

Waterfront Redevelopment and Urban Revitalization in the Changing Industrial Port City

The factors, aspects and values involved in the regeneration
and planning of harbor-front spaces with focus on Copenhagen

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Ph.D. Thesis submitted to The Royal Danish Academy of Fine Arts

School of Architecture - December 2005

Presented to the jury on the 19th February 2007

A thesis consisting of two parts:

- Part I Waterfront Redevelopment and Urban Revitalization in the
 Industrial Port City
- Part II The Redevelopment of the Copenhagen Harbor-Front
 – A Case Study

Content of the paper:

- A Short Presentation of the contents of the Ph. D. thesis
- The goal of the research and the usefulness of its results
- The construction of the book and its presentation in terms of parts and chapters
(A short summary of the research)

A Short Presentation of the contents of the Ph. D. thesis

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The goal of the research and the usefulness of its results

1. The goal of the research

This city planning research deals with the phenomenon of waterfront redevelopment in the changing industrial city and with focus on the Northern European context. It deals with the aspects, determinants, impacts and values involved in the change of the urban landscape of waterfronts in industrial port cities and the new position that these sites occupy in city and regional development.

The research focuses on Copenhagen as a main case study and deals in parallel with other selected minor cases: Amsterdam, Gothenburg and Oslo. Waterfront redevelopment projects and planning for waterfront redevelopment have in many cases been conceived within reductional approaches that have ignored the wider urban context of the port sites, their relationship to neighboring areas and their changing role in city and regional development. The potentials of the port patrimony and its opportunity have not always been well exploited. The research suggests that many opportunities have been missed in the case of Copenhagen. Therefore, the research aims at prompting a comprehensive understanding of the complexity of the change of the waterfront's urban landscape and the new position of port areas in industrial port city. This approach which would provide for a more qualified background for its planning and for planning for inner city areas. Furthermore, the research aims at highlighting the manner in which harbor-front redevelopment can benefit the port cities and contribute to urban revitalization.

The research investigates the different determinant factors that underpin and shape the change of the harbor-front's urban landscape, hereunder the changing structural-economic, political and cultural conjunctures in the industrial city and the influence of the increasing globalization pressures and city competition forces. In parallel, it investigates the determinants of the local settings, including the planning systems in these cities and their institutional contexts, jurisdictions, and urban form and land ownership patterns. Emphasis is placed on the physical context of the sites, comprising their form, existing buildings and installations, accessibility and soil pollution. The research aims at understanding the redevelopment processes that the released port and industrial areas have witnessed and prompted over time at the local, city and regional scales and the interests and values involved in this process and as a result of planning strategies. In this connection, the research evaluates the extent to which the conversion of the harbor-front sites has contributed to sustainable development, which it defines in terms of the physical, architectural, social, economic, and ecological values produced at different spatial scales. It also aims at investigating the extent to which, and how, a fair trade off between social, environmental and economic interests has been established.

Recognizing the difficulties of cities for staging some of their strategies and the complexity of the redevelopment process, the research strives to explore the barriers that confront the development of the sites and the enhancement of aware urban development and strategies.

The research also strives to highlight the conflicting economic and community interests involved in the sites and how this has influenced development. Here it acknowledges power relations as determinant factors to urban development and actions and emphasizes, therefore, the necessity of reconciling the different interests in order to reach a greater balance of social, environmental and economic goals and between efficiency and equity.

Through the different examples, the research aims at exploring the general planning framework that have guided waterfront planning; its contents, styles and tools, and the changes of these elements in the framework of the changing planning ideology and political economy of the post industrial economy.

The analysis also focuses on the administrative and governance aspects of the conversion of the sites, hereunder role division among state, regional, municipal and harbor authorities, as well as the involvement of private actors and citizens. It stresses the importance of management forms as determinants for the production of space and for the qualities that ensue from redevelopment actions. In this connection, and remarking on the political inclination in many European cities towards supporting horizontal governance forms, the research seeks, through the example of waterfront redevelopment, to identify the extent to which this has been applied in city development projects equally.

In conclusion, the research stresses the necessity of dealing with the redevelopment of the old harbor and industrial areas in the framework of a comprehensive integrated planning vision that is aware of the nature of their change, barriers to their development, their potential and the impacts resulting of their transformation. It emphasizes the necessity of allocating an urban regeneration dimension to waterfront redevelopment strategies. For reaching such a value, the research emphasizes the necessity of maintaining a catalyzing role for the public sector. It also underlines the usefulness of developing a visionary integrative sustainable planning framework that capitalizes on realizable self-critical planning, which conceive the process from strategy making to implementation. Such planning framework should therefore simultaneously deal with aspects of city planning, conception of space and implementation partnership. It should also consider the politico-economic changes of the industrial port city and understand the relationship between planning and the urban development process. Further, this planning framework should link overall strategies to physical planning and urban form policies in order to improve the values that result of urban development schemes and single architectural projects.

2. Usefulness of the research project and employment of its results:

Within both deductive and inductive approaches, the research aims at the following goals:

- 1) Expanding knowledge on the phenomenon of waterfront redevelopment in industrial port cities and drawing conclusions on how to employ the waterfronts as tools for urban revitalization. Further, the research aims at exploring the manner in which the changes of the economic, political and cultural conjunctures, which many European cities have witnessed, have influenced development, planning, the public actors' strategies and the trade off between interests in urban development projects, explored through the case of the "revitalization of the harbor-fronts".
- 2) Attaining knowledge about the process of harbor-front redevelopment in Copenhagen, the manner in which the public actors have faced the challenge, the strategies addressed and the involved values. A comprehensive study of the transformation of the port areas in Copenhagen analyzed in city context and considering process, strategy, implementation and the outcomes in terms of urban space and urban form has not earlier been carried out. Besides, such an integrative perspective on waterfront redevelopment, so far as I know, is lacking in international research. The multidisciplinary perspective of this research would therefore be of importance both in local and international contexts. The project reveals several aspects regarding urban changes in Copenhagen and recent planning trends in Denmark.
- 3) Contributing to conceptual knowledge on the change of the industrial port city under new conditions. Not only would understanding the changing waterfront's urban landscape reveal the ongoing re-territorialization process of the industrial port city, but it would also uncover its ideals, recent urban development and planning trends and the challenges it confronts.
- 4) Opening up for new debates regarding the renewal of cities, their planning and the challenges they confront under the forces of globalization, the role of architects/planners and the necessity of enhancing the urban architectural qualities of city spaces.
- 5) The research aims at drawing out lessons from the case of waterfront redevelopment that would benefit the development of other city areas.

Who can benefit from the results of this research?

The results can be employed by researchers in urban architecture, urban development, city planning and urban renewal and management. They can also benefit city planners, architects, investors, developers, officials and politicians, as well as serve as teaching materials in planning, urban development, and urban architecture. The results and analysis - when reproduced in a popular edition - can also benefit interested citizens and interest groups. The conclusions offers advantages to different groups as it reveals mechanisms, attitudes, interests, actions and the relationship between planning and urban development processes.

The construction of the book and its presentation in terms of parts and chapters (A short summary of the research)

The construction of the book and its presentation are presented in section 7.5. as the following:

The research consists of two parts:

Part I Waterfront Redevelopment and Urban Revitalization in the Industrial Port City establishes a conceptual theoretical framework and international perspective on the factors, aspects, and values involved in the reproduction of the urban landscape of older industrial and harbor areas in the changing industrial port city. The discussion in part I carried out over 7 chapters places the transformation of the urban landscape of waterfronts in the broader economic, social, political and cultural changes of the industrial city and in the increasing globalization. It reflects on their planning and management in the framework of the broader changes of planning ideologies and political economy in the post-industrial city. Part I also reflects on the architectural aspects of the new urban landscape of the waterfront while placing it in the wide trends of architectural interpretations in the post-industrial city. It places focus on the new role that waterfront areas play in city and territorial development and cities' different interpretations of and strategies for the development of these areas. It introduces a reflection on the interests involved in the development of waterfronts, the trade off between these interests, the different planning styles that guided the development and the values reinforced as a result. It discusses waterfront planning in the framework of a project of urban regeneration.

2. Part II The Redevelopment of the Copenhagen Harbor-Front – A Case Study focuses on the transformation of the urban landscape of the harbor-front areas in Copenhagen since the 1960s and the new role that these sites play in urban development in post-industrial Copenhagen. It places their transformation, planning, management and architectural interpretation in the broader economic, political and cultural changes of post-industrial Copenhagen. Part II analyses the development process on the sites, their potentials, the barriers to their development and actors. Part II elaborates an assessment of the urban architectural, economic, social and environmental values resulting from harbor-front redevelopment in connection with planning styles and planning frameworks. It also analyzes the role of architectural conception in the reproduction of the port patrimony. It analyzes the consistency of the planning system for enhancing a sustainable urban regeneration and discusses existing and new planning tools. The analysis of harbor-front redevelopment in Copenhagen introduces an example of the set of challenges and the complexity of context faced by the renewal of city areas. It reveals the controversies related to their development, the factors that shape interpretations and attitudes, and the

forces of some city areas for generating themselves. It contributes to both the development of the conceptual discussion and the empirical investigation.

It should be noted to the reader of this thesis that the two parts are written in a way that permits them to be understood in terms of individual problems and in terms of the entire context. For example, it is possible to understand the implications of the presence of soil pollution in the harbor areas by reading about this issue in the conceptual part and by following the subject in the case of Copenhagen under the theme of soil pollution, and in the analysis of the conversion of the areas of the South and North Harbors as well as by the implications of this problem for management aspects and planning. This form of presentation necessitated, sometimes, to refer to different issues in the first and the second parts in order to make the connection between the different issues studied, something that involved an unavoidable repetition at some locations.

Part I: Waterfront Redevelopment and Urban Revitalization in the Industrial Port City

In its first chapter (Chapter 2), Part I develops a framework for understanding the phenomenon of waterfront redevelopment in industrial port cities, its aspects and origin. Here, it highlights the impacts of these changes on the urban landscape of the port areas and on the changing relationship between the port and the city. In this connection, the research attempts at developing the notion of the “city-port interface” beyond existing conceptualization. It emphasizes the dimension of the change as an important reterritorialization of the postindustrial port city. Here the importance of understanding the consequences of the changes of the older industrial and port areas for any future planning in the port city is emphasized.

In Chapter 3, and in parallel to its introduction of the aspects involved in waterfront redevelopment, the research builds up a conceptual framework for understanding the changes of the maritime patrimony as a space in mutual reproduction. Here it emphasizes the importance of distinguishing the set of aspects, factors, and values that are involved in the reproduction of space as the most relevant approach to the understanding of the complexity of the change of the waterfront’s urban landscape in time. The research takes a starting point in the different approaches to space by different disciplines and how awareness of its various values and aspects has increased with time. Here an attempt is done to bring together the different disciplines and to understand the production of space in terms of the relationship between planning and urban development process. In this connection the Chapter emphasizes the important factor of power as a modulator of urban change and introduces a normative approach for evaluating the balance of values involved as a result of urban and power relations, hereunder, as a result of waterfront projects and strategies. In this connection it discusses the role of planning as a moderator between action and value and its influence in steering urban change. In the third section of this chapter the analysis focuses on the issue whether planning is important, discussing the

different attitudes towards planning and the role that the public sector should undertake for preserving a fair trade-off between the different values and interests involved in the regeneration of space. This discussion will be introductory to discussing the influence of the changing planning styles and architectural interpretations on waterfront redevelopment in European cities on both conceptual and pragmatic levels (in chapters 5 and 7 respectively).

Based on these two chapters, the research discusses in its fourth and fifth chapters the overall determinants, which establish the context in which the waterfront has declined and then appeared as an important parameter in urban development and the factors that shape its reproduction. In Chapter Four the research focuses on the overall determinants that have influenced the development of harbor-front areas; their decline and renewal, and their strategies, hereunder the structural and economic changes of the industrial city and the increasing pressures of globalization. An accent is placed on the tendencies of centrality in post-industrial metropolises, where despite the flexibility of location offered by the progress in telecommunications, city centers continue to attract some leader functions. This conclusion involves the research in developing an analysis of the tendencies of urban centrality in port cities and the impacts of the development of the port areas on the dynamics of centrality and vice-versa, where Copenhagen will be a very interesting example. The chapter also discusses cultural changes that have accompanied the transition of the highly modern industrial port city to the postmodern era. This context enables the establishment of a background for understanding changes in society and its lifestyles, the emergence of new urban culture and the influence of these factors on the production and the consumption of the urban landscape. In this context the research discusses the planning ideologies and architectural interpretations in the postindustrial city that have influenced waterfront redevelopment, and their changes, since the 1960s.

In Chapter 6 the research focuses on the determinants and the challenges that faced the development because of the local settings. The latter present a challenge to waterfront redevelopment and include, for example, the urban context, the presence of soil pollution, and factors related to space control such as the possibilities in the framework of the existing laws, jurisdictions and administrative contexts. Here it draws attention to the influence of these settings on power relations and urban change. It leaves, however, the discussion of the role of planning systems to the discussion of waterfront strategies.

While the first chapters discuss waterfront redevelopment and strategies as snap shots in connection with specific factors and in connection with the changing overall determinants and local contexts, Chapter 7 presents the main aspects of the evolution of waterfront redevelopment strategies in North and West European cities and in North U.S. cities. Focus is placed on the content of strategies, allocation of benefits and management aspects in response to changing political economy, new challenges and new comprehension of the possibilities and impacts of the change of the waterfront. Here it starts by discussing some

basic questions as to the relationship between policymaking and problem identification, the time factor and how economic, social and environmental values have been balanced over time. Further, this chapter presents some examples of management tools and actors that led waterfront redevelopment in the port cities, taking into consideration the different approaches to waterfront management in different national planning systems. The research focuses on three steering models that guided waterfront redevelopment: the Danish, the British and the French. It also presents experiences related to two selected redevelopment agencies that controlled waterfront redevelopment over a long period. Hereafter the research explores the evolution in waterfront redevelopment aspects and strategies in the three cases of Gothenburg, Amsterdam and Oslo. These cases illustrate in time and space how the redevelopment of the waterfronts in these cities has taken place in a city context and how it connects with other local settings and actors. In contrast to preceding chapters, where city strategies are presented as theme-based examples dissociated from their context or historicity of process, the presentation of these three cases will allow an understanding of the process of waterfront redevelopment in other cases than Copenhagen and expose the generations of waterfront redevelopment.

In its last chapter (Chapter 7) the research discusses criteria for the evaluation of waterfront strategies and discusses how to apprehend waterfront redevelopment in terms of a project of urban regeneration that would answer the complexity of the challenges confronted and cities' need to revitalization. Here it places emphasis on the issues of the content of planning and management aspects, which it recommends to approach governance forms. It also raises the question of how to establish sustainable strategies that would overcome political and economic changes and continue to establish guidance for urban change. This book opens the way for discussions on the role of planning and its relevance, on planning styles in urban development projects under different political and economic contexts and on the role of architecture in the production of space.

Part II: The Redevelopment of the Copenhagen's Harbor-Front – A case study

The research method that characterizes Part II is established on approaching the questions discussed in Part I from several angles - spatially, temporally and thematically.⁶⁴ For example, it investigates main trends in conversion, the change in management aspects, planning perspectives and architectural conception in the entire harbor. At the same time, it analyzes particular projects and explores the complexity of the redevelopment process through focusing on the redevelopment of well-defined port sectors; here it has chosen to focus on the development of Sydhavn in the South Harbor and the North Harbor.

The first chapter in Part II (Chapter 8) is a historical background on the evolution of the urban landscape of the port areas in Copenhagen, their historical role and the changing city-port relationship until the mid-20th century when a new phase of this relationship started. Chapter 8 aims at motivating the reader to reflect on the new role that the port areas would occupy in the post-industrial city of Copenhagen, their new actors and the

factors that would shape their urban landscape under the new conditions of the industrial port city.

The second chapter in Part II (Chapter 9) discusses the factors that underpinned the release of the port areas, focusing on the impacts of sector, structural and technological changes in modern industrial Copenhagen on the spatial functional organization of the city and its port and the great influence of the increasing pressures of globalization on ship-building industry. In parallel it presents the potentials of the port sites and obstacles to their development.

Chapters 10, 11 and 12 focus on the general factors and contexts that have influenced the development of the harbor-front sites (economic, cultural, and political contexts and urban and planning contexts), and vice-versa, the role of these sites in motivating a new urban dynamism. To make the reading more fluent, the discussion in these chapters is organized as the following:

Chapter 10 discusses the important place that the port areas have progressively occupied in urban development in Copenhagen in parallel with the changing economic basis of the city, the leading role of a new service economy and the increasing globalization of economy. Here, the research also highlights the influence of cultural changes that accompanied the transition of Copenhagen to the postmodern era and which have led to increase focus on the port sites and influenced their development. In this connection it analyzes the conversion process on the sites since the 1960s and the opportunities offered by their release with emphasis on their functional transformation spatially and temporally and the actors of the conversion. The discussion here allocates a particular importance to presenting the factors that supported interest in particular development options or restrained them: office development, housing, cultural and commercial development, and insists on the importance of understanding sector changes. It stresses the increasing interest in the sites by many different groups.

In concordance with the problematics discussed in Chapter 1 regarding the new role of these spaces, and in order to investigate the impacts of waterfront redevelopment on the reterritorialization of the port city presented in Chapter 2, the research analyzes in Chapter 11 the impacts of the increasing polarization of the harbor-front sites of public and private firms' headquarters and other functions on the schemes of urban centrality in the metropolitan area. In this connection, it analyzes the harbor-center scheme and the new position of the entire harbor as a dynamic platform of urban centrality in the metropolitan area. The fact that office development has been the motor which prompted the conversion of the sites prompted the research work to focus on the appearance of the port areas as prime locations in the context of office property market and activities' location tendencies, whether in premises located in the CBD, in other quarters in Copenhagen, in suburban locations or on the harbor.⁶⁵ It should be noted that the status of the office property market

in the 1980s was the argument that underpinned the launch of the Ørestad urban development site. On the other hand, the research's analysis of the relationship between the context of office property market, activities' location tendencies and planning policy since the 1980s highlights the gap between planning and market tendencies which was reflected in the public actors' passive attitudes towards many harbor-sites. Therefore, the conclusions emphasize the necessity of understanding this relationship in order to understand the potential of urban areas and to strengthen the role of the public actors as well as to enhance a flexible, realizable planning.

In chapter 12, the research analyzes the place of the central and port areas in Copenhagen, their development and planning in the framework of changing urban trends and city and regional planning policy since the 1940s. In this context, the research discusses the historical pattern of relationship between planning for the port areas and planning for city development and highlights the conflicting situation, which arose in the 1980s when interest in the sites as urban development areas increased. It discusses the reasons behind the emergence of the port areas as a new conjuncture for city development in the context of urban growth and restructuring trends and main trends in the central area, and discusses the change of the public actors' attitude towards the sites. This discussion should be seen in prolongation with the discussions in Chapters 10 and 11. It highlights the change of planning ideologies and their influence on the urban development process, on municipal and regional planning and on the planning framework in which the transformation of the port areas has taken place. Further this chapter analyzes the manner in which spatial planning, through the local, municipal and regional plans, has attempted to control the development of the sites and the pattern of centrality along the port in the last four decades. It also studies the extent to which the planning policy for the development of the port patrimony has been envisioned as an integral part of city strategies and whether the potential of the sites has been exploited as an element of urban regeneration. In this connection it analyzes the socio-economic changes in the port districts, as a result of changes in the port and central areas.

Chapter 13 analyzes the role that environmental conditions (primarily soil and air pollution) and the land ownership pattern have played in the development of the sites. This discussion, however, is continued in Chapters 14, 15 and 17.

Chapter 14 analyzes the aspects and factors related to the transformation of the built environment of the port patrimony and the qualities of the resulting urban landscape. In continuity with the research analysis of the spatial-functional aspects of the conversion process on the sites - presented in Chapter 10 - the research analyzes here the modality of the adaptation of the built environment of the port patrimony, whether by demolition and construction anew or by the adaptive reuse of preserved structures. In this connection it discusses the role of historic preservation of the maritime patrimony and the dilemmatic choice between, on the one hand, the preservation of buildings, and on the other hand, their

demolition and the implementation of new projects. Further, the research discusses the role of architectural conception in the reproduction of the urban landscape of the Copenhagen harbor-front areas. Here it analyzes the architectural ideals for the development of the sites, the architecture that symbolizes the new Copenhagen waterfront and the spatial scales according to which the urban landscape has been interpreted through architectural projects. It also discusses how the context of the port patrimony has impacted on architectural interpretations, whether architectural conception has actively been employed in enhancing the quality of urban environment, the quality of the new developing urban areas and public urban spaces that waterfront redevelopment has promoted. In conformity with the discussions in Part I, this chapter discusses the timing of involvement of architects and their role in the recomposition of the harbor sites. It also explores the extent to which planning views and architectural conception have been interconnected. Finally, through its third point the research explores the popular interest in the waterfront sites through the initiatives of the inhabitants of Islands Brygge for transforming the quay into a popular park.

Through discussing the redevelopment process in two geographically well defined port sectors, the North Harbor and Sydhavn in the South Harbor, the research explores in Chapter 15 the different aspects that are related to the creation of the urban landscape of the port areas. This helps to understand how an area, which has been subject to different projects during the course of time and which has a certain urban context and ownership pattern develops within the existing planning system, changing economic conjuncture, the interest of the different actors and architectural interpretations. Studying an entire port sector illustrates the mechanism of the conversion and uncovers the extent to which the existing planning framework and architect involvement is capable of enhancing a qualitative urban redevelopment and environmentally aware planning. Besides, this method enables comparison of the development process and outcomes in two areas with different urban backgrounds and potentials. In addition, this chapter explores the governance aspects of the redevelopment of the sites and the extent to which the process has been democratic. The presence of several planning experiments, including the urban regeneration experiment, Kvarterløft, in the neighborhood of Kongens Enghave since 1999, the Quarter Plan of Vesterbro and the District Council experiment in Østerbro and Kongens Enghave (1999-2001) has given occasion to examine the insights of these experiments and whether they have offered forums for more qualitative development that encompasses the harbor-front. It gives insights into the importance of understanding the mechanisms and impacts of power relations and reveals how these interests segregate strategies. Analysis in this chapter opens the way for new questions related to the possibilities and limitations within the existing local/municipal plan framework and problems related to the planning framework in both stagnation and growth periods. It leads to discussion on new planning tools such as quarter planning and to emphasize the importance of enforcing urban design guidelines that enable a higher quality in the development of the port patrimony.

Chapter 16 is a synthesis of the management aspects related to the redevelopment of the older harbor and industrial areas in time and space since the 1960s, and the qualities that have resulted from the different management forms. In concert with the analysis of changing planning ideologies in post-industrial city and evolution of waterfront strategies discussed in Part I, the research discusses the changing role of the public sector, the role of the private actors and the role of the Port of Copenhagen in the redevelopment process. It analyzes the different constellations that appeared in connection with the development of the sites, their success and failure as well as the involvement of people in the process. In addition, it discusses the reasons behind the rise and fall of a comprehensive redevelopment agency idea for the Copenhagen harbor-front, the attitudes of this management form, and reflects on its usefulness and forms. The analysis highlights both general management trends in parallel with trends in other European cities and focuses on management aspects regarding particular development projects. The latter include the B&W site, the Midtermolen Pier project, Fisketorvet and the Teglværkshavn area. Further, the discourse strives to extract conclusions that would help in building insights into future management forms.

Chapter 17 is a summing up of the factors involved in the reproduction of the harbor-front areas in Copenhagen, and the resulting values and insights into a sustainable harbor-front revitalization. This chapter presents a synthesis on the context in which the harbor-front's urban landscape and the relationship between the city/region and the sites have changed. Here, the research sums up the set of factors that have influenced the pattern of actions and actors and changed the balance of power along the process; among these are the landownership pattern, administrative forms, and soil pollution. It discusses the role of planning, the involvement of the different public and private actors and the role of architects. It develops a synthesis on the ensuing values of the development of the port patrimony. In concert with the goals of the research, this chapter discusses the perspective in which it would be possible to optimize the quality of the redevelopment of the harbor-front, turning it from an event of "urban conversion" to a project of urban regeneration that would contribute to a sustainable city development. In this respect it discusses elements for a sustainable management of harbor-front redevelopment and emphasizes the importance of communication, knowledge and information for moderating power relations. Finally, the research concludes with a reflection on the cases of Copenhagen in relation to other cases and how to benefit from the conclusions extracted from the cases studied in urban development projects.