Management of the metropolises in Europe. Concepts, planning and trends

O I Maximova
Spatial Development Department named after V.L. Glazychev of the ISS RANEP, Moscow, Russia
E-mail: maksimova.moskva@gmail.com

Abstract. The paper analyses concepts, planning and trends in European spatial planning network on the example of Rome (Italy), Berlin-Brandenburg (Germany) and Kristiansand (Norway) in order to formulate basic model for managerial innovations and conceptual framework consisting of key managerial innovations and approaches for spatial development of the metropolises. The article discusses the integrated diversity concept, the role of local actors in spatial development, spatial approach and spatially oriented policies, initiatives in strategic spatial planning and in regional development, innovative creative forces and regional identity.

Key words: spatial planning, metropolis, spatial orientated policies, regional identity, innovative creative forces.

1. Introduction
Management and planning issues are essential for the balanced territorial development especially preserving cultural and natural diversity. Environmental aspects become more evident and urgent every day [1].

In Europe (EU and Council of Europe are considered) several strategic documents for spatial planning were adopted. Among which, fundamental documents are European Concept for Spatial Development (European Commission, Potsdam, 1999 (ESDP)) [2] and Guiding Principles for Sustainable Spatial Development of the European Continent (CEMAT, Hanover, 2000)\(^1\) [3]. Conceptually those documents form the basic united integrated network for spatial planning between European Union members and members of Council of Europe to achieve agreement on common goals and basic concepts for the future spatial development, aiming to create regionally balanced and sustainable Europe. Cultural variety and diversity were put at the centre of basic concept network in ESDP and in Guiding principles as a potentially the most essential and significant factors for further development in Europe. Thus, the principle of cultural variety is transmitted through a spatial approach, which is implemented through spatial orientated (belong to certain types of territories) policies for territorial development. If we

\(^1\) Recommendation Rec(2002)1 of the Committee of Ministers of the Council of Europe to Member States on the Guiding Principles for Sustainable Spatial Development of the European Continent were adopted by the Committee of Ministers on 30 January 2002 at the 781st meeting of the Ministers’ Deputies.
compare Guiding principles and ESDP it is possible to trace the continuity and close relationship between one and the other and summarise it's in 3 approaches for further development: (1) to develop a balanced and polycentric urban system and to strengthen urban and rural relationships; (2) to develop integrated transport and communication concepts and to ensure equal access to infrastructure and knowledge; (3) development and conservation the natural and the cultural heritage through wise management.

The basic concepts and approaches of Guiding principles, as well as the ESDP, are spatially oriented and form the basis for the development of further sectoral policies. Among which are Urban Agenda for the EU (EU, 2016) [4], European green deal (EU, 2019), Europe fit for the digital age (EU, 2019), European Landscape Convention (Council of Europe, Florence, 2000 (ELC)) [5] numerous environmental policies and programmes etc.

2. Literature review

In research the metropolis is considered as a synthesis of both city and countryside (Angotti, 1995) [6], a complex of developed districts and open areas, including central city and suburbs (Blumenfeld, 1971 [7]; Angotti, 1995 [6]). Discussion on the management, transformation, development and strategic planning issues do not lose its relevance (Albrechts, 2004 [8], 2010 [9], 2013 [10]; Balducci, Boelens, Hillier, Nyseth & Wilkinson, 2011 [11]; Olesen, 2014 [12]; Albrechts, Balducci & Hillier, 2017 [13]; Oliveira & Hersperger, 2019 [14]) also as the research of innovative tools for managing the metropolis (Huybrechts, 2019) [15]. The economic, social, planning, functional, landscape, cultural and complex aspects of the development of metropolitan regions are affected (Salet, Vermeulen, Savini, Dembski, Thierstein, Nears, Vink, Healey, Stein & Schultz, 2015) [16]. There were determined key practical aspects in spatial development as (Albrechts, Healey & Kunzmann, 2003) the role of local actors and spatial concepts; initiatives in strategic spatial planning provoke innovative creative forces; the importance of the role of local and regional identity; the role of appropriate institutional arenas for regional spatial development initiatives [17].

T. Angotti basing on the concept of integrated diversity (Jacobs, 1961) [18] notes the need of balanced and coordinated planning of the metropolis, where the integration must be considered at metropolitan level and diversity at community level. Taking the integrated diversity concept into account we can find the continuity in ESDP and Guiding principles of the concept's approaches. The integrity can be found in 3 approaches. The diversity can be relative to 1st and 3rd approaches of the ESDP and Guiding principles through the spatial approach and spatially oriented policies. It should be noted the example of the European Landscape Convention. J.F. Cartei (Cartei, 2008) [19] notes that in Convention the landscape constitutes the foundation of the community and shapes its identity, thus Convention is an instrument for protection of the European identity (Priore, 2009) [20]. That also demonstrates the example of European sectoral spatial approach (Jones & Stenseke Eds., 2011) [21]. At the same time identity expresses through the landscape, which shows the interrelation between society (based on cultural diversity) and landscape. It is possible to highlight issues related to landscape, ecology and nature-oriented aspects in strategic spatial and regional planning (Maximova, 2018, 2019) [22, 23, 15], confirming that landscape science can contribute to spatial planning in general, and significantly to strategic spatial planning providing an integral perspective considering the natural-ecological characteristics of a landscape and its socio-cultural identity, sense of place (Hersperger, Bürgi, Wende, Bacău & Grădinaru, 2020) [24]. At the same time the issues related to the increasing of spatial complexity and the lack of adequate regional planning strategies are urgent (Salet, Vermeulen, Savini, Dembski, Thierstein, Nears, Vink, Healey, Stein & Schultz, 2015) [16]. There is a need to renew the spatial planning systems and practices, including the necessity of creativity to imagine and to construct various futures (Albrechts, 2005) [25].
3. Research methodology

The research investigates the managerial innovations based on polycentric model of the spatial development of metropolises, considering concepts and trends in planning and planning tools to achieve the main goal of the study: to formulate key managerial innovations and approaches for further development of metropolises. To achieve those goals concepts, planning and trends have been studied, in particularly: 1) has been examined the organizational forms of the metropolises and principles of its formation in certain boundaries and/or areas 2) has been studied innovation planning tools for management of metropolises 3) has been studied innovative approach of communications 4) has been studied creativity potential of ideas for planning and its value components.

For case studies were selected the metropolises of Rome (Italy), Berlin-Brandenburg (Germany) and Kristiansand (Norway).

4. Case study

The organizational forms of the metropolises and principles of its formation

In Italy metropolises has the administrative form of city-metropolis: in 2001, a constitutional reform\(^1\) was carried out, according to which changes were introduced in the territorial division and metropolises were officially introduced. Now there are officially 14 metropolises\(^2\) in Italy, 13 of them were formed by transferring their status of provinces to the metropolis status, including Rome. Only metropolis of Cagliari is an area conceptually formed. So, the formation of the metropolises in Italy is mainly going on administrative level.

The report of Norwegian Ministry of Local Government and Regional Development (2002-2003) on policies for the development of metropolises\(^3\) (storbypolitikk, norv.) proposed one metropolis city (Oslo) and 15 urban regions (metropolis regions). These metropolises and urban regions are not administrative units but are statistical regions for the interaction of the state and cities within the framework of their development. In 2017, the Norwegian government announced the start of the administrative reform: in 2020, instead of 19 counties (fylker norv.) 11 regions, including Oslo, are introduced. From 1 January 2020 the municipalities of Kristiansand, Sogne and Songdalen have been merged into one new municipality of Kristiansand. Those processes affect both administrative and cooperation forms.

In Germany now there are 11 metropolises\(^4\). The first of these were identified at the Ministerial Conference on Spatial Planning in 1995, the next in 2005. Metropolis in Germany is a form of cooperation, they are not administrative-territorial units. In 2001, the German metropolises joined forces in the framework of the Initiative Group for European Metropolitan Regions of Germany (IKM)\(^5\).

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1 Costituzione della Repubblica Italiana / Italiana, Repubblica // Gazzetta Ufficiale della Repubblica Italiana, 1947.
2 By Legge 7 aprile 2014 n.56, Disposizioni sulle città metropolitane, sulle province, sulle unioni e fusioni di comuni were introduced metropolises of Bari, Bologna, Florence, Genoa, Milan, Naples, Turin, Reggio Calabria, Rome, Venice. By Legge Regionale 4 febbraio 2016 n.2, Riordino del sistema delle autonomie locali della Sardegna was introduced metropolis of Cagliari. By Legge Regionale 4 agosto 2015 n.15, Disposizioni in materia di liberi Consorzi comunali e Città metropolitane were introduced metropolises of Catania, Messina, Palermo.
3 Norwegian Ministry of Local Government and Regional Development, Storbymeldingen. St.meld. nr. 31 (2002-2003). / Stmeld. nr. 31 (2002 2003) Storbymeldingen. Tilrådning fra Kommunal- og regionaldepartementet av 9. mai 2003, godkjent i statsråd samme dag. (Regjeringen Bondevik II).
4 Frankfurt am Main, Hamburg, Hanover Braunschweig Göttingen Wolfsburg, Berlin Brandenburg, Central Germany, Munich, North-West, Nuremberg, Rhine-Neckar, Rhine-Ruhr, Stuttgart.
5 Initiative Group for European Metropolitan Regions of Germany (IKM) works in the following areas: mission and strategies for spatial development, European cooperation, transport and traffic flows, international cooperation, knowledge regions and governance knowledge, monitoring, management.
5. Innovation planning tools for management of metropolises

By implementing the ELC [5] in Italy a comprehensive reform of the territorial planning system followed. New legal and regulatory instruments have been developed: Legislative Decree of January 22, 2004 No. 42 - Code on Cultural Heritage and Landscape1 and a new planning tool - Regional Landscape Plan, which has the priority for all other types of plans. It was completed the approval process of the Regional Landscape Territorial Plan2 of Lazio Region3. New Regulatory Plan of the Commune of Rome4 (adopted in 2003, approved in 2008) is a transitional tool for the regulation of the metropolis of Rome (which is operating since 2015), includes strategies at metropolis level.

In Norway the ELC has not such influence as in Italy cause of its own nature protection system focused on national parks and protected landscapes (Daugstad (Jones & Stenseke Eds.), 2011) [21]. Considering the Strategic Business Plan for the Kristiansand Region and the municipal plan ‘Kristiansand mot 2030’ the Urban Development Department of the ex-municipality of Kristiansand has been actively working to identify the development directions of the new Kristiansand. Among which, an ISOCARP5 Kristiansand young planning professionals’ workshop was held in cooperation with the ex-municipalities of Kristiansand, Songdal en and Sogne. Work on urban development and a common vision for the future of the new municipality, including the further development of a new regional plan, began before the official merger of the three municipalities.

Since 1996 (after the rejection on referendum the uniting), the federal states of Berlin and Brandenburg have jointly carried out territorial and regional planning within the framework of the Joint Spatial Planning Department. The State Development Plan Capital Region (LEP HR) of Berlin-Brandenburg entered into force on 1 July 2019 (Joint Regional Planning Department). The LEP HR is a consolidated regional planning document that based on the planning principles for the State Development Program 2007 (LEPro 2007), which entered into the force on 1 February 2008. LEP HR creates the basis for future spatial development in the region. In Berlin, urban development plans6 are governed by the application of the Building Code. In search of new ideas for development in 2019-2020, a competition was held for the development of the Berlin-Brandenburg metropolis and its vision in 2070, organized by the Berlin Association of Architects and Engineers.

6. Innovative approach of communications and creativity potential for planning and its value components

The new Regulatory Plan of the Commune of Rome was conceptually and methodologically divided into 4 cities as zoning system and approaches to regulate the city structure: historic city (città storica, it.), consolidated city (città consolidata, it.), city for renovation (città da ristrutturare, it.), city of transformation (città della trasformazione, it.). The plan also proposes the development of strategic zones in Rome as 5 strategic programming projects: river Tiber, Forum archaeological park - Appia Antica, Walls, Flaminio axis - Forum - Euro, Railway belt). The plan pursues a goal as valorisation of heritage urban structure, urban landscape. Can be consider as innovative creativity approach based on deep methodological analysis identifying the unique characteristics of the place. The main concepts for the metropolis Rome were identified within the framework of management strategies related to the ecological regional network, transport network, including the railway, metropolis centres as a polycentric model. Present different levels

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1 DECRETO LEGISLATIVO 22 gennaio 2004, n. 42 - Codice dei beni culturali e del paesaggio.
2 Piano Territoriale Paesistico Regionale.
3 Rome is the main city of Lazio Region.
4 di Roma, C. Piano Regolatore Generale di Roma, 2008.
5 International Society of City and Regional Planners.
6 The following urban development plans have been developed for Berlin: StEP Housing 2030, StEP Economics 2030, StEP Climate, StEP Movement, StEP Centers.
of communication though integrated transport and communication concepts ensuring equal access to infrastructure and knowledge by valorisation of existence structures.

In the Social part of the municipal plan for 2017–2030 (adopted by the Kristiansand City Council on September 20, 2017), the city is positioned as a creative city with ambitions, an attractive city of experiences, an inclusive metropolis, a green innovative city. It is also recognized that the energy of the city's inhabitants, the natural conditions of the city, culture and history are important for development. The city follows global challenges and trends such as climate change, demographic change, globalization, urbanization and digitalization. The land-use strategy is a compact city by the sea, 10 fundamental strategies for planning in general are identified. In managing the development of cities and regions, Norway began to focus in advance on the development of an innovative economy and an innovative industry, paying increased attention to the development of knowledge (research and education), capital and infrastructure, green development strategies, business and cultural sectors of the economy, while Norway is looking for different management mechanisms for a new stage of economic activation in cities and regions.

The main goal of the international competition Berlin-Brandenburg metropolis and its vision in 2070 is to develop and improve the existing polycentric structure, based on its strengths, features and characteristics. Berlin, with an outstanding transport network, a variety of centres, an above average housing and a relative lack of urban development in the suburbs, the metropolitan area has ideal preconditions for future development that need to be identified, maintained, developed and improved. As part of the technical brief or the competition, key development projects were proposed.

7. Research results
We can formulate basic model for managerial innovations and conceptual framework consisting of key managerial innovations and approaches for spatial development of the metropolises:
1) initiatives for and of spatial planning as well as innovative spatial planning tools (based on deep methodological analysis identifying the unique characteristics of the place) must be considered in interconnection. Presents the integrity and diversity approach.
2) regional characteristics, unique characteristics of the places and various scopes are the main basis for rethinking and interpretation of spatial development as a resource for creativity and unique approach. Serves for the diversity.
3) innovative approach of communications undervalued and represents the significant potential for further development. Presents the integrity approach.

8. Conclusion
The regional features will be a key factor in spatial development in Europe, including large cities, as well as the role of the unique strategic projects and individual urban policy, regarding infrastructures and knowledge. The innovation sector and projects (economy, technology and industry) are becoming a priority area. Innovative approach of communications represents the significant potential for further development. The role of local actors and spatial concepts is increasing the to achieve creative, ambitious, green and innovative, polycentric metropolises, which are the trends in the development of cities and territories in Europe based on potential on cultural diversity. Managerial innovations and conceptual approaches for spatial development of the metropolises have to be under constant review.

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