

Coronas Metropolitanas



Dealing with Imbalances in the Metropolitan Regions of Athens, Berlin-Brandenburg, Madrid, and Rome

Summary of the 2nd Project Component



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1 BACKGROUND

After a period of demographic and economic decline following the middle of the last century, large metropolitan agglomerations have shown immense economic growth within the last decade. This can be measured not only in money terms (such as GDP), but also in the increasing economically active population, total population, and newly founded companies etc. This growth is generally explained by globalisation and Europeanisation processes as well as an increasingly knowledge-driven economy. Highly qualified human capital as well as knowledge-intensive services/ industries have been attracted to metropolitan agglomerations, using location and agglomeration advantages as well as high standards of information and communication technologies in those regions.

The knowledge-based economy is characterised by different spatial logics, as economic networks and interactions are organised differently as compared to traditional industries. It can therefore be assumed that inner-, as well as interregional, relations and structures are changing as well. The sole condition for increasing strength and importance of knowledge-based economic activities is secured by modern information and communication technologies. Research has shown that those technologies are indeed the most important location factor for knowledge-based enterprises. The standards for those technologies in terms of quality and quantity are the highest in metropolitan centres. Additionally, other infrastructures, such as long distance travel facilities (fast trains, airports), public and private research and development activities as well as political decision makers are also cumulated in metropolitan agglomerations.

But the progressive development of metropolitan agglomerations can not only be explained by technical location factors. So called “soft location factors” are very influential as well. The chances of finding highly qualified employees are better in metropolitan regions, not only because of research and development facilities or other companies within the same or similar branch, but also because metropolitan environments seem to be attractive targets for the mobility of skilled labour. It seems to be the parallel existence of creative/innovative milieus, leisure facilities, a variety of different lifestyles, the density of economic activities that form a metropolitan “flair”, which attracts people and companies.

These processes have very differentiated influences on the inner-regional development and the structure of the metropolitan region. Even though knowledge intensive economic activities tend to cluster within metropolitan centres, other branches are driven to the outskirts of the metropolis or even towards the surrounding regions, as rents are rising in the centre. At the same time, regions that border the metropolis are converted into suburban areas, characterised by heavy daily commuter traffic into the metropolis. On the other hand, cities situated on the periphery of metropolitan centres are confronted by economic and demographic decline and development problems, such as population decrease and functional deficits as well as deficits in terms of their economy, infrastructure and city development.

In the context of our project, three metropolitan zones that together form the metropolitan region were differentiated:

1. *The metropolitan centre* is the metropolis itself and is administratively defined by its city limits.
2. *The first metropolitan ring* is defined by those municipalities that are strongly connected with the metropolis. Characteristically they are suburban areas as they absorb inhabitants from the metropolis that either can not afford rising rents or seek better living standards. Due to the strong interrelation of the suburban areas with the metropolis this zone is characterised by a huge part of commuting employees between these two zones.

Municipalities within the first metropolitan ring increasingly develop their own economic profile, because rising numbers of inhabitants call for an adequate supply of civil services, retail, public infrastructures etc. With suburbanisation, a circle of urban development has been initiated that leads to further economic strengthening, as new companies are also at-

tracted towards suburban areas, because they find a new market, they are also forced to leave the metropolis to find an adequate labour market etc.

3. *The second metropolitan ring* is less directly connected economically with the metropolis. However, it is still affected by the metropolitan centre. There are two different theoretical considerations on what this connection might look like: (a) Due to the rapid demographic growth as well as increasing economic standing, the first (suburban) ring becomes increasingly dense. It takes on growing urban characteristics which might lead to a shift of the suburbanisation activities towards those municipalities further away from the metropolis. (b) The municipalities of the second metropolitan ring are less favoured in regard to the equipment with location factors. The distance to better equipped locations in the metropolitan centre is too great, so that it is difficult for these municipalities to attract new companies. Due to economic structural changes, these municipalities might even be characterised by decreasing economic activities and population.

As these developments can be amplified by the attractiveness of the metropolis and first metropolitan ring, municipalities of the second ring still belong to the metropolitan region, as they are (a) interlinked with the other two zones of the metropolitan region and/or (b) their socio-economic “decline” is initiated and influenced by the strong metropolitan development.

The large European metropolis and their neighbouring territories therefore present a complex configuration in which tensions and imbalances are outstandingly significant in centre-peripheral relations. These imbalances might be explained by the uneven distribution of development potentials, such as *Market Potentials*, *Location Potentials*, and *Agglomeration Potentials*. The uneven distribution of the aforementioned three potentials leads to unbalanced development processes within the metropolitan region, which might even enhance disparities within the region. Although the first and second metropolitan ring are partially equipped with totally different potentials from the metropolis, the progress of each of the metropolitan zones is interlinked or even depends on the performance of the metropolis.

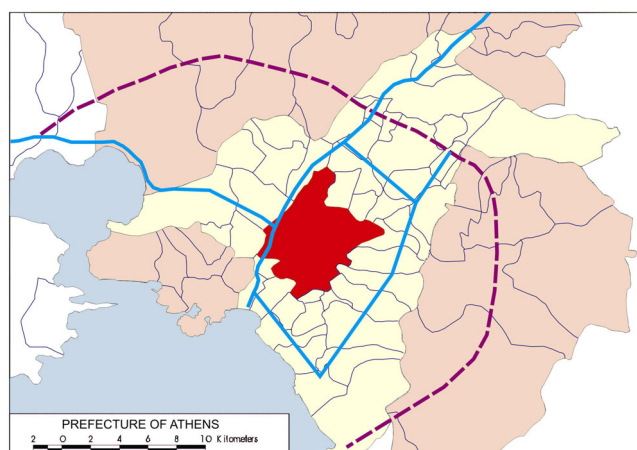
This report’s goal is to describe the development of each of the four participating metropolitan regions in order to (a) outline the unbalanced regional development of each of the four metropolitan regions and (b) highlight characterising potentials of each metropolitan zone (metropolis, 1st ring, 2nd ring). Based on these results, a first range of possible solutions for rebalancing strategies within each of the four metropolitan regions will be offered.

This chapter presents a summary of the first central step in the course of the Coronas Metropolitanas project. You can find the detailed report on the webpages www.coronasmetropolitanas.org; www.irs-net.de/coronas or may contact any of the project partners for details.

1 SPATIAL DELIMITATION OF THE FOUR METROPOLITAN REGIONS

Athens

The Metropolitan Region of Athens is an agglomeration with the City of Athens as its centre.



3.7 million Inhabitants live within the region, of which only 0.75 million (20%) live in the City of Athens and the rest in the surrounding area. The metropolitan region covers approximately 3000 km². The definition of the three metropolitan zones for the Coronas Metropolitanas Project is based on administrative, legal and geographic criteria.

The **metropolitan core** is the City of Athens, which is geographically located

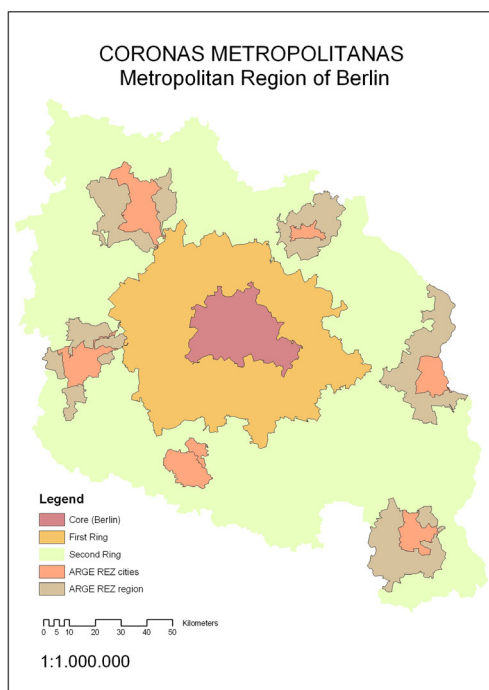
in the central area of the Attica basin, with a total area of 38.964 km². The City of Athens belongs to the Prefecture of Athens together with the 47 suburbs that lie in its surrounded periphery.

The **first metropolitan ring** is made up of 47 suburbs surrounding the City of Athens lying within the Attica basin, with total area of 322.755 km². The suburbs also belong to the Prefecture of Athens.

63 municipalities with an area of 2,567.417 km², surrounding the basin of Attica constitute the **second metropolitan ring**. The main connection of the second ring area with the first ring and the core is the Attica road (Attiki odos).

Berlin-Brandenburg

The metropolitan region of Berlin-Brandenburg as defined for this project consists of the city of Berlin and parts of the federal state of Brandenburg surrounding the metropolis. Almost 6 million inhabitants live in both federal states (Berlin administratively accounts for a federal state in itself). There is a political but not an administrative definition of the two areas in Brandenburg, surrounding Berlin like rings of municipalities: the immediate catchment area and the outer development area. Thus the Coronas Metropolitanas analysis defines Berlin as the **core** (892 km²; 3.4 million inhabitants) and the immediate catchment area as the **first ring** (4456 km²; nearly 1 million inhabitants) of the metropolitan region. The **second ring** consists of those counties that border at the first metropolitan ring, leaving out 4 remote Brandenburg counties. (16,734 km²; 1.1 million inhabitants).



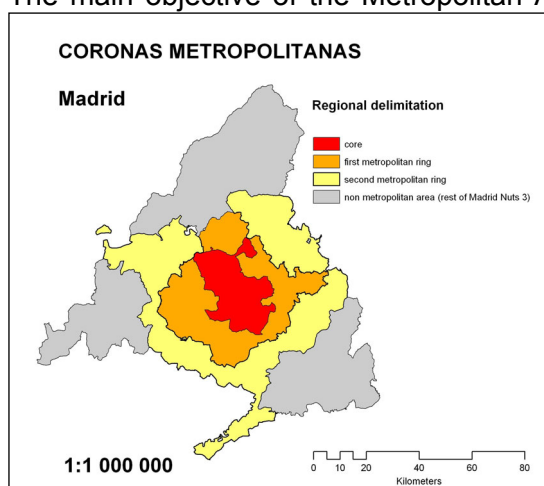
On the map, the regional delimitation of core, first and second ring is apparent; furthermore 7 cities with 6 city regions are highlighted. These are the cities of the inter-municipal working group of regional development centres, called ARGE REZ,

and will be chosen as the study area for further research.

Madrid

The main objective of the Metropolitan Areas of Madrid project is to understand the global logic of the territory. This metropolitan area has an unfinished shape and its limits are very difficult to define because it keeps on growing towards other zones. The study area does not currently correspond to any administrative territory; the delimitation used here includes municipalities that are inserted in metropolitan processes. The traditional division was between two big areas: the **core** and the **metropolitan Ring**. But, since a group of municipalities has been subject to strong demographic and town-planning pressures because of its proximity to the Core and the First Metropolitan Ring and will be included as the **Second Metropolitan Ring**. This area has the same metropolitan logic as the Core and

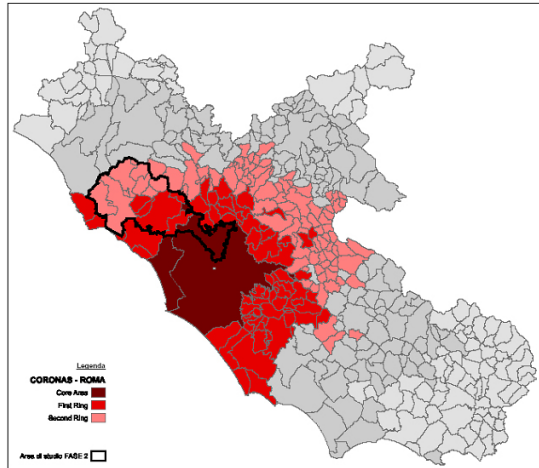
the First ring.



The characteristics of the development of the metropolitan area is a demographic decentralization that relies on a expansive urbanization based on a massive housing construction occupied by people that do not originally live in that area. This is consequence other areas growing and expelling population.

Rome

The Italian project partner Lazio Region and Bic Lazio have delimited the metropolitan area



by applying a statistical cluster analysis method, examining 7 statistical indicators, of which some are sub-articulated, for a total of 12 criteria which are mainly, but not exclusively, transport-related (the 12 criteria included: town density, rail density, road density level 1 - 4, trips towards Rome, workers in the agricultural sector, accessibility to Rome – public and private transport, migratory balance, and increase in the number of vehicles)

Based on the results, the **core** area is represented by the city of Rome and the neighbouring town of Fiumicino, which has very strong functional relations with the capital city (airport, motorway, physical contiguity). On the contrary, the **first ring** is represented by the towns bordering

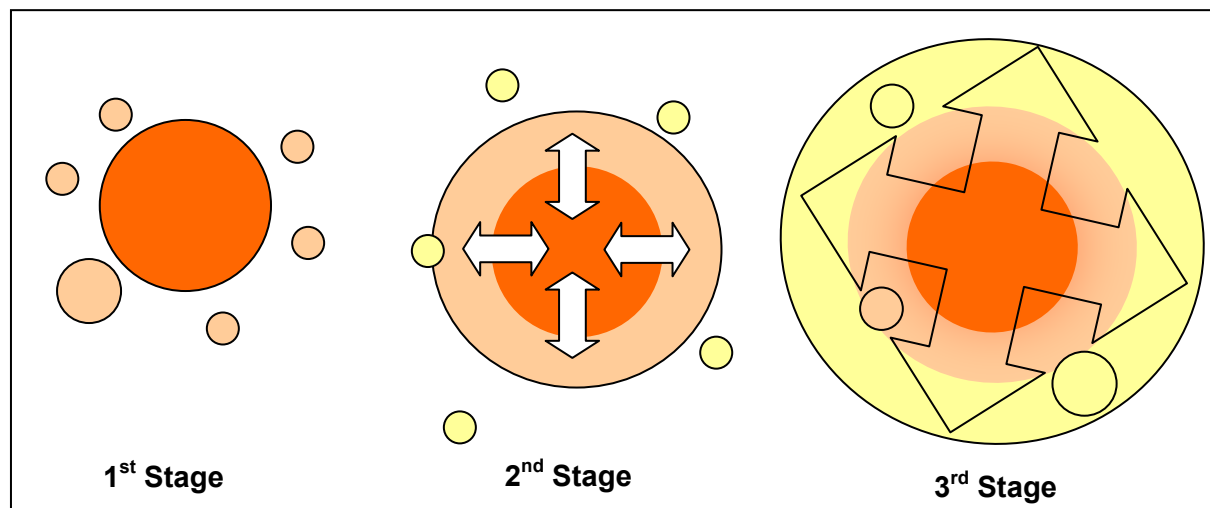
on the core area, featuring infrastructural continuity by means of the main access roads into the city. The **second ring** of the metropolitan area comprises the towns surrounding the first ring, where the infrastructure generates spheres of gravity (growth and commuting). These areas are situated in the north-western sector (Aurelia – Cassia gravitation) and the eastern sector (Tiburtina, Autostrada A24 gravitation). Based on the results of the cluster analysis, it can be seen that the southern sector features no “second belt”, because the main Pontina and Aurelia roads enable strong relations with the directly neighbouring areas (Castelli romani, Pomezia), beyond which there is a predominantly rural environment (the Agro romano).

2 DYNAMICS AND PROBLEMS IN METROPOLITAN REGIONS

To a certain extent, all four participating metropolitan region have shown similar development cycles, although at different times and with differing outcome. However, despite the different location as well as cultural and economic frameworks in the study regions, the settlement structure nowadays found in metropolitan regions might be described as the outcome of three stages of metropolitan development. Initially, the socio-economic development was focused on the metropolis. Smaller municipalities existed surrounding the metropolis, but with only limited ties to the metropolis itself (1st stage). Starting with a growing metropolis, surrounding single municipalities increasingly offered land for residential usage (either for large development projects or single housing). Those municipalities became “dormitory towns” with inhabitants working in the metropolitan core. After residential suburbanisation, other urban functions such as public services, infrastructures, medical facilities, schools, kinder gardens, areas for leisure activities, shopping facilities etc. followed as well. Municipalities formerly situated too far away from the metropolis to be effected by the metropolitan growth (second ring) came into the range of influences (2nd stage) as well. However, urban growth did not disperse equally from the metropolis into the surrounding region, but rather focused on a few peripheral centres or developed along so called development axes (a good example would be the metropolitan region of Rome). Therefore a kind of polycentric structure developed within the metropolitan region. At the same time, the first ring increasingly takes on rather metropolitan features whereas the second ring is undergoing similar developments to the first ring but later in time. Athens seems to be a good example of this stage. In contrast to this, the metropolitan region Berlin-Brandenburg seems to have had reached the 3rd stage

already, however after the second world war, the division of Germany, unification and political and economic structural change, the region seems to have been pushed back towards the second stage with heavy catch-up-suburbanisation in the first ring and economic stagnation and even backdrop in the centres of the second ring.

Figure 1: Stages of Metropolitan Development



Along these rather general development dynamics that are similar within the four participating metropolitan regions, some specific problem complexes have been built up. For instance, Athens has faced two heavy growth cycles, but a canalising and leading masterplan to direct the settlement growth had been missing. Each community and municipality acted quite autonomous, which is why infrastructures are only badly connected between different administrative areas. Therefore, developing and modernising traffic axes as well as public transportation and directing growth by assigning specific functional areas for recreation, industries and residential areas will be the main challenge for regional development policies in Athens. Similar to Athens, the metropolitan region of Madrid faces enormous mobility bottlenecks as well. Due to heavy suburbanisation the development of mono-functional areas has been supported: sleeping towns and singular business centres in first ring lead to heavy traffic especially in rush hours, because of lacking efficient public transportation and sufficient traffic infrastructures. Whereas the metropolitan regions of Athens and Madrid seem to have comparable dynamics (though to different quantitative as well as qualitative extents), Rome and Berlin-Brandenburg show some similarities as well. Following heavy growth dynamics, both metropolitan centres today show some stagnation in respect to demographic and economic development. Migration rates have decreased and it is particularly the first metropolitan ring profiting from metropolitan development dynamics. At the same time, both regions face the task to ensure the connection and accessibility to infrastructures and knowledge (one of the main ESDP-goals) for the second ring in order to support spillover-effects towards this metropolitan zone.

Based on a potential-oriented analysis in the metropolitan regions of Athens, Berlin-Brandenburg, Madrid and Rome, more detailed results for problem-solution approaches have been developed. As these are quite region-specific, these more general considerations should do at this stage. For research methodology as well as detailed results, please see the full report on the project's websites or contact any of the project partners.

3 INSTITUTIONAL FRAMEWORKS

Even though the general challenges and problems within the metropolitan regions are comparable to a certain extent, the institutional frameworks and settings that deal with spatial/regional planning in each of the metropolitan region differ quite clearly. The approaches cover a spectrum from temporary project-related networks to quite stable and institutionalised settings. As each of these frameworks includes instruments and approaches that might

be transferable to other European regions, the main features of metropolitan development and planning as observed in the metropolitan regions of Athens, Berlin-Brandenburg, Madrid, and Rome shall be introduced here.

Greek spatial planning is organised in a quite hierarchical and formal way, the Prefecture of Athens was introduced in 1994. The prefecture includes 44 municipalities and 4 communities. A participation of private or other actors of the civil society is only practised on a self-initiated or project-related basis. Although the metropolitan region of Athens is the most important growth pole in Greece, instruments and central visions for the cooperation between municipalities within the Prefecture are missing. In 1983, the municipalities and communities were asked to design some kind of land utilisation plans and coordinated regional development planning was slowly built up. Following this initiative, the *Regulatory Plan and Programme of Environment Protection in G.A.A.*¹ as well as the *Regulatory Urban Plan* were passed to set up development zones and -axes in 1985. The Prefecture of Athens gained additional fields of competences because of a local government reform and a newly organised administration. The prefect together with the council from now on was able to come to decisions independently from the state government as well as was allowed to initiate and implement specific actions. However, as the communities remain to act quite autonomously, decisions of the prefecture need to be institutionalised by contracts and arrangements between communities and prefecture. Therefore, the implementation of actions is sometimes hampered by disagreements and long lasting negotiations between the different administrative bodies.

As the political system in Germany is characterised by federal principles, legal responsibilities are divided between the German government, state governments and municipalities. This is true for spatial and regional planning as well. The German Government has developed two principles for regional planning called "*Bundesraumordnungsgesetz*" (Spatial Planning Act) and "*Raumordnungspolitische Orientierungsrahmen*" (Spatial Planning Policy Guidelines). The "*Raumordnungspolitische Orientierungsrahmen*" offers general spatial features and principles for a spatial structure to be followed in Germany. These guidelines are not legally binding, but form the foundation for spatial planning in the federal states. The "*Bundesraumordnungsgesetz*" lays down regulations for developing land use programmes and plans in the German federal states and defines the tasks of the German government in this context (mostly monitoring spatial processes). Spatial planning in the federal states is based on the legal regulations of the German government and finds its concepts in Federal State Level Spatial Planning and Regional Planning. These plans are institutionalised in regional plans ("*Regionalpläne*"), regional spatial land management and development concepts, and regional planning procedures. The most binding and precise planning instruments are held by the municipalities themselves. Using a variety of instruments, the Preparatory land-use Plan ("*Flächennutzungsplan*") and the legally binding Local Development Plan ("*Bebauungsplan*") are the most important ones. In 1996, the Joint Planning Department was founded for the metropolitan region of Berlin-Brandenburg with the goal to adjust planning activities between Berlin and the Federal State of Brandenburg. Even though it seems that there are numerous competencies within the department, its power is quite limited as it is only able to act after the municipalities and two federal states have finished their individual decision-making and coordination routines concerning spatial development. The major outputs of the Joint Planning Department are harmonised development plans. Most importantly, these plans fix the spaces reserved for industrial and manufacturing areas and therefore try to limit urban sprawl. Moreover, the plans also show the areas that should be left clear of any kind of settlement usage. For a metropolitan region this might be of uttermost importance to ensure areas for recreation closely situated to the densely populated metropolitan centre. Another important achievement so far in the Berlin-Brandenburg metropolitan region is the organisation of the regional railway system. The orientation of the network was supposed to focus spatial processes on certain development centres.

¹ Greater Athens Area

Spain has a territorial organisation based on three spatial and regional levels: Autonomous Communities, provinces and municipalities. The three territorial entities manage their own interests independently: The Autonomous Communities are territorial and administrative entities around which the provinces and, in turn, the municipalities are grouped. The Autonomous Communities have a wide range of responsibilities, such as the independence to decide on modifications involving municipal districts included within their territory; organising the territory, urbanism and housing; carrying out public works on their own territory, constructing railways, roads and other roadways and means of transport whose itinerary falls exclusively within the Autonomous Community's territory. Provinces coordinate municipal services, provide legal, economic and technical assistance and cooperation for municipalities and promote and administer the province's own interests. Among the responsibilities attributed to the municipalities are supplying water, drainage and waste water purification, public sewer system, cleaning services, sanitary services, among others. The Spanish constitution offers the possibility of creating territorial entities from the grouping of municipalities and which can be different from those of provinces. There are various forms of grouping present at the moment: macro-community, Borough and Metropolitan Areas. Boroughs are defined by Local law as a group of municipalities which have some common characteristics making it necessary for them to manage themselves requiring services to be provided in this field. The Autonomous Communities decide on its configuration and its responsibility framework. On the other hand, macro-communities are local entities made up of a voluntary association of municipalities in order to execute determined works and services in common. As opposed to boroughs, the macro-community is characterised by its finality and voluntary nature, compared with the borough which can be imposed by the Autonomous Communities along with the organisation responsibilities fixed by autonomous law. Finally there are Metropolitan Areas, which have been defined as local entities made up of a municipality with large urban agglomerations among whose population nuclei there are economic and social links which make it necessary for joint administration and coordination in determined work and services. Local Law establishes, in article 4.2, that Autonomous Communities will be in charge of creating them by law, fixing their competences, their administration organs, the economic and operating regime and the metropolitan services and works. This form of local supramunicipal entity has barely been developed in Spain.

Regional planning in Italy differentiates between four levels: state, regional, provincial, and municipal level. Within the framework of the reforming process affecting the administrative competences, the State has maintained some important functions in matters regarding economic-planning and management of priority infrastructures and territorial areas at a national level, such as the definition of necessary levels of the activities regarding civil and social rights to be ensured over the entire national territory, environment (ecosystem and cultural assets protection), and implementation of national interest public works. Territorial planning is one of the major institutional competences of the Regions. It involves territorial, urban and landscape planning activities. Regional planning instruments are: the Regional Territorial Plan and its studies, the Operative Territorial Projects, and the Landscape Plans. Regions develop planning instruments for the development of their territory, autonomously (regional planning) or together with the State (negotiated planning). The Italian regions are divided into provinces, which -as intermediate local bodies between regions and municipalities- collect and coordinate proposals made by municipalities, pursuing objectives in the matter of economic, territorial and environment planning to be achieved at an over-municipal level. With the aim of developing their territory, each municipality elaborates town plans and programs, such as the Master Plans (PRG), to be approved by the Region, the body in charge of the territory. In some areas of the country, relations between different neighbouring municipalities not necessarily belonging to the same province, continuity of urbanisation, and particular environmental features require higher level government instruments. The Law 142/1990 and the legislative decree 267/2000 introduced the concept of the Metropolitan Area. The Law identified twelve cities; each city had to delimit the territory of its metropolitan area. Moreover, the law establishes the Metropolitan City as the government body of the metropolitan area, which includes tasks such as territorial planning of the metropolitan area; road condi-

tions, traffic and transports, protection and promotion of cultural assets and environment, soil protection, hydro-geologic protection, water resources protection and promotion, waste disposal, collection and distribution of waters and energy sources; economic growth services and big distribution; services in sectors such as public health, education, vocational training and other urban services at a metropolitan level. Established at the end of 1998, the Metropolitan Conference came to a standstill because lacking agreements between its administrations. The Municipality of Rome has recently re-launched the process to establish the Metropolitan City by adopting a resolution on the issue of the metropolitan area delimitation. Discussions are still progressing and 25 out of 119 municipalities from the hinterland resolved to give their formal endorsement, while others are expected to do the same.

Each of the here described regions has tried to establish planning frameworks and instruments, but none has proven to be outstandingly successful so far. However, there are some important success-factors that help to discuss the range of possible rebalancing strategies in metropolitan regions:

4 RANGE OF POSSIBLE SOLUTIONS FOR RE-BALANCING METROPOLITAN REGIONS

Challenges for Regional Development Policies in Metropolitan Regions

Based on technological changes, the economic structural change from an industrial to a service-based economy, altering organisational forms of companies and shifting location demands, *the economic growth and competitiveness logic has changed*: In this context, regions rather than single cities have to face international competition. Therefore, metropolitan regional policies might focus on creating more “competitive cities”, “knowledge-based economies”, or “entrepreneurial urban regions”. Such policy strategies require regional co-operation, co-ordination and marketing, and to a much lesser extent regional government and planning. “Competition among local municipalities [...] is increasingly viewed by some observers as counter-productive; as a “zero-sum” game. In this case, the call for metropolitan reform is driven by an economic ideology that stresses the need for encouraging growth and maintaining competitive “advantage” (Bourne 1999: 7).

The metropolitan urban environment stretches over a large region that usually falls into different jurisdictions (other cities, federal states, provinces, regions etc.). This is accompanied by different structural dynamics and qualitatively different kinds of administrative systems. Such regions tend to be vast in geographical size, physically dispersed and massively complex in their internal economic structures, institutional networks, and social landscapes. Together with the changing global economic environment this leads to the importance of regions rather than nations or single cities as action fields in the economy. Therefore, *the role or even the “legitimacy” of governments is questioned at different levels*. The tension between regionalisation and globalisation processes leads to new forms of governance that involve a variety of regional actors. However, often those forms lack the financial and political background to plan and carry out regional development strategies satisfactorily.

Last but not least, metropolises have always been cities with a huge cultural and social diversity. Even though suburbanisation is usually a filtered process, segmentation and fragmentation can also be observed in the first and second ring municipalities. The imprint of the baby-boom and baby-bust, of smaller household sizes and more varied choices of living arrangements, and of higher divorce rates and alternative life styles, are evident in almost all neighbourhoods. Urban populations are also aging. This goes along with increasing polarisation and social diversity reflecting a wide variety of social statuses, life styles and ethnic groups and *a transformation of the society* of those municipalities under the influence of metropolitan development.

Institutional Settings – Lessons Learned

The German and Spanish example show that a lacking formulation of shared goals and visions might lead to a missing internal marketing that works as an inner-regional bound. As long as regional public and private actors do not identify themselves with the metropolitan

region, local interests will continue to dominate the focus of central decision makers within the metropolitan region. The Spanish model for planning in metropolitan region quite clearly shows the importance of a central institution that is not only equipped with competencies but also supported by political and financial legitimacy. With the development agency ARPEGIO the region has an independent authority with financing capacity that “could buy land, prepare it for development (Infrastructure, utilities, etc.), and develop/codevelop it” (Neumann, Gavinha 2005: 1005). Planning and implementation is united in one authority, which has proven to be quite successful. The Berlin-Brandenburg metropolitan region very recently implemented a vision-building process as a starting point for a reform of the joint development plans. Representatives of both federal states and decision makers in different policy fields, scientists, and private actors worked on the formulation of the general vision for the metropolitan region². As this is a very recent approach, it is not possible to estimate the success of the newly formulated vision. However, it is a very important step towards the perception of the metropolitan region as a whole as well as the motivation of local actors to place their decisions within the context of the metropolitan region.

Compared to the southern European metropolitan regions, the institutionalisation of regional planning across the limits of municipalities in the Berlin-Brandenburg metropolitan region in form of the Joint Planning Division is a unique example institutionalised coordinated regional planning. Especially in regard to coordination between different planning levels a joint planning division has proven to be of importance. One of the major outputs of the Joint Planning Division were regional development plans. These were initially developed with a long-term horizon. However, as the socio-economic circumstances changed very rapidly within the region, these plans and their respective instruments could not react in a flexible way to the changes. Therefore, it is the goal of the newly initiated planning process to develop plans that are less restrictive and should open up development corridors.

Both, the Greek and Italian example have shown the hampering effect of administrative aspects. The need to fix every decision with formal contracts and agreements between the municipalities as well as multi-level administrative hamper a flexible and speedy implementation of actions. The absent participation of non-administrative actors in the Athens-example might also lead to a lacking public sensitisation for the need of regional development planning. Furthermore, planning activities might also miss to fit the needs and expectations of the regions without exchange mechanisms between the public and private sector.

Central Columns of Regional Development Policies

Finally, the question arises of what should be the basic components for rebalancing regional development policies in metropolitan regions. Even though the model needs to be adjusted to each cultural environment as well as national planning logics, there seem to be a few transferable thematic foci on which regional planning should be concentrated:

1. *Traffic and Communication Infrastructures*: Telecommunication and traffic infrastructure form the basic condition for regionalisation and socio-economic integration processes based on regional division of labour. However, due to the high costs of such infrastructures an area-wide qualitatively uniform provision is not possible. Therefore there is a need to develop instruments to coordinate infrastructural developments in the metropolitan region in order to prevent metropolitan peripheries from falling behind.
2. *Education and Research Infrastructures*: Cooperation structures in research and development influence the regional ability to undertake innovations as well as the regional labour market potential as such structures not only attract but also qualify the labour force. To prevent a qualification divide within the metropolitan region and to promote knowledge-based developments outside the metropolis, it is of outstanding importance to support linking and networking among public and private education as well as research and development institutions and the local economy throughout the region. This not only supports regional knowledge spillovers, but also increases the national and international

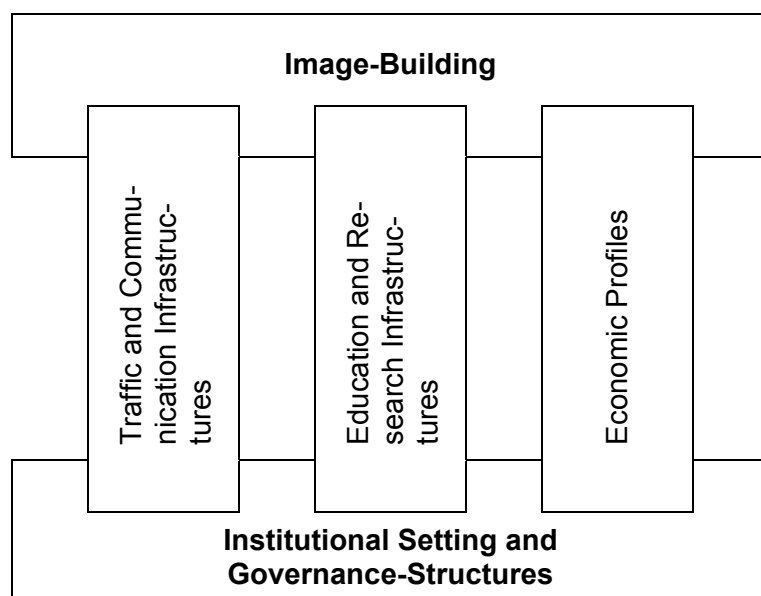
² see http://www.mir.brandenburg.de/cms/media.php/lbm1.a.3772.de/Leitbild_englisch.pdf

competitiveness of the metropolitan region as a whole in a global knowledge based economy.

3. *Economic Profiles*: The analyses of the metropolitan regions above have indicated an increasing economic standing with certain concentrations in centres in the first and second ring. It is necessary to promote those centres to strengthen the local labour market. This might not only reduce commuting towards the metropolis but also enable functional decentralisation that prevents over-agglomeration and congestion.

In addition to these three quite clearly definable action fields for metropolitan regions, two comprehensive brackets can be identified that increase efficient inner-regional coordination: (1) regional image-building and (2) institutional setting and governance structures (compare Figure 2).

Figure 2: Framework for Re-Balancing Policies



As part of the process of reforming metropolitan governance (rather than numerous fragmented –often competing– local government structures), there is a clear need to encourage a broader "sense-of-region", to stimulate regional thinking and to create a sense of regional responsibility, in order to compensate for the limiting effects of local self-interest (Bourne 1999: 28). Only if regional protagonists identify themselves with the region as a whole and develop a common sense of the regional rather than local challenges will it be possible to support spillover effects or externalities that are generated through public action, to influence the operation of the property market or to protect inner-regional environmental potentials.

Furthermore, local and regional governments have become increasingly important for developing solutions to the dramatic economic changes in the core city, the accelerating economic decline in some peripheral areas of the region and the obstacles of economic networking in an enlarged Europe. In the context of the current regional challenges, it has to be recognised, that all regions, especially metropolitan regions, are faced with a more or less borderless EU, which imposes more political tasks and competencies on the regional political level. Owing to globalisation and European integration, trade barriers have been eliminated step by step. Furthermore, European integration, among other things, implies the harmonisation of social, fiscal and regional development instruments.

At this point, only a variety of rebalancing strategies for metropolitan regions can be opened up. For each of the described action fields here, instruments have to be developed in order to describe realisable strategies. The aim of the Coronas Metropolitanas project is to give an exemplary outline of such instruments for selected action fields (See following Chapters).

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