

# Fact Sheet for Planning Levels

## Planning level

National

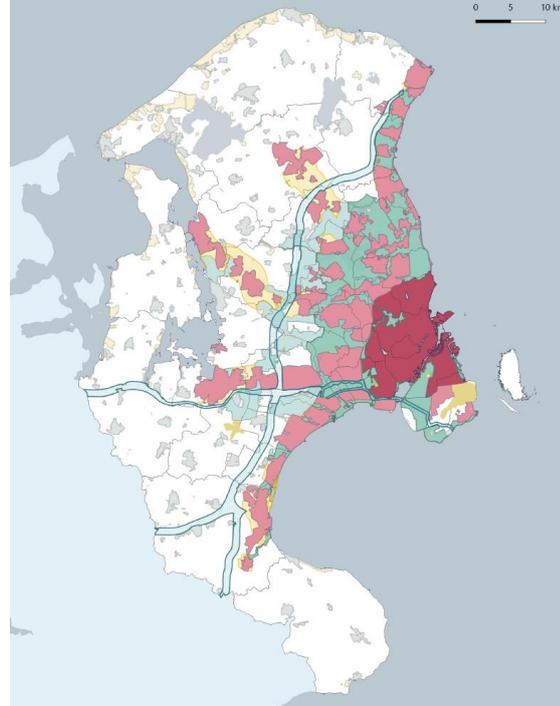
**Planning system of Denmark (2021)**

Planning level	Planning instrument	Content of the plan	Legal basis	Policy maker	Legal impact	Scale
National	National planning report* (Landsplan-redegørelsen)	Political statement on the country's future spatial and functional development	Planning Act (Planloven)	Ministry of the Interior and Housing (Indenrigs- og boligministeriet)	Non-binding	n/a
National	Overview of national interests in municipal planning* (Overblik over nationale interesser i kommune-planlægning)	Presents the requirements that municipal plans must meet on behalf of national interests	Planning Act (Planloven)	Ministry of the Interior and Housing (Indenrigs- og boligministeriet)	Binding (the Minister has the right to object municipal plan proposals that conflict with overall national interests)	n/a
National	Fingerplan 2019 – National planning directive* (Fingerplan 2019 landsplandirektiv)	Sets planning provisions for Greater Copenhagen in accordance with spatial principles and concepts	Planning Act (Planloven)	Ministry of the Interior and Housing (Indenrigs- og boligministeriet)	Binding (for municipalities in Greater Copenhagen)	1,500,000 to 1,25,000
National	Water area plan (vandområdeplaner) (2021-2027)	Comprehensive plan outlining the objectives and conditions for the country's water environment	EU Water Framework Directive Water Planning Act (Lov om vandplanlægning)	Ministry of the Environment (Miljøministeriet)	Binding for local authorities	n/a
National	Natura 2000 plan (comprises 237 nature plans for the period 2022-2027)	Comprehensive plan outlining the objectives and conditions for nature protection	EU Birds Directive and EU Habitats Directive Nature Protection Act (Lov om naturbeskyttelse)	Ministry of the Environment (Miljøministeriet)	Binding for local authorities	n/a
Regional	Regional development strategy (Regional udviklingsstrategi)	Sets out a common, visionary and analysis-based direction for regional development	Business Promotion Act (Lov om erhvervsstøtten)	Regional council (Regionsrådet)	Non-binding	n/a
Regional	Regional raw materials plan (Regionale råstofplan)	Sets out general guidelines for raw materials extraction, and specifies excavation areas	Raw Materials Act (Lov om råstoffer)	Regional council (Regionsrådet)	Binding for local authorities	1,300,000 to 1,25,000
Municipal	Municipal planning strategy (Planstrategi)	Sets out the overall vision and principles for municipal development	Planning Act (Planloven)	Municipal council (Kommunalbestyrelsen)	Non-binding	n/a
Municipal	Municipal plan (Kommuneplan)	Comprehensive plan specifying the main development goals, guidelines and frameworks for local planning	Planning Act (Planloven)	Municipal council (Kommunalbestyrelsen)	Binding for local authorities	1,20,000 to 1,5,000
Municipal	Local plan (Lokalplan)	Provides detailed land-use regulations on different topics	Planning Act (Planloven)	Municipal council (Kommunalbestyrelsen)	Binding (for landowners)	1,10,000 to 1,1,000

## Type of plan

Regional/Metropolitan plan

Finger Plan 2019. National Directive for the Greater Copenhagen Area (Danish Business Authority 2019)



## Facts: Finger Plan 2019. National Planning Directive for the Greater Copenhagen Area

### Legal basis

- Planning Act (*Planloven*) LBK nr. 1157 of 1 July 2020.
- The Finger Plan 2019 National Directive for Planning in Greater Copenhagen (*Fingerplan 2019 Landsplandirektiv for hovedstadsområdets planlægning*), BEK nr. 312 of 28 March 2019. The Finger Plan is issued as a national directive pursuant to the Planning Act.

### Competences

- §5j(1) of the Planning Act gives responsibility to the Ministry of Industry, Business and Financial Affairs (*Erhvervsministeriet*) to lay down the rules in pursuit of the Act's stipulated principles for planning in the Greater Copenhagen area. This competence was transferred to the new Ministry of Interior and Housing (*Indenrigs- og Boligministeriet*) in early 2021.
- The Finger Plan 2019 directive was prepared by the Danish Business Authority (*Erhvervsstyrelsen*) under the Ministry of Industry, Business and Financial Affairs in response to the Planning Act.

### Binding force

- Statutory order with binding effect on the 34 municipalities that together constitute the Greater Copenhagen area.
- §5j (2) in the Planning Act specifies the four types of geographical areas that comprise the Greater Copenhagen area:
  - the inner metropolitan area (the palm);
  - the outer metropolitan area (the finger city);
  - the green wedges (area between the fingers); and
  - the rest of the Greater Copenhagen area.
- §5i (1) of the Planning Act specifies that municipal planning in the Greater Copenhagen area must be carried out in accordance with the four types of geographical areas that comprise the finger city structure. At the same time, urban development of regional significance must be coordinated with the expansion of the Greater Copenhagen area's overall infrastructure, with special regard to public transport services.
- Municipal planning within the Greater Copenhagen area must not conflict with the Finger Plan directive or other national planning directives for the area. This essentially means that local plans must not contravene either the municipal plans or national planning interests.

### Tasks and content

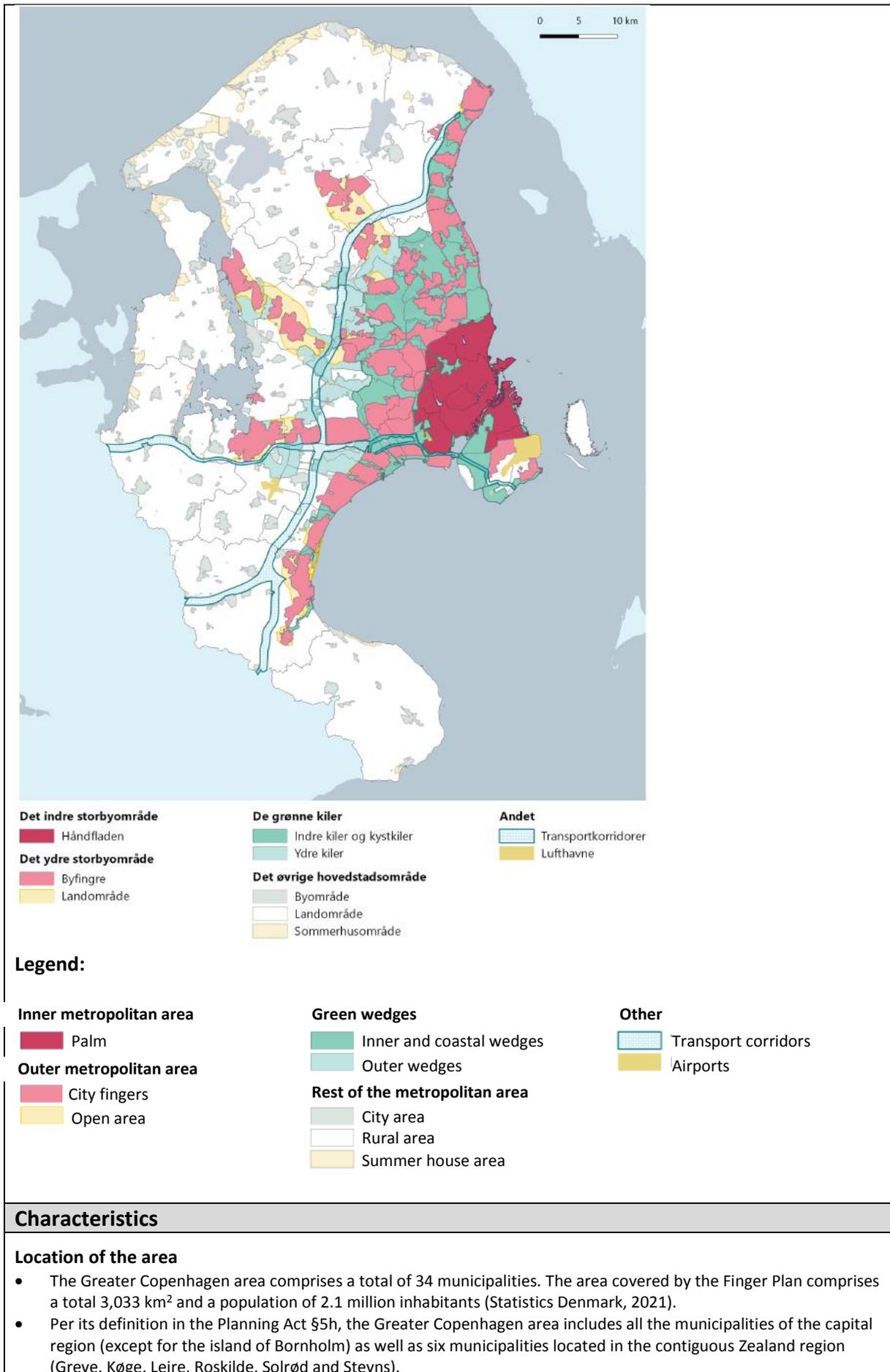
- The Finger Plan 2019 directive sets out the overall framework for spatial planning in the Greater Copenhagen area. The municipalities that constitute the Greater Copenhagen area subsequently 'fill in' this framework with municipal and local plans.
- The Finger Plan is divided into two parts. The first part comprises the statutory order accompanied by maps displaying different spatial features of the metropolitan area at different scales. The second part consists of guidance to each of the provisions of the statutory order.
- The statutory order is comprised of the following eight parts:
  - the Greater Copenhagen area;
  - the main structure;
  - the core urban region (the 'palm of the hand' of the finger city);
  - the peripheral urban region (the city fingers);
  - the green wedges;
  - the rest of the Greater Copenhagen area;
  - across-the-board themes;
  - entry into force.
- The spatial structure of the Finger Plan is based on two spatial principles: i) the proximity-to-station principle based on the spatial logic of locating activities (such as public institutions, retail centres and housing complexes) adjacent to suburban rail stations, and ii) the green wedge principle aimed at preserving green areas and open spaces located between the development corridors (the fingers). The use of this principle has been recently expanded to secure green areas within the city and along the coasts (see below).
- The provisions in the Finger Plan stipulate that municipal planning must also ensure an order of priority when implementing urban regeneration and new urban development of regional significance. This implies that municipalities steer urban development via phases to balance the land/building supply and expected demand over a 12-year period. The idea behind this approach is to prioritise urban regeneration and expansion near train stations rather than establishing new urban zones.
- The Finger Plan directive was first issued in 2007 and has gone through a series of amendments in 2013, 2017 and 2019. The latest revision of the Finger Plan resulted in: (i) the extension of the city fingers, (ii) the expansion of the green wedges, (iii) the enlargement of the core areas around the S-train stations located at the 'fingertips', and (iv) the designation of new areas reserved for the transport and logistics industries.
- The Finger Plan spatial structure (its four geographical areas) is presented on a map scale of 1:500,000 (Danish Business Authority, 2019, p. 19). Other spatial features such as the green wedges and reservations for future transport corridors are presented on the same scale. The directive also contains several excerpts on map scales ranging from 1:100,000 (e.g. the future Ring 3 light rail) to 1:10,000 (e.g. an area for local development where land-use classifications are distinguished).

### Process, duration, participation

- Each revised version of the Finger Plan builds on plan proposals (*forslag*), which are subject to a public consultation phase that lasts eight weeks.
- Prior to the proposal, the government invites the 34 municipalities in the Greater Copenhagen area to submit suggestions for the future amendment of the Finger Plan.

### Details of the plan

Finger Plan 2019. National Directive for the Greater Copenhagen Area (Danish Business Authority 2019)



- The capital region (*Region Hovedstaden*) is the easternmost and most populated administrative region of Denmark. The Zealand region (*Region Sjælland*) is the southernmost administrative region.

#### Initial situation

- The history of the Finger Plan dates back to 1947 when the plan entitled 'Outline Proposal for a Regional Plan for Greater Copenhagen' (*Skitseforslag til Egnspan for Storkøbenhavn*) was published. However, this original version of the Finger Plan or its subsequent twentieth-century adaptations were not legally binding on municipalities.
- The point of departure of the current Finger Plan 2019 is the Finger Plan 2007 directive, which was first issued by the Ministry of the Environment (*Miljøministeriet*) in compliance with a substantial amendment to the Planning Act in the context of the structural reform implemented in 2007 (see details in Galland 2012; Galland, Enemark 2013).

#### Particularities of the process

- The provisions in the Finger Plan stipulate that municipal planning must ensure an order of priority when implementing urban development and urban regeneration of regional significance. This implies that municipalities steer urban development via phases to balance the land/building supply and expected demand over a 12-year period. The idea behind this approach is to prioritise urban regeneration and expansion near train stations rather than establishing new urban zones.
- The latest revision of the Finger Plan conducted by the Ministry of Industry, Business and Financial Affairs in 2019 resulted in: i) the extension of the city fingers, ii) the expansion of the green wedges, iii) the enlargement of the core areas around the S-train stations located at the 'fingertips', i.e. the five market towns of Helsingør, Hillerød, Frederikssund, Roskilde and Køge, and iv) the designation of three new areas reserved for the transport and logistics industries at Nivå, Greve and Høje-Taastrup.

#### Further information and links

Danish Business Authority (Erhvervsstyrelsen) (2019). Finger Plan 2019 (in Danish): <https://planinfo.erhvervsstyrelsen.dk/fingerplanen> (Accessed 17 January 2021)

#### References

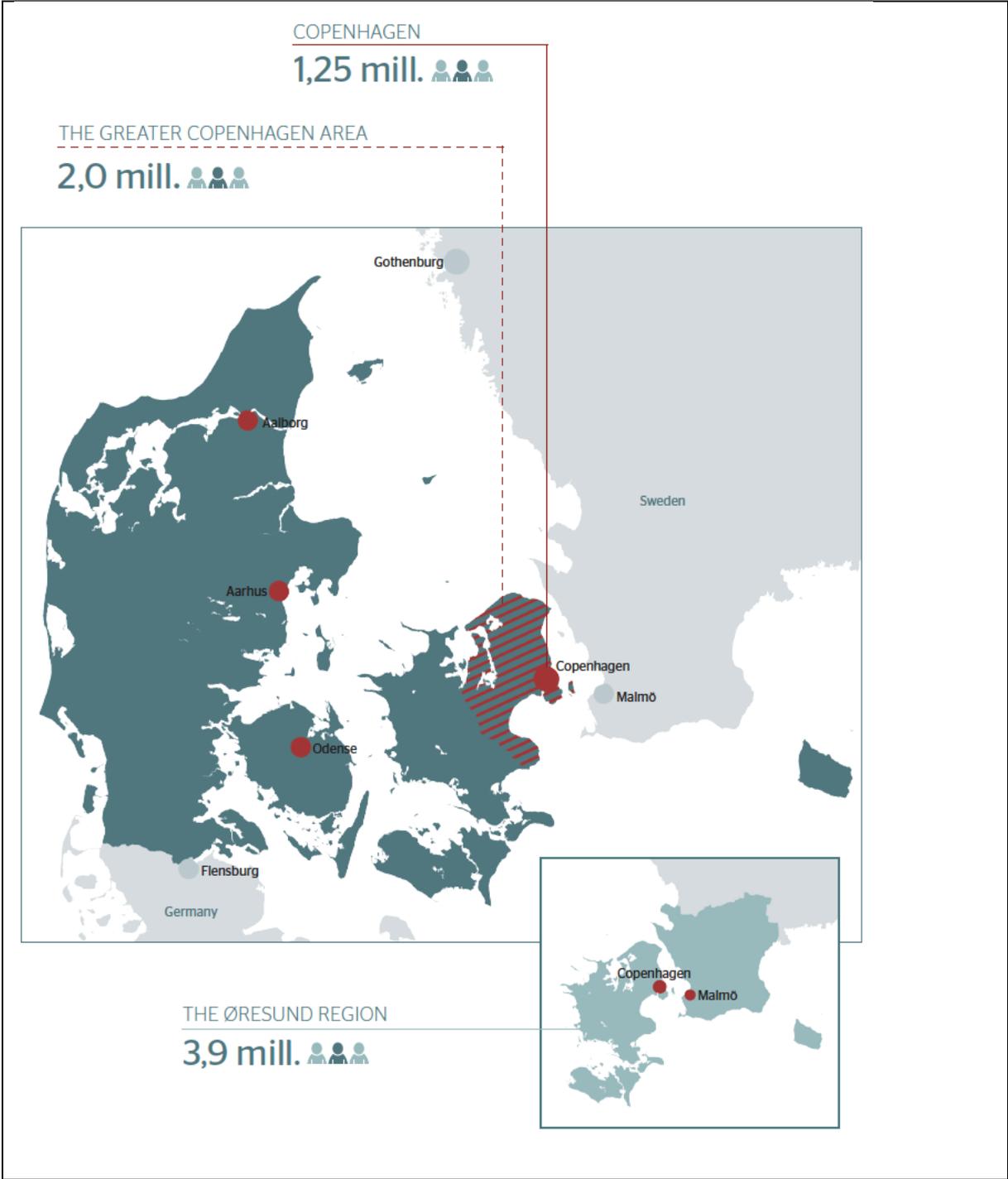
Galland, D. (2012): Is regional planning dead or just coping? The transformation of a state sociospatial project into growth-oriented strategies. *Environment and Planning C: Government and Policy*, 30(3), 536-552. <https://doi.org/10.1068/c11150> (Accessed 15 May 2021)

Galland, D.; Enemark, S. (2013): Impact of structural reforms on planning systems and policies: Loss of spatial consciousness? *European Journal of Spatial Development*, 52, 1-23. <https://journals.polito.it/index.php/EJSD/article/view/208> (Accessed 19 January 2022)

Ministry of the Environment (2015). *The Finger Plan. A Strategy for the Development of the Greater Copenhagen Area*. Copenhagen: Nature Agency.

Statistics Denmark (2021). Population Figures.

<https://www.dst.dk/en/Statistik/emner/borgere/befolkning/befolkningstal> (Accessed 15 May 2021)



Source: The Greater Copenhagen Region (Ministry of the Environment 2015)