirements for

location: Avedøre Holme (Hvidovre Municipality), Rørtang (Helsingør Municipality), and Hedehusene Vest (Høje-Taastrup Municipality).

(6) Areas designated as suitable location possibilities for enterprises within transport and logistics industries: Avedøre Holme (Hvidovre Municipality), Greve Main (Greve Municipality), Kildebrønde Syd and Ventrupparken (Greve Municipality), new Trekantområde (Ishøj Municipality), Kvistgaard Nord and Oldensvej Erhvervsområde (Helsingør Municipality), Hedehusene Vest at Nymølle and Høje-Taastrup TransportCenter (Høje-Taastrup Municipality) and Nordhøj (Køge Municipality).

(7) Already established regional hospitals may be expanded, irrespective of whether they are located outside the areas near stations.

Green urban wedges along Ring 3

12.-(1) In the municipalities of Albertslund, Brøndby, Gladsaxe, Glostrup, Herlev, Hvidovre, Ishøj, Lyngby-Taarbæk, Rødovre and Vallensbæk, municipal planning shall ensure, as part of the conversion of urban and industrial areas along Ring 3, the establishment of green urban wedges primarily reserved for generally accessible outdoor and recreational purposes, cf. subsection (2).

(2) The planning basis for the green urban wedges shall contribute to ensuring that

- 1) cohesive green and blue connections are established across municipal borders in the Ring 3 corridor,
- 2) green areas and water are integrated into the urban regeneration,
- 3) cohesive green and blue connections from the new dense urban areas are established for existing and any new regional outdoor recreational areas (green wedges) and green urban wedges,
- 4) considerations are made for climate change adaptation in the municipality and across municipal borders,
- 5) good access is established to nature and countryside experiences in the municipality and across municipal borders,
- 6) the green urban wedges are generally accessible for outdoor activities to the greatest possible extent.

(3) The green urban wedges in the Ring 3 corridor specified in the 2013 Municipal Plans shall be incorporated into a subsequent revision of the Finger Plan 2013.

Technical University of Denmark (DTU) area and Scion DTU/Science and Technology Park

13. The already locally planned residual space in the DTU area (Lyngby-Taarbæk Municipality) and the Scion DTU/Science and Technology Park (Rudersdal Municipality) may be utilised, including for larger buildings of more than 1,500 square metres of floor space for research, teaching and office purposes.

DTU Risø Campus and the Science and Technology Park

14. The Science and Technology Park on the DTU Risø Campus (Roskilde Municipality) shall be reserved for production, research and development and related administration within the clean-tech area with links to the DTU Risø Campus.

A combined maximum of 230,000 square metres of floor space may be built on the DTU Risø Campus and the Science and Technology Park, including larger office buildings with more than 1,500 square metres of floor space within a framework of up to 75,000 square metres of floor space for the purposes stated. Related common facilities may be established. Associated service businesses and similar may be established within a framework of 30,000 square metres of floor space, as well as daycare centres for children, accommodation for guest researchers, courses etc. Municipal planning shall determine an order of priority for the expansion.

Priority

15.-(1) Municipal planning in the peripheral urban region shall ensure priority for the implementation of urban development and urban regeneration of regional significance. The order of priority shall be established on the basis of an assessment of developments in the area as a whole after prior negotiations with the Danish state and the municipality.

(2) The establishment of priority shall encourage expansion of the areas near stations and conversion of urban areas which are well integrated in the city. The order of priority of new establishments shall contribute to creating urban connections within the wider urban region.

(3) The establishment of new urban zones in rural districts in the peripheral Hillerød finger and the peripheral Frederikssund finger presupposes that the affected municipalities in each peripheral city finger have agreed a basis for determining



delimitation and use of new green wedges along and across the city fingers, which are coordinated across municipal boundaries, with the Danish state. Delimitation and use of the new green wedges shall be incorporated into a subsequent revision of the Finger Plan 2013.

Part 5 - The green wedges

16. The green wedges are demarcated on map sheet A. The green wedges consist of core green wedges and coastal wedges in the city fingers (the “old” green wedges) and the peripheral green wedges. Different regulations apply for placing facilities for recreational purposes in the core and peripheral wedges.

17.-(1) Municipal planning in the core green wedges and the coastal wedges in the city fingers shall ensure that

- 1) the areas are mainly reserved for general, non-urban outdoor recreation with the possibility of agricultural use,
- 2) the areas are not converted into urban zones,
- 3) the areas are kept clear of buildings and facilities for urban recreational purposes,
- 4) the areas are kept clear of additional establishment and expansion of large area and building-demanding facilities for recreational purposes, including facilities of a closed nature with regard to general use,
- 5) noisy recreational facilities are not placed in the areas, unless these areas are already exposed to noise and cannot be noise-proofed, and
- 6) land use and facilities for outdoor recreation, including noise-sensitive purposes, are not a hindrance for utilising the overall reservations for transport corridors, traffic and supply purposes.

(2) Specific recreational facilities may be placed in the following location areas, notwithstanding the regulations in subsection (1), nos. 1-5: Vestamager (Copenhagen Municipality), east of Byvej (Hvidovre Municipality), Hjortespringskilen (Egedal Municipality), Vestskoven forest (Ballerup Municipality), Albertslund golf course (Høje-Taastrup Municipality).

(3) Small facilities may be established to support general outdoor activities and small expansions of existing facilities for general outdoor activities may take place.

(4) In exceptional circumstances, existing cul-

tural institutions which are already located in the wedges may be expanded.

(5) Facilities may be established for climate change adaptation in the parts of the green wedges not covered by area reservations for transport corridors, cf. section 23, provided that these strengthen nature and conditions for outdoor activities to the greatest possible extent.

18.-(1) Municipal planning in the peripheral green wedges shall ensure that

- 1) the areas are mainly reserved for general, non-urban outdoor recreation with the possibility of agricultural use,
- 2) the areas are not converted into urban zones,
- 3) the areas are kept clear of buildings and facilities for urban recreational purposes,
- 4) area and building-demanding recreational facilities can be placed or expanded taking into account the landscape as well as the natural and cultural values of the area,
- 5) noisy recreational facilities are avoided as far as possible, and if not that they be sited such that they do not affect international nature conservation sites and are noise-proofed to the extent necessary, and
- 6) land use and facilities for outdoor recreation, including noise-sensitive purposes, are not a hindrance for utilising the overall reservations for transport corridors, traffic and supply purposes.

(2) Specific recreational facilities may be placed in the following location areas, notwithstanding the regulations in subsection (1), nos. 1-5: Hedeland (municipalities of Roskilde and Høje-Taastrup), Farum Kasernes military exercise and training area (golf course) and Flyvestation Værløse, both in the Municipality of Furesø.

(3) Facilities may be established for climate change adaptation in the parts of the green wedges not covered by area reservations for transport corridors, cf. section 23, provided that these strengthen nature and conditions for outdoor activities to the greatest possible extent.

Part 6 - The rest of the Greater Copenhagen area

19. “The rest of the Greater Copenhagen area” is demarcated on map sheet A.

20. Municipal planning may establish new urban zone, provided that overall interests are respected,



The green wedges

including the regulations in sections 21 and 22.

21.-(1) Municipal planning in the rest of the Greater Copenhagen area shall ensure that

- 1) urban development is of a local nature and takes place in association with municipal centres or to round off other urban communities,
- 2) existing summer cottage areas are maintained as recreational areas for holiday and leisure purposes,
- 3) urban recreational facilities are placed in urban zones,
- 4) new urban zones are not established in areas within the fourth green ring,
- 5) the areas mentioned in subsection (4) are maintained as location possibilities for enterprises with special requirements for location, and that permission is not granted to locate enterprises that limit the future location of enterprises with special requirements for location. Municipal planning may use zoning of areas in zones for different environmental classes if this contributes to ensuring location possibilities for enterprises with special requirements for location and ensures development opportunities for existing enterprises. Zoning shall be determined after prior agreement between the municipality and the Danish state. Zoning shall be incorporated into a subsequent revision of the Finger Plan, and
- 6) the areas mentioned in subsection (5) shall be reserved for enterprises within the transport and logistics industries. Municipal planning may use zoning of areas in different environmental classes if this contributes to ensuring future possibilities to locate enterprises with special requirements for location and ensures development opportunities for existing enterprises. Zoning shall be determined after prior agreement between the municipality and the Danish state. Zoning shall be incorporated into a subsequent revision of the Finger Plan.

(2) Municipal centres shall be designated in the municipal planning.

(3) Urban development of a local nature shall mean development with businesses and urban functions serving a catchment area which covers the municipality and neighbouring municipalities, but not a regional catchment area corresponding to larger parts of the Greater Copenhagen area. Similarly, expansion of residential housing shall be justified on the basis of local needs.

(4) Areas designated as suitable location possibilities for enterprises with special requirements for location: Vassingerød (Allerød Municipality) and Gadstrup Erhvervspark (Roskilde Municipality).

(5) Areas reserved for businesses in the transport and logistics industries: Bjæverskov Vest (Køge Municipality), new Vassingerød Nordøst (Allerød Municipality). The establishment of new Vassingerød Nordøst presupposes that Allerød Municipality has considered area interests in its municipal planning, including the groundwater interest.

Priority of urban development

22. Municipal planning in the rest of the Greater Copenhagen area shall ensure that an order of priority is determined for new urban development. The priority specifications shall contribute to ensuring that urban development in the rest of the Greater Copenhagen area is only of a local nature, that cohesion is created with existing urban areas, and that urban development contributes to maintaining a distinct boundary between city and countryside. The order of priority shall be determined after prior negotiations between the Danish State and the municipality.

Part 7 - Cross-cutting themes

Transport corridor

23.-(1) Municipal planning shall ensure that

- 1) the long-term reservation of transport corridors for future overall traffic-related infrastructure and technical facilities are maintained,
- 2) rural zone areas in the transport corridors are kept clear of additional permanent buildings and facilities, except for such buildings and facilities that are necessary for operating agricultural properties, and
- 3) the utilisation of urban zone areas in the transport corridors is not intensified or does not take place contrary to specific infrastructure purposes, cf. sections 24, 25 and 28.

(2) The transport corridors are shown on map sheet A.

(3) Future transport facilities and technical installations in the transport corridor shall be placed and designed taking into account the landscape as well as the natural and cultural values of the area.

Overall area reservations for transport facilities and utility installations

24. Municipal planning shall respect the following



The rest of the Greater Copenhagen area

possible, future overall public transport facilities:

- 1) Rail service between Copenhagen-Ringsted via Køge.
- 2) A Metro City Ring (the municipalities of Copenhagen and Frederiksberg).
- 3) A rail-based public transport service from Lundtofte to Ishøj with possible branch connections towards Brøndby Strand (municipalities of Lyngby-Tårnbæk, Gladsaxe, Herlev, Glostrup, Brøndby, Vallensbæk and Ishøj).
- 4) Double tracks on the line section Lejre-Vipperød (Lejre Municipality).
- 5) An express line on the electric local railway between Ny Ellebjerg and Hundige (the municipalities of Copenhagen, Hvidovre, Brøndby, Vallensbæk, Ishøj and Greve).
- 6) An express line on the electric local railway between Hellerup and Holte (the municipalities of Copenhagen, Gentofte, Lyngby-Tårnbæk and Rudersdal).
- 7) S-train station Køge Nord (Køge Municipality).
- 8) S-train station Vinge (Frederikssund Municipality).
- 9) S-train station Hillerød Syd - Overdrevsvejen (Hillerød Municipality).
- 10) S-train station Priorparken (Brøndby Municipality).
- 11) S-train station Trylleskoven (Solrød Municipality).
- 12) Station Køge Nord on København - Ringsted (Køge Municipality).
- 13) Metro branch line to Nordhavn - Østerport - Ved Orient Kaj (Copenhagen Municipality).
- 14) Metro branch line from København H over Sydhavnen to Ny Ellebjerg.

25. Municipal planning shall include area reservation for the following possible, future overall roads:

- 1) Expansion of the Køge Bugt motorway, Greve Syd - Sydmotorvej to 8 lanes (municipalities of Greve, Solrød and Køge).
- 2) Frederikssunds motorway with assumed local connecting roads (municipalities of Albertslund, Ballerup, Egedal, Roskilde and Frederikssund).
- 3) Expansion of the Helsingør motorway Øverød-Isterød to 6 lanes (municipalities of Rudersdal and Hørsholm).
- 4) Expansion of Motorringvej 4 Holbæk motorway- Frederikssund motorway to 6 lanes (Albertslund Municipality).
- 5) Road link Københavns Nordhavn-Lyngbyvej (Copenhagen Municipality).
- 6) Ring 5 ring road, Tværvej between the Holbæk

motorway and Måløv (municipalities of Høje-Tåstrup and Egedal).

- 7) Ring 5 ring road , Tværvej between Frederikssundsvej and Nymøllevej (municipalities of Ballerup, Egedal and Allerød).
- 8) Ring 5 ring road, Nymølle-Isterødvej, capacity and safety improvements (municipalities of Allerød and Hørsholm).
- 9) Ring 5 ring road, Isterød-Helsingør motorway (Hørsholm Municipality).
- 10) Isterødvej, 3 lanes (municipalities of Hørsholm, Fredensborg and Hillerød).
- 11) Ring 6 ring road, extension of Overdrevsvejen, Hillerød - Humlebæk (municipalities of Hillerød and Fredensborg).
- 12) Ring 7 ring road, tunnel/bridge over Roskilde Fjord with connections to Frederikssunds motorway and the road network in Hornshered (Municipality of Frederikssund).
- 13) Frederiksværk - Hillerød, 3 lanes (municipalities of Halsnæs and Hillerød).
- 14) Frederiksværk - Frederikssund, 3 lanes (municipalities of Halsnæs and Frederikssund).
- 15) Helsingør - Gilleleje road (Gribskov Municipality).
- 16) Slangerup - Værebrosvej, 3 lanes (municipalities of Egedal and Frederikssund).
- 17) Ring 5 ring road, Tværvej between Tune Landevej and Sydvej (municipalities of Greve, Høje-Taastrup and Ishøj).
- 18) Tune Landevej, expansion between Tværvej and Køge Bugt Motorway (Greve Municipality).
- 19) New road north and east of Trekroner (Roskilde Municipality).
- 20) Salløvkrydset-Solrød 2+1 roads (municipalities of Solrød and Roskilde).
- 21) Bypass road Ll. Skensved (municipalities of Solrød and Køge).
- 22) Bypass road Borup (Møllevej - Ryeskovvej, Køge Municipality).
- 23) Realignment of Billesborgvej north of Herfølge (Køge Municipality).
- 24) Realignment east of Strøby Egede (Stevns Municipality).
- 25) Expansion of Hillerød motorway from 4-6 lanes between Motorringvej 3 and Værløse (municipalities of Gladsaxe and Furesø).
- 26) Expansion of Hillerød motorway from an expressway to a 4-lane motorway between Allerød and Hillerød (between Nymøllevej at Allerød and Isterødvejen at Hillerød - municipalities of Allerød and Hillerød).

26.-(1) Municipal planning shall include area reservations for an overall cycle-path network for

commuters.

(2) The course of the facility is provisional and is shown on map sheet D.

27-(1) Municipal planning shall include area reservations for an overall recreational path network.

(2) The course of the facility is provisional and is shown on map sheet E.

28. Municipal planning shall respect the following possible, future overall public energy-supply plants:

- 1) High-voltage installations:
 - a) 400 kV connection from Hovegaard to Bjæverskov (municipalities of Egedal, Roskilde, Høje-Taastrup, Ishøj, Greve, Solrød and Køge).
 - b) 400 kV connection from the H.C. Ørsted power station towards Sweden via the Amager power station (the municipalities of Copenhagen, Gladsaxe and Gentofte).
- 2) Natural gas facilities:
 - a) Compressor station at Avedøre Holme (Hvidovre Municipality).
 - b) Transmission line from Helsingør to Lynge (municipalities of Helsingør, Fredensborg and Allerød).
 - c) Transmission line from Køge to Sonnerup (Køge Municipality).

29. Regarding the natural gas system at Avedøre Holme, sections 7, 11 and 13(2) in the Danish Ministry of the Environment's circular no. 16 of 25 January 2002 shall be repealed and replaced by the following:

- 1) An area shall be established at Avedøre Holme for a compressor station (Hvidovre Municipality), as well as for a transmission line from Ventilstation Hvidovre to the compressor station. The line shall be designed as a double line of 2x0.5 m that meets the requirement for transmission lines at 80 bar as well as for distribution lines at 19.6 bar.
- 2) Around the compressor station, the following safety distances shall be specified around 80 bar above-ground pressurized installations: An inner safety zone of 100 m and outer safety zone of 200 m.
 - a) Buildings or installations may not be planned or permitted within the 100 m zone.
 - b) Residential housing or institutions may

not be planned or permitted within the 200 m zone. Furthermore, permission for inflam-

mable activities or storage of inflammable materials shall not be granted.

c) The regulations in the 1st and 2nd clauses shall not apply to installations which are part of Energinet.dk and DONG Energy's overall energy plants at Avedøre Holme. The safety conditions for these installations shall be subject to a single overall risk assessment pursuant to the Risk Statutory Order.

- 3) Easements shall be registered for a safety zone of 40 m around the centre of the lines with bans on erecting buildings for people, and if a planning zone of 400 m is specified within this zone, Energinet.dk shall be consulted about the plan proposals.

Noise impact areas at Copenhagen Airport in Kastrup and Roskilde Airport in Tune

30. Municipal planning shall respect noise zones at Copenhagen Airport in Kastrup and at Roskilde Airport in Tune.

Copenhagen Airport in Kastrup

31. Copenhagen Airport's land in Kastrup shall be used for airport purposes, airport-related business and service functions and transport facilities as stipulated in the Copenhagen Airport Expansion Act, as well as for establishing tracks and station facilities for Østamagerbanen. Outside the area of the airport, there are certain areas with special restrictions due to noise. New buildings on airport land shall, as far as possible, be sited so that they contribute to protecting surrounding residential areas against noise. Within this area with special noise restrictions, the following provisions shall apply:

- 1) Additional urban zones or summer cottage areas may not be designated.
- 2) Urban zone areas which are not built with residential housings may not be designated as residential housing in a municipal plan or in a local development plan.
- 3) A change shall be sought to land use provisions for urban renewal areas and for larger unbuilt areas which in finally adopted or approved plans have been designated for residential housing and summer cottages, such that these areas are reserved for non noise-sensitive buildings or use as well as service functions for utility supply to the current urban community.

Roskilde Airport in Tune

32. In rural zones in noise impact areas by Roskilde



Airport, the following restrictions on land use shall apply, unless it can be demonstrated that there are no significant related environmental problems:

- 1) If noise levels exceed 50 dB, permission to establish recreational areas with overnight stays shall not be granted. When erecting new residential housing, steps should be taken to ensure that indoor noise level from the airport does not exceed the following limit values in bedrooms: LAeq, 24h = 30 dB and LAmax = 45 dB.
- 2) If noise levels exceed 55 dB, permission to establish new residential housing shall not be granted. However, residential housing linked to agriculture and forestry shall be exempt. Moreover, permission to establish recreational areas shall not be granted. Noise-sensitive institutions shall be assessed on a case-by-case basis. Under normal circumstances, industrial enterprises as well as public and private institutions which are not particularly noise-sensitive may be erected.
- 3) If noise levels exceed 60 dB, permission to establish (sparsely) built-up areas in the countryside shall not be granted.
- 4) As a main rule, permission shall not be granted to build new residential housing within the area subject to special restrictions around Roskilde Airport. However, residential housing linked to agriculture and forestry shall be exempt. Noise-sensitive institutions shall be assessed on a case-by-case basis. Under normal circumstances, industrial enterprises as well as public and private institutions which are not particularly noise-sensitive may be erected.

Part 8 Entry into force, legal effects etc.

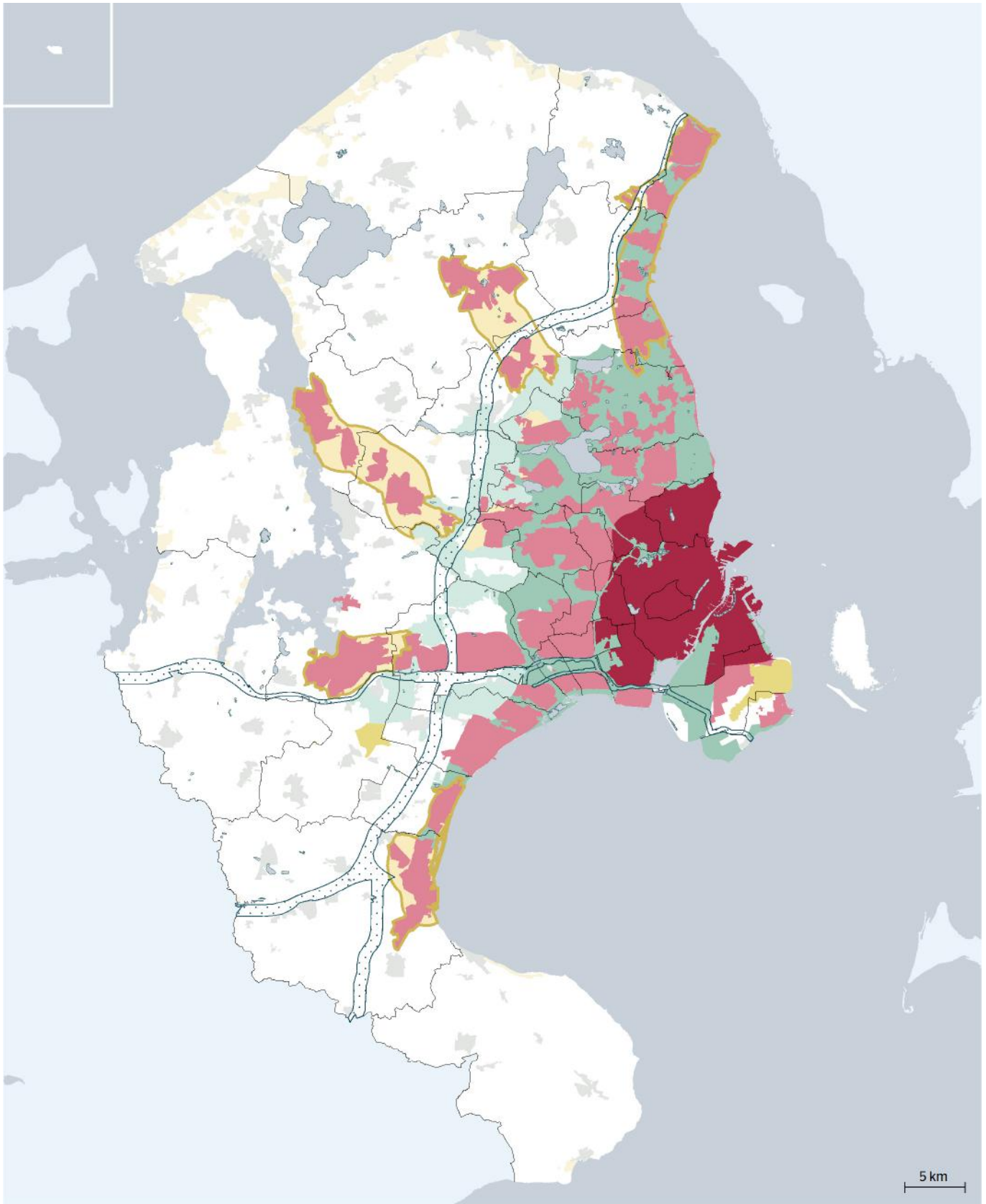
33.-(1) The National Planning Directive shall enter into force on 30 August 2013.

(2) Circular no. 48 of 29 June 2007 regarding the Regulations in the Finger Plan 2007 shall be repealed.

The Danish Ministry of the Environment, 9 August 2013.

Ida Auken / Sven Koefoed-Hansen

Map sheet A: The 4 geographical areas



- | | | |
|--|--|--|
| The core urban region | The core green wedges and the coastal wedges | The remaining greater Copenhagen area (summer cottage areas) |
| The peripheral urban region (the city fingers) | The peripheral green wedges | The remaining greater Copenhagen area (Rural area) |
| The peripheral urban region (rural district) | The remaining greater Copenhagen area (urban area) | Transport corridor |
| | | Airports |

Annex B: Stations and junction stations

Junction stations

Allerød
Bagsværd
Ballerup
Birkerød
Buddinge
Danshøj
Dybbølsbro
Farum
Flintholm
Frederiksberg
Frederikssund
Friheden
Glostrup
Greve
Hellerup
Helsingør
Herlev
Hillerød
Hillerød Syd (Overdrevsvejen)
Hundige
Høje Taastrup
Ishøj
Islands Brygge
Kildedal
Klampenborg
Kokkedal
Kongens Nytorv
København H
Køge
Køge Nord
Lufthavnen
Lyngby
Nordhavn
Ny Ellebjerg
Nørreport
Roskilde
Ryparken
Rødovre
Rådhuspladsen
Solrød Strand
Svanemøllen
Trekroner
Tårnby Valby
Universitetet

Vesterport
Ølstykke
Ørestad
Østerport

Other stations

Aksel Møllers Have
Albertslund
Amagerbro
Amager strand
Avedøre
Bella Center
Bernstorffsvej
Bispebjerg
Brøndby Strand
Brøndbyøster
Charlottenlund
Christianshavn
Dysegård
Egedal
Emdrup
Enghave
Enghave Plads
Espergærde
Femøren
Forum
Frederiksberg Allé
Fuglebakken
Gammel Strand
Gentofte
Grøndal
Hareskov
Hedehusene
Holte
Humblebæk
Husum
Hvidovre
Islev
Jersie
Jyllingevej
Jægersborg
Karlsunde
Kastrup
KB Hallen
Kildebakken

Langgade
Lergravsparken
Lindevang
Malmparken
Marmorkirken
Måløv Station
Nivå
Nuuk Plads
Nørrebros Runddel
Ordrup
Peter Bangsvej
Poul Henningsens Plads
Rungsted Kyst
Sjælør
Skjolds Plads
Skodsborg
Skovbrynet
Skovlunde
Snekkesten
Solbjerg
Sorgenfri
Stengården
Stenløse
Sundby
Sydhavn
Trianglen
Taastrup
Vallensbæk
Vangede
Vanløse
Vedbæk
Ved Orientkaj
Veksø
Vestamager
Vibehus Runddel
Vigerslev Allé
Virum
Værløse
Ølby
Øresund
Ålholm
Åmarken

Priorparken*

Notes:

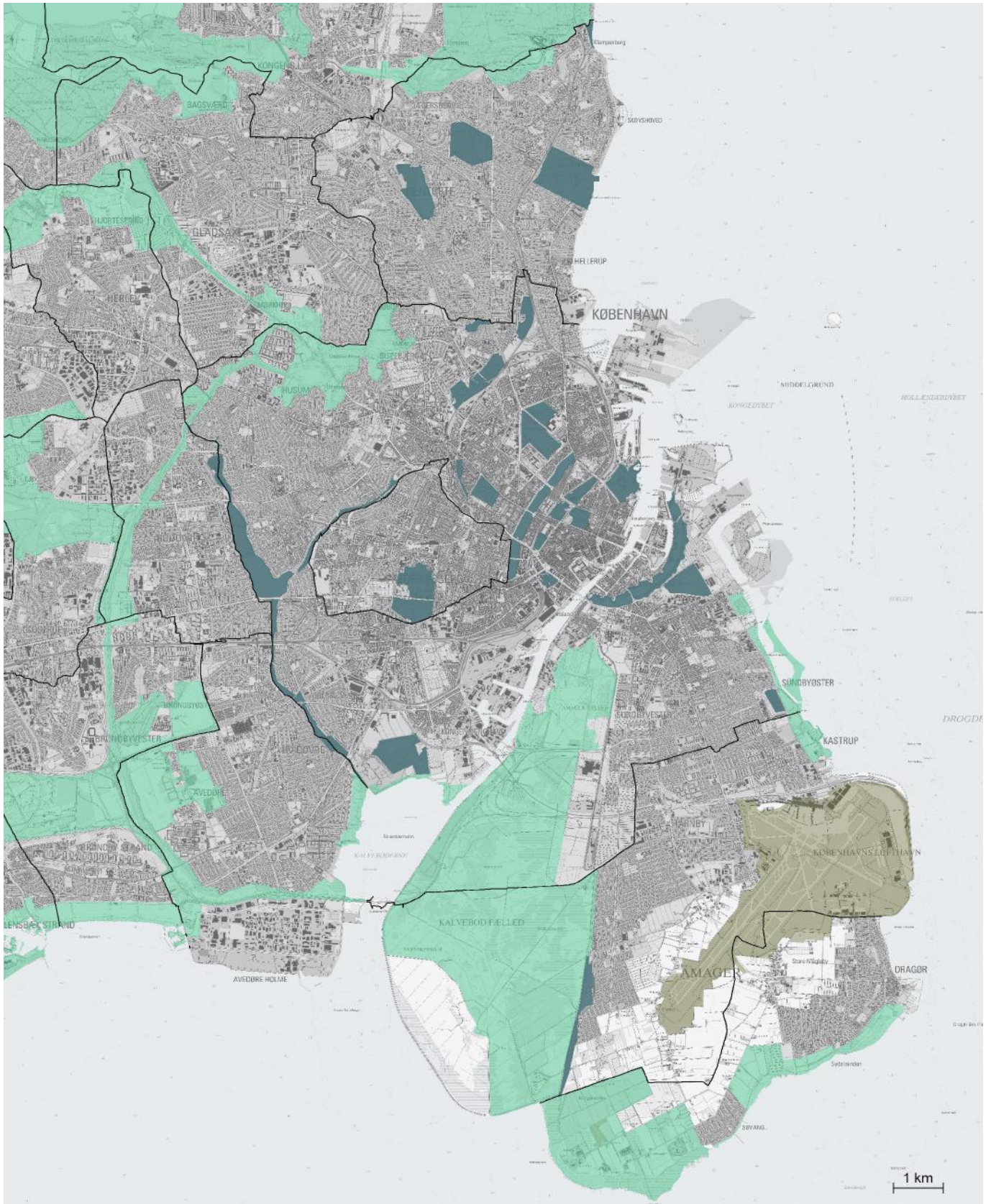
- Not yet established but planned stations are shown in *italics*.
- On June 20, 2013 an agreement in principle about the construction of a light railway in Ring 3 was reached between the State, Capital Region and the municipalities concerned. Location and naming of the stations are shown in map sheet B.1.
- * There is no decision made on the construction of a possible future station at Priorparken.

Map sheet B.1:

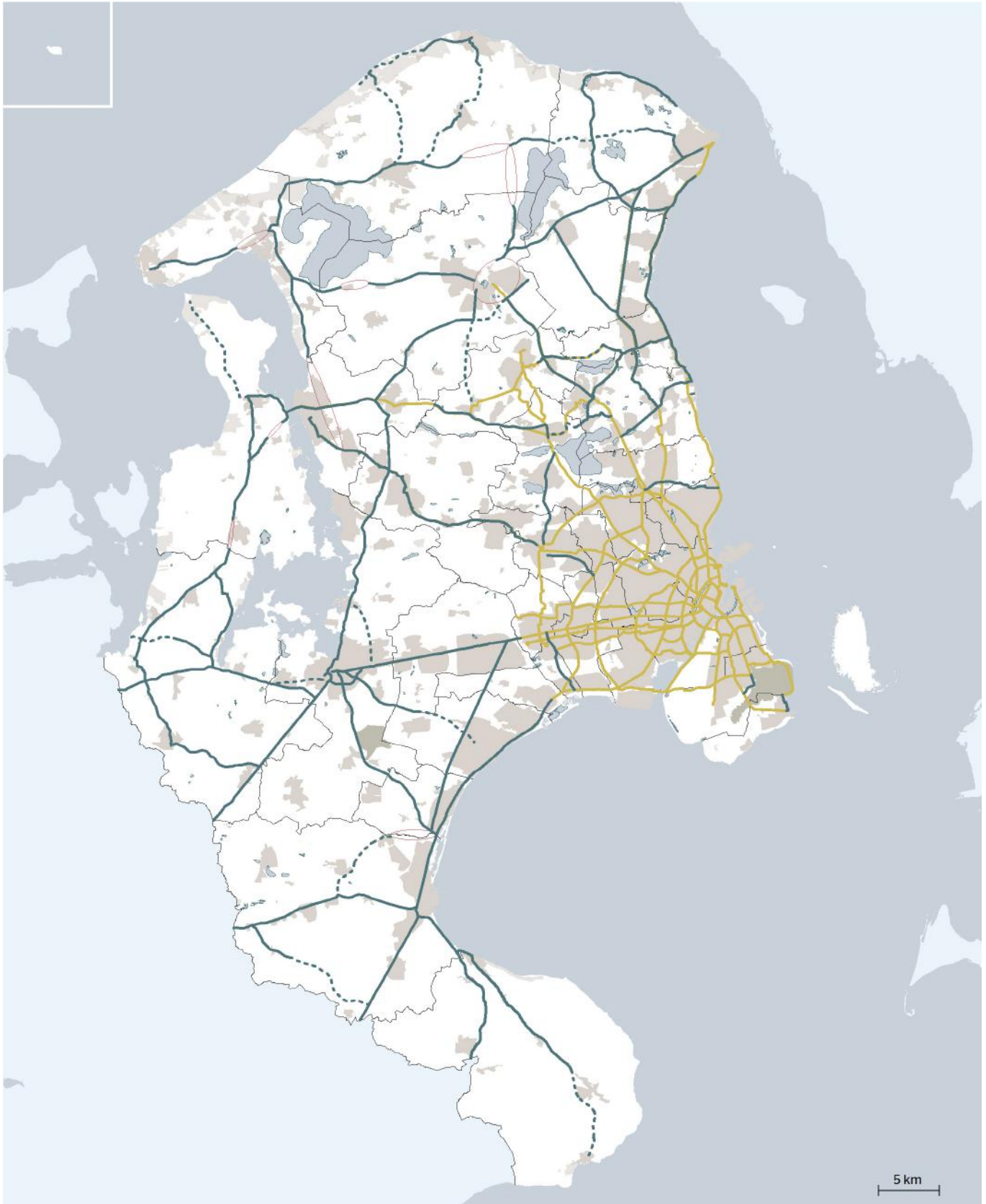


Source: Annex B - An agreement in principle about the construction of a light railway in Ring 3

Map sheet C: The Green Urban Wedges

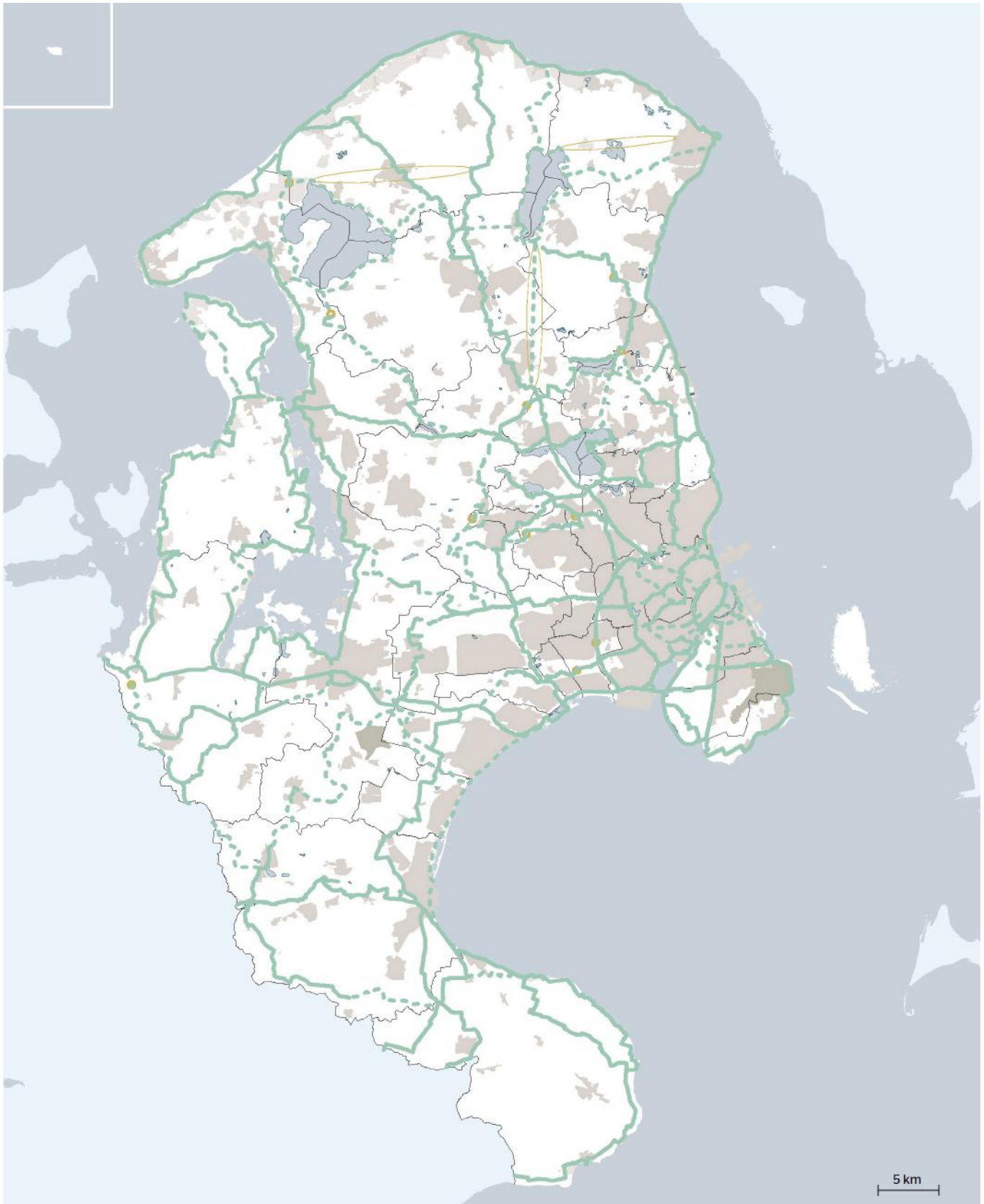


Map sheet D: Reservations for Overall Cycle-Path Network for Commuters



- Existing and planned cycle super highways
- Other existing overall cycle-paths with regional significance
- - Planned overall cycle-paths with regional significance
- 'Missing links' (unplanned sections)

Map sheet E: Reservations for an Overall Recreational Path Network



- Existing overall recreational paths
- - - Planned overall recreational paths
- "Missing links" (Unplanned sections)
- Missing safe crossings for users of the overall recreational path network



Follow-up to the Finger Plan 2013 with collaboration projects

With the Finger Plan 2013, the Danish Ministry of the Environment encouraged collaboration projects on the continued development of the Greater Copenhagen area and the Finger Plan. The collaboration projects include topics that follow up current developments in the Greater Copenhagen area, while they also represent preparation of the future revision of the Finger Plan.

Project collaboration on new green wedges along the Køge and Roskilde fingers

The Finger Plan 2013 contains reservation of areas for two new green wedges along the Roskilde and Køge fingers as a continuation of the existing peripheral green wedges. Today, the two city

fingers have more or less been developed, and the designation of the new green wedges will therefore ensure the possibility of developing large cohesive recreational landscapes with attractive recreational opportunities along the densely populated areas; also in the long term. In connection with the principle designation, the affected municipalities have

been invited to participate in a project collaboration in order to determine a specific delimitation of an extension of the green wedges in a later revision of the Finger Plan.

The two new wedges are named Fjordkilen and Bugtkilen after Roskilde Fjord and Køge Bugt. About 30,000 people are currently living within, or less than one kilometre from, the principle delimitations of the wedges. Fjordkilen and Bugtkilen are both linked to the flat, fertile moraine area between Roskilde, Køge and Copenhagen. This region is characterised by having some of Denmark's best agricultural land, which has a large impact on the landscape and cultural environments in the two wedges. The wedges are connected by the fourth green ring which, through a planned path, links



the wedges with the large nature and recreational area of Hedeland on the border between the municipalities of Roskilde, Høje-Taastrup and Greve. Hedeland is an area where raw materials have been excavated for many years, and which is continuously converted into a varied outdoor recreational area.

Fjordkilen and Bugtkilen already contain considerable landscape, cultural and natural qualities. These qualities form the basis for the future development of the wedges as regional recreational areas.

In the debate surrounding revision of the Finger Plan, both the Municipalities of Roskilde and Høje-Taastrup have pointed at the possibility of extending a green wedge north of the city finger and out towards Roskilde Fjord. The two municipalities suggest that Fjordkilen should be secured as a more or less extensive agricultural area with smaller low-lying swamps, lively cultural environments, Himmelev Forest and a coastal stretch with coastal grassland as well as paths and cycle paths. As a recreational breathing space for current and future citizens, the new wedge north of the city finger should hold a diverse nature, ranging from agricultural areas and adapted recreational facilities to more untouched and protected nature as well as cultural environments as part of a narrative about the wedge, the landscape and the region.

Collaboration on development along Ring 3

With a future light railway in Ring 3, the Danish Nature Agency, the Capital Region of Denmark and the municipalities along Ring 3 have teamed up to realise a common vision known as "LOOP City" for sustainable development of a number of suburban areas around Copenhagen.

In this connection, the Finger Plan 2013 includes an invitation for two new project collaborations between the Danish Nature Agency and the Ring 3 municipalities regarding a focused expansion in Ring 3. In autumn 2013, the Danish Nature Agency launched two consultation projects regarding Ring 3 as a follow up to the Finger Plan. The aim of the consultation projects is to support the goal of balanced urban development in Ringbyen (the ring city) and to ensure a green and regional connection across municipal borders.

The consultation projects are expected to finish in spring 2015.

Consultation project regarding a strategy for urban development along Ring 3

The future light railway in Ring 3 provides new opportunities for intensive urban development in the municipalities through which the railway will run, particularly around the new stations. The consultation project has been launched to ensure the best possible coordination between the municipalities with regard to these new opportunities. The project includes work on the supply and demand of residential housing and businesses in the various municipalities, as well as which types of collaboration the municipalities should establish in order to ensure balanced urban development. The goal is to create (i) a strengthened passenger basis for the light railway, and (ii) an even more dynamic and cohesive urban band in the Ring 3 corridor, while taking existing enterprises and residential housing into account.

Consultation project regarding green urban wedges in urban development along Ring 3

The Finger Plan 2013 introduces the "green urban wedge" as a new concept. Where the green wedges exist as a "web" between the city fingers, the green urban wedges are included in the Finger Plan as parts of the core and peripheral urban regions. They are not part of the green wedges in the Danish Planning Act and the Finger Plan, and

are therefore not covered by the same restrictive provisions of use as apply for the green wedges. The Finger Plan 2013 stipulates that green wedges must be established as part of the conversion of urban and industrial areas along Ring 3, and the provisions (sections 7 and 12) stipulate frameworks for municipal planning for the green urban wedges. Green urban wedges are often in urban zones and can therefore be used for generally accessible urban outdoor and recreational purposes which cannot be placed in the green wedges of the Finger Plan.

The consultation project on green urban wedges will ensure that green and blue connections are integrated in the urban regeneration across municipal borders, and will thereby support the overall goal of sustainable development of Ringbyen. The designation of green urban wedges will ensure a regional and cohesive green-blue structure along Ringbyen, which will in turn ensure that the public has close access and good accessibility to nature as well as a varied selection of high quality recreational outdoor activities. Furthermore, a strategy for integrating the green and blue aspect in urban regeneration in the Ring 3 corridor will contribute to a common identity developing in the areas concerned as well as to urban qualities that can attract investors and future residents and users.



List of photographs

- Damhussøen in Copenhagen, page 7 (Colourbox)
- Herlev Hospital, page 8 (Colourbox)
- Nordhavnen in Copenhagen, page 9 (Colourbox)
- UN City Copenhagen, page 9 (Colourbox)
- Mosedø Fort in Karlstrup, page 10 (HUR)
- King's Garden in Copenhagen, page 11 (Colourbox)
- Christianshavns Vold in Copenhagen, page 11 (Colourbox)
- Ørestad Metro Station, page 15 (Colourbox)
- Railway platform, Copenhagen, page 15 (Colourbox)
- Bicycles at Nørreport Station, page 15 (Colourbox)
- Amager Motorway in Copenhagen, page 16 (Rasmus Hee Haastrup)
- Kalvebod Brygge in Copenhagen, page 16 (Colourbox)
- Industriezone in Greve, page 17 (Greve Municipality)
- Cargo containers in harbour, page 17 (Colourbox)
- CMC Biologics in Søborg, page 17 (Colourbox)
- Tuborg Havn Hellerup, page 18 (Colourbox)
- Apartment buildings in Lyngby, page 23 (Colourbox)
- Langagergård in Greve, page 23 (Greve Municipality)
- Residential area in Amager, page 23 (Rasmus Hee Haastrup)
- Copenhagen Airport in Kastrup, page 27 (Colourbox)
- Copenhagen Airport from above, page 27 (Colourbox)
- Apartment buildings in Lyngby, page 35 (Colourbox)
- Afforestation in Greve, page 36 (Tobias Markussen)
- Karlsunde Kalkgrav, page 36 (Colourbox)
- Vestvolden Avedøre from above, page 37 (Jan Kofod Winther)
- Køge Bugt Motorway, page 37 (Colourbox)
- Rowboats at Roskilde Fjord, page 37 (Colourbox)
- Vue of Christianshavn, Øresund and Middelgrunds Fort in Copenhagen, page 39 (Colourbox)

The titles of the danish publications that forms the basis for this publication

The Fingerplan 2013: [Fingerplan 2013, Landsplandirektiv for hovedstadsområdet planlægning](#)

The Finger Plan 2007: [Fingerplan 2007, Landsplandirektiv for hovedstadsområdet planlægning](#)

The Draft Proposal for a Regional Plan for Greater Copenhagen (1948): [Skitseplan til Egnplan for Storkøbenhavn](#)

For more information in English about the planning system in Denmark

[Spatial planning in Denmark \(2007\)](#)





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