

Knowledge Package

Repurposing of mining sites and infrastructure



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Knowledge pack**Repurposing of mining sites and infrastructure****Introduction**

Effectively repurposing mine infrastructure and site land can create unique post-closure opportunities. Finding new uses for land and physical assets, which create linkages with subsequent economic activities, can foster economic diversification and create new employment opportunities, leading to a successful just transition in coal-dependent regions.

In considering the post-mining future of land and infrastructure, decision-makers can refer to numerous examples in publicly available literature and resources. Decisions regarding the use of repurposed mining sites and infrastructure should be made with deliberation, and should be influenced by a range of factors, including the location and type of infrastructure, landscape ecology and architecture, the regional and local planning context, regulatory frameworks, environmental considerations, stakeholder requirements and market conditions. Planning environmental, economic and social revitalisation in post-mining areas demands commitment and a common understanding between involved parties, facilitated through local stakeholder consultation and the development of a common long term vision.

This knowledge pack relates primarily to thematic Pillar 3 of the World Bank's 'Just Transition for All' three-by-three matrix: Environmental Reclamation and Repurposing Land and Assets. It is relevant to all three phases of support: Pre-closure Planning, Closure, and Regional Transition. This knowledge pack has a degree of overlap with that on the environmental rehabilitation of mining sites and infrastructure.

Abstracts

Union of the Baltic Cities' Sustainable Cities commission and Nordregio. 2018. Towards integrated and partnership-based planning of brownfield areas.

Many challenges and principles applicable to the revitalisation of brownfield sites are also applicable to former mining areas. This guide targets urban planners and other experts, focussing on two topics; improving internal planning process, and providing guidance on how to work with stakeholders. It includes case studies on implementing public-private-people

partnership models, and tips for further reading.

Commitment and a common understanding between the parties involved in redevelopment is vitally important throughout the revitalisation process. To plan the transformation, it is necessary to find a common long-term vision in terms of how the brownfield site should be developed, in cooperation with the public sector, developers, landowners, citizens and other concerned actors. At the preparation stage, stakeholders can be consulted to gather initial development ideas, to identify common goals and possible conflicts, and to weigh potential risks. At the co-creation stage, a central goal of engagement with stakeholders is to agree upon a common vision and to jointly address conflicting issues, to draft development plans. At the finalisation stage, bringing stakeholders together should facilitate final commitment to the transition plan, political leadership and responsibility, and increased public awareness and acceptance.

Key terms: stakeholder involvement; co-creation; long-term vision; revitalisation planning, partnership-based planning

I Ionescu-Heroiu, Marcel. 2010. *The management of brownfields redevelopment: a guide*. World Bank.

Brownfield areas, whether post-mining or post-industrial in nature, represent both a problem (e.g. environmental contamination, deformed urban landscape) and an opportunity for local economies. Where successfully redeveloped, they can become engines for economic development and improved quality of life for communities in proximity. This report provides hands-on guidance for practitioners—in particular local public and public-private entities—on how to play an active role in redeveloping brownfields. It covers progressive phases in the brownfield redevelopment process, from data collection and evaluation, to the pre-feasibility and feasibility stages, to implementation.

The first step in brownfield redevelopment is the collection and evaluation of environmental, economic, and social data, which aids in the selection of sites which best align with local or regional redevelopment strategies. The second step (pre-feasibility) includes a first assessment of the redevelopment potential of the selected brownfield sites, and engagement with local communities and other stakeholders in order to understand their perspectives and interests. The next stage, feasibility, concerns the precise estimation of costs, the identification of financing and investment arrangements, and clear understanding of redevelopment concepts. Lastly, implementation involves an iterative process of remediation and redevelopment, and usually also includes monitoring and site marketing.

Key terms: brownfield redevelopment; pre-feasibility; feasibility; data collection

Hattingh, R.; Williams, D.J.; Corder, G. 2019. *Applying a regional land use approach to mine closure: opportunities for restoring and regenerating mine-disturbed regional landscapes in AB Fourie & M Tibbett (eds), Proceedings of the 13th International Conference on Mine Closure. Australian Centre for Geomechanics: 951-968.*

This short paper provides an overview of post-mining landscape restoration, without going into substantial technical detail. It provides a global perspective on current existing post-mining land uses, as well as key considerations for land use decision-making. The importance of integrating site-specific rehabilitation plans into overarching regional land planning frameworks is also discussed.

The paper discusses the need for a wider regional planning approach alongside site-specific plans, to align site-specific rehabilitation targets to regional land use needs and to factor in the overarching planning context. This should lead to more a focussed effort, as rehabilitation can be directly aligned with land productivity, ecosystem functionality, urban development, or renewable energy drivers, depending on regional needs and capacities. However, the paper highlights that the relationship between land planning-related policy and land mining rehabilitation can only be achieved via an interdisciplinary approach, engaging a diversity of technical, planning and social stakeholders.

Key terms: post-mining land use; regional mine closure planning

Holcombe, Sarah; Keenan, Julia. 2020. *Mining as a temporary land use scoping project: transitions and repurposing. Centre for Social Responsibility in Mining. Brisbane: The University of Queensland.*

This paper presents examples of post-mining land repurposing initiatives and related economic transitions, led by industry. The insights presented are also relevant to other parties (including public sector stakeholders) responsible for post-mining decision-making. Factors which either enable or inhibit repurposing, as well as existing industry approaches, are analysed.

From the analysis of over 140 repurposing cases, a key finding is that repurposing often occurs after or alongside other activities in the mine closure process, and that former mine sites are typically re-used for more than one purpose. The most common category of repurposing is 'community and culture'; however, this form of repurposing is not typically led by industry, but public sector, and it usually concerns abandoned mines and/or historical sites. Factors which enable or inhibit repurposing include the location of the operation, the economic viability of site (re)use, stakeholder and community engagement practices, company policies and standards, and the longer term prospects for the mining company managing the site.

Key terms: post-mining land use; industry-led repurposing;

Finucane, S. J.; Tarnow, K. 2019. *New uses for old infrastructure: 101 things to do with the 'stuff' next to the hole in the ground* in AB Fourie & M Tibbett (eds), *Proceedings of the 13th International Conference on Mine Closure*. Australian Centre for Geomechanics: 479-496.

Repurposing mine infrastructure after closure presents an opportunity to support local communities. The paper discusses new ways to use former mine infrastructure and provides a list of 101 examples from a number of countries. This resource is of use to companies, governments and local stakeholders.

The most popular uses for mine infrastructure are community and business infrastructure, tourism and recreation (including heritage and museums). However, the manner in which mine infrastructure can be repurposed varies from site to site, and requires consideration of a range of factors, including the location and type of infrastructure, landscape ecology and landscape architecture, the regional and local planning context, regulatory frameworks, environmental considerations, stakeholder requirements, and economics (e.g. existing demand for infrastructure and cost-benefit assessment). The paper concludes that a long-term vision and a business case are critical to the appropriately timed and cost-effective transfer of infrastructure assets.

Key terms: mine infrastructure; adaptive repurposing; influencing factors;

Kapetaki, Zoi; Ruiz Castillo, Pablo; Armani, Roberto; Bodis, Katalin; Fahl, Fernando; Gonzalez Aparicio, Iratxe; Jaeger-Waldau, Arnulf; Lebedeva, Natalia; Pinedo Pascua, Irene; Scarlat, Nicolae; Taylor, Nigel; Telsnig, Thomas; Uihlein, Andreas; Vazquez Hernandez, Cristina; Zangheri, Paolo. 2020. *Clean energy technologies in EU coal regions: Opportunities for jobs and growth*. Joint Research Centre. Luxembourg: Publications Office of the European Union

This report analyses opportunities from the deployment of clean energy technologies (wind, solar photovoltaics, bioenergy and geothermal sources) in coal regions. As many coal regions embark on energy transition based on clean energy, efficiency and innovation, challenges such as economic diversification and the creation of jobs in post-mining communities are faced. Decommissioned coal mines often have the potential to become attractive locations for wind and solar photovoltaic (PV) generation.

A number of coal regions in Europe have a potential for renewable energy and job creation.

However, close cooperation in EU, national and regional levels between companies, regulators, investors, land-use planners and local communities is essential to identify the most sustainable options for development of clean energy technologies; not every region has the same potential due to geographic constraints and system performance. The region of Castilla y León, Spain was found to have the highest potential when it comes to onshore wind energy, ground-mounted solar PV systems, bioenergy (from crop residues and from livestock methane) and geothermal energy. The United Kingdom, Germany and Poland appear as the leading countries on offshore wind potential, while the highest total technical potential for wind and solar PV systems combinations on mine sites is estimated for Dytiki Makedonia, Greece. The report also provides clustering of European coal regions according to their decarbonising employment potential. The report found that by 2030, up to 315 000 jobs can be created in total by deploying clean energy production technologies.

Key terms: clean energy technologies; energy transition; economic diversification

Kaźmierczak, Urszula; Strzałkowski, Paweł; Marek W. Lorenc, Elżbieta Szumska, Antonio Angel Pérez Sánchez & Kevin A. C. Baker. 2019. *Post-mining Remnants and Revitalization*. *Geoheritage* 11, 2025-2044.

This publication covers different approaches to the revitalisation of post-mining areas by comparing revitalisation processes, including the role of legal regulations, in Poland, Spain, and the UK. The paper also provides three case studies of former mining sites which have been successfully revitalised, with an emphasis on the preservation of heritage.

Approaches to post-mining revitalisation vary across the three countries analysed. In Poland, there is a dedicated legal act—Revitalisation Act—which defines the stages in revitalisation. The Spanish legal framework does not include a separate legal act on revitalisation, but is based on mining law, environmental law, and cultural heritage law. Legal regulations in the UK do not provide dedicated solutions for the revitalisation of post-mining areas; nonetheless there are numerous examples of post-mining repurposing. A conclusion is that while legal acts governing revitalisation serve an important role in its implementation, success in the revitalisation of post-mining areas often depends on awareness from project participants and society concerning the preservation of mining heritage.

Key terms: revitalisation; land development; post-mining areas; mining heritage

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GLOSSARY

Brownfield redevelopment refers the process of site development – remediation, reclamation, rehabilitation and repurposing – to restore the physical, environmental, economic, and social/ community aspects of a brownfield site.

Carbon neutrality refers to a state in which the activities of an individual, an organisation, a city or a country result in net-zero CO₂ emissions. For a given set of activities to be carbon neutral, either the activities themselves must have zero CO₂ emissions, or the same amount of CO₂ released by the activities must be permanently sequestered (i.e. removed). Carbon sequestration can be achieved by making use of a so-called natural carbon sink, which are the natural ecosystems (e.g. forests, soil, oceans) which have the ability to absorb more carbon than they emit. To date, no artificial carbon sinks are able to remove carbon from the atmosphere on the necessary scale. Offsetting emissions made in one sector by reducing them somewhere else through investment in renewable energy or energy efficiency could contribute to carbon neutrality.

Civil society refers to the wide array of non-governmental and not for profit organizations that have a presence in public life, express the interests and values of their members and others, based on ethical, cultural, political, environmental, scientific, religious, or philanthropic considerations.

Clean energy technologies refer to any processes, products or services that reduce negative environmental impacts of energy production through emissions reduction, energy efficiency improvements and sustainable use of resources (use of renewable and clean sources of energy such as geothermal, hydropower, solar, wind, and sustainable biomass).

Coal phase-out is the cessation of coal extraction and related utilisation activities, as part of a broader fossil fuel phase-out and transition to carbon neutrality.

Decommissioning of infrastructure refers to the removal of redundant infrastructure (equipment, buildings, material) when a coal mine or a power generation facility has reached the end of its service life. The level of decommissioning work, together with site clean-up, will depend on potential future reuse options.

Energy transition refers to the (global) energy sector's shift from fossil-based systems of energy production and consumption — including oil, natural gas, and coal — to renewable energy sources like wind and solar. The need to reduce energy-related CO₂ emissions to limit climate change is at heart of energy transition. Adoption of renewable energy and energy efficiency

measures are needed to achieve the required carbon reductions.

Future proofing refers to processes for anticipating future developments and events and taking actions to prepare to minimise possible negative consequences and maximise possibilities to seize opportunities. In the context of energy transition, ‘future proofing’ often refers to making investments that are resilient towards the effects of climate change and/or aligned with and adaptable to expected trends and changes in energy production and consumption, including climate neutrality. Future proofing investments in emerging post-transition sectors provide, therefore, a safeguard for long term employment and productivity potential of the local or regional economy.

Governance model refers to the arrangement put in place by public authorities to deliver its coal transition strategy in a way that is effective within the broader prevailing governance context. Successful governance models rely on close cooperation among the various governance levels (local, regional, national) and the various actors (public, private, social) in the concerned coal region(s).

Inclusion, also known as social inclusion, is the process and outcome of improving the terms on which individuals and groups, who might otherwise be excluded or marginalized, take part in society. An inclusive approach to energy transition is one that recognises and addresses in a meaningful way the disproportionate effects of the transition on certain groups and individuals. It may also encompass an approach whereby transition is recognised as an opportunity to improve the well-being of those that are already excluded or marginalized.

Industrial reconversion refers to conversion of former industrial areas, including post mining areas, and related activities into alternate socio-economic uses. Regions with a historical legacy of mining and industrial heritage have an opportunity to use the industrial infrastructure as an asset for future economic activity (e.g., industrial zone, cultural centre, or business and technology park).

Just transition encapsulates the principle that the transition to a climate neutral economy should happen in a fair way, whereby the benefits and costs of transition are distributed equitably, and where those that stand to lose economically or socially from the transition are adequately supported to ensure that no one is left behind. Consequently, just transition focus on jobs and livelihoods, and on advancing social and economic justice. It also incorporates the principle that transition processes should be based on dialogue and cooperation between workers, employers, communities, and governments to draw-up and drive the concrete policies, plans, and investments to achieve transition.

Legacy infrastructure relates to physical structures, utilities and machinery that were previously used in the extraction, preparation and transportation of coal and which are no longer utilised due

to the cessation of mining activities. These can represent both assets and liabilities; their status being dependent on their condition, maintenance, investment, and future plans for a site or a locality.

Mine closure is the process undertaken when the operational stage of a mine is ending or has ended, and the final decommissioning and mine rehabilitation is due to commence or is underway.

Mine closure liability is the situation of being legally responsible for a mine closure, which usually falls on the mine operator who should prepare and execute a mine closure plan. Government may face a risk of having to assume the liability for mine closure if an operator fails to or is incapable of closing the mine in a responsible manner.

Mining communities are communities, towns, or larger urban areas where miners and/or former miners and their families live. Mining communities are usually created around a mine or a quarry and are often characterised by a mono-industrial economy (an economy dominated by a single industry or company). They also often have strong local identity and display a place attachment to their community – a cultural and emotional bond between person and place.

Mining heritage relates to heritage values of former mining places, such as specific cultural and social values and meanings. Upon closure, the mining industry often leaves behind a large number of tangible and intangible assets which are a reminder of the past importance of mining and which contribute to regional identity. Physical mining heritage, such as buildings, machinery and equipment, are often transformed into cultural attractions of historical value that attract visitors to the region.

Multi-level governance (MLG) refers to models for both the decision making and implementation of policies and strategies that rely on interactions between different levels of government (i.e., local-regional-national). Effective multi-level governance models can enhance cooperation across levels of government, enabling synergies among different actions that can improve implementation of transition strategies and better achieve national and sub-national policy goals. Multi-level governance enables synergies between the priorities, powers, functions and regulations of differing levels of government.

Participatory methods refer to ways for active involvement of ‘the public’ in decision-making processes. The public can be citizens, stakeholders in a particular project or policy, experts, and other concerned parties. Participatory methods are considered to be integral to achieving a just transition in coal regions, as they can empower affected communities, enhance transparency, accountability, and responsiveness, and improve public policies and services. There are various participatory methods, including focus groups, consensus building conferences, thematic workshops and social dialogue activities. These methods can form the basis for partnership-

based planning and co-creation of a transition strategy.

Perpetual obligations are ongoing actions, such as pumping of mine water, that need to be continued indefinitely after cessation of mining activities. Such obligations depend on the type of coal mine and on specific regulatory requirements.

Public-private partnerships (PPPs) are long-term contractual agreements between a government entity and a private party for the provision of a public asset or service, in which the private party bears significant risk and management responsibility. This may relate to infrastructure assets (such as bridges, roads) or social assets (such as hospitals, utilities) and their associated services.

Reclamation are actions performed during or after a mining operation to shape, stabilize, revegetate or otherwise treat the land in order to return it to a safe, stable condition consistent with the establishment of a productive post-mining use of the land and the safe abandonment of a facility in a manner which ensures the public safety, as well as the encouragement of techniques which minimize the adverse visual effects.

Regional mine closure planning applies a regional land use approach to mine closure that goes beyond site-specific plans and aligns site-specific rehabilitation and repurposing targets to regional land use needs and capacities within an overarching planning context. Such an approach should lead to more focussed and co-ordinated efforts, as rehabilitation can be aligned to wider considerations of land productivity, ecosystem functionality, urban and rural development, or renewable energy drivers.

Rehabilitation planning is planning for restoration of land on which mining has taken place to prepare it for its intended post-closure land uses, which may be to restore the landscape to its pre-mining land uses (environmental rehabilitation). Rehabilitation planning may include measures relating to physical mine closure, environmental reclamation and rehabilitation (including the removal of mine equipment), securing the stability of remaining dumps and impoundments, water management and surface stability at closed underground mines, and monitoring and managing any post closure environmental and human health impacts.

Remediation is an action of remedying something, i.e. reversing or stopping environmental damage. Often used in context of contaminated soils or water. Remediation may include activities carried out to clean up or mitigate contaminated land or water.

Renewable energy is energy that is produced by natural resources—such as sunlight, wind, rain, waves, tides, and geothermal heat—that are not depleted or are naturally replenished within a short time span (i.e., within a few years or on a ‘human timescale’). Biomass (organic material from animal or plant matter) is also defined as a renewable energy source but for it to make an effective contribution to

reducing greenhouse gas emissions, it must be produced and managed in a sustainable way.

Repurposing refers to the beneficial reuse of a closed mining or other industrial operation, whether through value-added changes or reuse of the land (e.g., energy generation or residential use), reuse of infrastructure at its present location or at another site, or derivative business opportunities that create new economic activity.

Revitalisation refers to policies and processes implemented to return and sustain the economic, environmental and social dimensions/contribution of the former mining (or industrial) sites for the benefit of the local community. Conducting revitalisation is aimed at preserving the mining cultural heritage, while introducing new economic and social functions. Successful revitalisation can attract visitors and investors, increase attractiveness of the region and revitalise local communities.

Social dialogue refers to negotiations, consultations or simply exchange of information between, or among, representatives of government, employers, and workers, on issues of common interest typically relating to economic and social policy. It can exist as a tripartite process, with the government as an official party to the dialogue or it may consist of bipartite relations only between labour and management (or trade unions and employers' organisations), with or without indirect government involvement. Social dialogue processes can be informal or institutionalised, and often it is a combination of the two. It can take place at the national, regional or at enterprise level. It can be inter-professional, sectoral or a combination of these.

Social impacts refer to socio-economic and cultural aspects of mine closure. Some of the common social impacts of closure include changes to the affected community's economic structure (e.g., loss of employment and business opportunities) and dynamics (e.g., demographic changes, departure of employees). In the context of coal phase out, social impacts can also encompass gender dimension (e.g., gender-related economic and employment inequalities), health and well-being of miners.

Smart specialisation is an approach that combines industrial, educational and innovation policies to suggest that countries or regions identify and select a limited number of priority areas for knowledge-based investments, focusing on their strengths and comparative advantages. In the EU Member States, smart specialisation is a place-based innovation policy concept used to support regional prioritisation in innovative sectors, fields or technologies. Regions impacted by coal phase out are under pressure to identify and develop new areas of specialisation, and to support local economic actors to exploit latent economic specialisms and diversify their local and regional economies.

Stakeholder engagement refers to the process by which an organisation leading the

transition away from coal engages with and involves those who are concerned or affected by the decisions that are made. Stakeholder engagement goes together with partnership building, both of which allow stakeholders to pool their resources to solve common problems. Effective stakeholder engagement can enhance the quality of decisions and outcomes, strengthen public trust, and enhance broad acceptance. If implemented properly, stakeholder engagement fosters legitimacy, especially through improving transparency and inclusivity. The inclusion of a broad and diverse set of stakeholders, including citizens, is considered a key element to successful stakeholder engagement.

Stranded assets are now generally accepted to be those assets that at some time prior to the end of their economic life (as assumed at the investment decision point) are no longer able to earn an economic return (i.e. meet the company's internal rate of return), as a result of changes associated with the transition to a low-carbon economy (lower than anticipated demand / prices). Or, in simple terms, assets that turn out to be worth less than expected as a result of changes associated with the energy transition.

Structural change refers to a qualitative transformation and evolution of economic systems. It is represented by a change in the relative weight of significant components of the economy such as production, consumption, employment, and population, and is seen in a shift or change in the ways a market, industry or economy functions or operates. Structural change is often sparked by technological innovation, new economic developments, changes in resource availability, changes in supply and demand of resources, and changes in the political landscape. In coal regions, structural change is associated with a transition from a carbon-intensive economy, where coal-related activities play a major role in the local economy, to a carbon-neutral economy, which utilises clean technologies and processes.

Welfare support is a government intervention intended to ensure that members of a society can meet their basic needs. Welfare support is usually part of an integrated portfolio of interventions that constitute the broader social protection (social security) system. In the context of a coal phase out, welfare support measures will be typically needed for workers that have lost or are about to lose their jobs. Welfare support can come in various forms, including income replacement benefits, early retirement options, or assistance in seeking alternative employment.

