

# Environmental Conflicts in Urban Regeneration Areas

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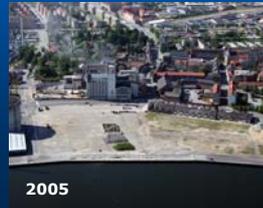


## The key points

- Environmental conflicts make up an essential problem to the regeneration of older harbor- and industrial areas
- The problem is due to the mix of ongoing enterprises and the desire to transform the area into new sensitive land uses
- Traditional land use zoning is insufficient – zoning of special 'regeneration areas' is a usable tool
- By using such special zones, it is possible to attach special means aimed at problem solving in these areas



2002



2005

## The Situation

- Many older harbor- and industrial areas are undergoing dramatic transformations these years
- The cause is several alterations in some basic structures in society; e.g. ...
  - Globalization – moving out of manpower intensive production to low pay regions
  - Transportation technology – more land-based freight and less shipping
  - Amalgamation and relocation of industries – new localization parameters

## The Areas

- More or less worn-down and abandoned areas
- Typically located centrally in the towns
- A substantial need for re-development and revitalization
- At the same time: an attractive possibility for building new housing, offices, services etc.

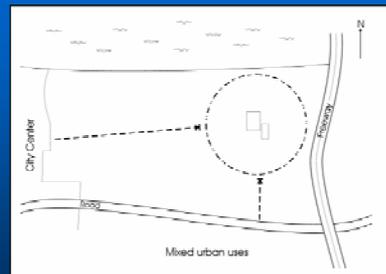


## The Problem

Non-concurrence in moving out of the area may pose a decisive barrier to redevelopment:

- The areas are often abandoned gradually – over one or more decades
- Remaining enterprises may have an adverse impact on the local environment – which is incompatible with future sensitive land uses as housing etc.
- Despite most sub-areas are abandoned and available for revitalization, ongoing enterprises may influence the redevelopment possibilities significantly

## Example 1: Reasonable possibilities

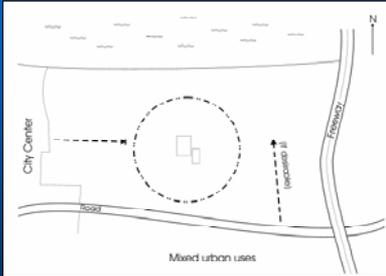


Most of the area is abandoned, except the eastern part.

A vigorous production impacts the local environment within a certain distance.

It is possible to develop a coherent extension of adjacent areas

## Example 2: Limited possibilities

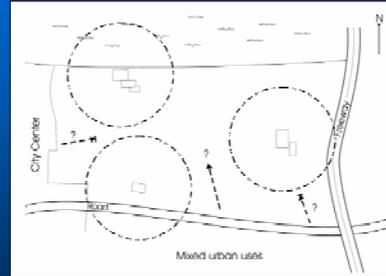


Most of the area is abandoned, but an ongoing production is located in the middle.

Emissions affect the central part of the area.

Only a minor part can be re-developed as coherent extensions of existing urban areas

## Example 3: Almost no possibilities



Most of the area is abandoned, but emissions from a few ongoing productions affect nearly all of the area.

Only a few enterprises ( $\approx 10-20\%$ ) may imply severe restrictions on the remaining area

### Case 1:

## Aalborg – A former shipbuilding yard



### Case 1: The Binding Local Plan



Adaptation to adjacent land uses influenced the local plan in a very decisive way

Sub-areas:

III: 100 meters buffer zone with no building possibilities

I, II and IV: Mixed urban uses (no housing)

V: The area 'leftover' for housing

### Case 2:

## Odense – The inner harbor



### Case 2: The Binding Local Plan



- The area is almost abandoned
- A considerable development potential

Facing a dilemma:

- Development vs.
- Potential conflicts (especially noise) from going companies outside and inside (a single company) the area

## The Fundamental Problem

- In many cases older harbor- and industrial areas hold vigorous enterprises with no interest in moving out of the area
- Despite most sub-areas are abandoned and available for re-development, remaining enterprises may have an adverse impact on the local environment
- How can the local environmental conditions for new sensitive land uses be secured?
  - at the same time as enterprises remaining in the area are protected against costly environmental demands?

## The Tools

### Traditional land use zoning is insufficient:

- Used the right way zoning has proved to be an effective tool to prevent local environmental conflicts in new urban areas
  - By separating sensitive land uses from others prior to the actual development it is possible to avoid environmental conflicts
  - Through a detailed zoning it is furthermore possible to obtain a mixture of land uses which otherwise might cause problems – if the zoning is carried out in advance
- *Older harbor- and industrial areas, however, are undergoing dramatic alterations in the land use:*
- on a gradual basis
  - with the location of productions having negative environmental impacts as a given prerequisite

## New tools



### in Danish Legislation

## Extending the Toolbox: Special 'Urban Regeneration Zones'

The traditional zoning possibilities are now supplemented through an amendment to the Danish Planning Act:

- The areas can now – on certain conditions – be designated as 'urban regeneration zones' in the municipal structure plans
- Within these zones some special-purpose tools are provided
- The sequential order for the transformation of the urban regeneration zones can be regulated through the municipal structure plans

## The Delimitation of the Zones

- Regeneration zones must be *delimited* in a way so ...
  - "... it only covers an area where business-, harbor- or the like activities having an adverse impact on the environment have either stopped or are winding down in a predominant part of the area"*
- The area must be mature for transformation due to an actual decommissioning
- The temporary nature of the zones is stressed and 'an earliest starting point' is determined
- The time horizon for the transformation is pre-supposed to be about eight years

## The Special-purpose Tools

### Binding local plans in urban regeneration areas:

- A transition period of up to eight years is allowed
- During this period the ordinary requirement that new sensitive land uses must be protected from noise is cancelled
- The municipal council must say for sure that the noise exposure is brought to an end within a period not materially exceeding eight years
- The plan must present a statement on *how* the termination of the noise exposure is secured

## The New Toolbox

The amendment to the Planning Act must be considered an undoubted advantage:

- A possibility to commence redevelopment even though it is not possible to solve existing noise problems immediately
- Postponement of a solution for up to approx. eight years
- The municipal council is the guarantor of compliance with this deadline

## Zoning – A Contribution to Problem Solution

- A flexible tool providing a possibility to handle the special problems connected with redevelopment of older harbor- and industrial areas
- An option to set a concurrence of moving out and moving into the area
- A reasonable transition period of eight years

## The Toolbox – Still Incomplete...?

The amendment to the Danish Planning Act ...

- Softens the problem, but doesn't solve it fundamentally:
  - Covers noise problems only
  - Vigorous enterprises with no plans to move out is still a problem
- Flexibility in the provisions is accompanied by uncertainty regarding interpretation ("*predominant part of the area*" etc.)
- Other barriers to redevelopment persist, e.g. complexity in the property structure and land ownership

But:

The amendment is a step in the right direction



Thanks for your attention