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Coronas Metropolitanas Project

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☐☐☐ INTRODUCTION

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 number of the economically active population, total population, and newly founded enterprises 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 towards metropolitan agglomerations, using location and agglomeration advantages as well as high standards of information and communication technologies in those regions.

These processes have very differentiated influences on the innerregional development and 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 at the metropolis, are converted into suburban areas, characterised by heavy daily commuter traffic into the metropolis. On the other hand, cities situated rather peripheral to metropolitan centres are confronted by processes of decline and development problems, such as population decrease and functional deficits as well as deficits in respect to their economy, infrastructure and city development.

In this context, the **Consortium for the Northwest Area of the Community of Madrid** has been heading up a Project since December of 2003 called **INTERREG III C (ERDF) –Coronas Metropolitanas-** in which other European organizations and institutions are participating: **BIC Lazio** - Business Innovation Centre- (Rome), the Regional Office for Mobility and Transportation for the **Lazio Region** (Rome), the **Institute for Regional Development and Structural Planning** (Berlin) and the **Prefecture of Athens**.

The project has the purpose of searching re-balancing solutions for problems related to:

- 1) The congestion of metropolitan areas,
- 2) the loss of business and employment opportunities for populations located within our metropolitan area, and
- 3) wasted use of local resources as opposed to resources provided by the City of Madrid –and the promise of build sustainable solutions over time-

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ATHENS

Territorial analysis and pilot intervention in the Prefecture of Athens

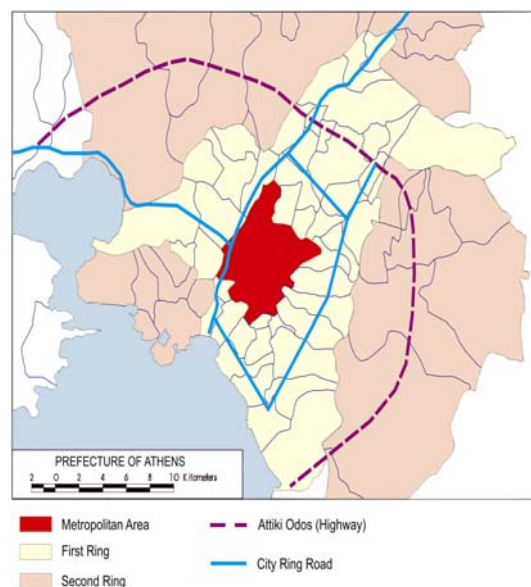
The Metropolitan Region of Athens is an agglomeration having the City of Athens as its centre. Within the region live 3,7 million inhabitants, from whose only 0,75 million (20%) reside in the City of Athens and the rest in the surrounding area. The metropolitan region has a dimension of approximately 3000 km².

The definition of the three metropolitan zones within the framework of the **Component 2** of the **Coronas Metropolitanas Project**, based on administrative, legal and geographic criteria resulted in the spatial delimitation of the Athens region into the following three territories (rings), also illustrated in the figure below:

1. The **metropolitan core**, which is the City of Athens, geographically cited in the central area of the Attica basin, with a total area of 38,964 km² and population 745.514 inhabitants. It is administered by the Prefecture of Athens. Naturally, most of the

economic functions as well as most infrastructures (roads, railroads, communication infrastructures, and research and development institutions) are concentrated in the metropolitan centre.

2. The **first metropolitan ring**, constituted by the 47 suburbs that surround the City of Athens and lie within the Attica basin, which also belong to the Prefecture of Athens. The first ring has a total area of 322,755 km² and a population of 1.919.417 inhabitants and it is mainly connected to the metropolitan core by the Athens ring road.
3. The **second metropolitan ring**, mainly formed by the Piraeus city greater area and the areas of West and Eastern Attica that surround the basin of Attica, which includes 63 municipalities with a total population of 1.021.595 inhabitants and an area of 2.567,417 km². Its main connection with the first ring and the core is the Attica road (Attiki odos).



The analysis conducted in order to assess the regional imbalances in the development of the Athens Metropolitan Area reached a

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series of interesting conclusions. According to these results the main findings are:

- Concerning the *demographic development*, potentials came out negative for the central metropolitan area, because of the decrease of its population in the last decade. On the other hand, the potentials are positive for both the metropolitan rings and especially the second ring, which's intensive population growth is mainly attributed to high birth rates.
- In Athens there's a high number of *Research and Development* structures (11 universities and 20 other institutions) allocated in all three areas, which indicates enormous location potentials, especially for the second ring, even though the road density and the accessibility of road infrastructures decreases towards the outer metropolitan region.
- The highest *agglomeration potentials*, based on the population and the employment density are found in the metropolitan core, decreasing towards the first and then the second ring.
- Concerning the *environmental quality* of the Athens metropolitan area, it is, as expected, the lowest within the core compared to both rings, given the high urbanisation and the low share of green area in the city.
- Different aspects such as employment density, land use data and traffic problems highlight a *high labour mobility* towards the core area of Athens.

Based on the above findings, we can conclude in three main bottlenecks, suggested by the analysis of the metropolitan region of Athens:

- Traffic and Commuting Population, especially in the core and first ring

- Accessibility of the second metropolitan ring
- Environmental problems in the inner city.

The possible strategies for rebalancing the regional development with exploitation of the defined potentials of the region (high market and agglomeration potentials of the core and first ring, high environmental quality and living standards in the second ring, decentralized allocation of R & D institutions, stable migration etc) should be primarily orientated towards solving the commuting and transportation problems, assuring higher accessibility between the rings and the core and reducing the traffic congestion which would also help in managing the environmental problems of the core. Moreover, the rebalancing in the population and employment density could be achieved by strengthening the economic activities in the rings, using the high provisions of the universities and the R & D institutions. This would also lead in considerable reduction of the commuting traffic from the suburbs to the metropolitan centre.

In order to specifically define these strategies, research was conducted within the framework of Component 2 of the Project, to identify suitable practices, implemented in big European cities to work out transport and environmental problems. The sources used in the search of Good Practices were practically all sorts of documents such as Good Practice case studies, EU Projects Reports, relative books and articles etc. The initially gathered best practices were evaluated based on a list of specific criteria, which was formed on the basis of the applicability of these measures in the Athens Metropolitan Region, also regarding the EE Directive 96/61 concerning integrated pollution prevention and control (criteria for BAT evaluation). Through this approach, the following evaluation criteria were selected:

- The use of less hazardous substances
- The use of cleaner fuels

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- The furthering of recovery and recycling of substances generated and used in the process and of waste, where appropriate
- The use of low waste technology
- The consumption and nature of raw materials
- The energy efficiency
- Promotion of new ideas and methods
- Technological advances and changes in scientific knowledge and understanding
- The length of time needed to introduce the measures
- Easy implementation
- The promotion of public transport use
- Less car accidents
- Economic and social cost
- Protection of human rights as pedestrians, citizens or invalids accession and use

The best practices in the final list were then systematized into three basic categories / levels of action: **Administrational**, **Technical** and **Social** practices and they were presented in the form of a "best practice manual". All these practices cover a range of strategies, aiming to eliminate the imbalances between the three zones of the Athens region, focusing on the bottlenecks and problems defined in the analysis, and at the same time taking advantage of the city's potentials and infrastructures.

Concerning the actions within the trial phase of Component 3, the consortium of the municipalities in which the Pilot Actions will be implemented has been finalized and includes the following municipalities:

- Municipality of Argyroupoli
- Municipality of Nea Smyrni
- Municipality of Vrilissia
- Municipality of Melissa
- Municipality of Dafni
- Municipality of Tavros.

As Pilot Actions to be proposed and discussed with the involved parties for implementation, based on their

effectiveness and applicability in the Athens Metropolitan Region and more importantly in the above selected municipalities, we selected rebalancing measures among the proposed Best Practices in Component 2. The final selected practices for trial implementation include the organization of a publicity campaign to promote public transport use with special events concerning students and the trial implementation of a new parking system using modern mobile communication technology. The first one is basically an attempt to increase public awareness about the advantages of using public transport means and achieve a modal shift from private to public transport. The second practice introduces a more flexible and cost-efficient on-street parking management system.

We are currently in contact with the involved actors and the representatives of the 6 selected suburbs in order to define the details of the implementation of the pilot actions. The procedure is now getting to finalizing terms, therefore the measures will be under trial by the end of 2005.

ROME

Features and dynamics of the Roman metropolitan crown: the north-western sector

DESCRIPTION OF OBJECTIVES & ACTIVITIES

1. The specificity of Rome

The project is carried out in partnership by BIC Lazio and the Department of Transport of the regional government of Lazio. The aim of this partnership is to identify rebalancing strategies capable of successfully integrating mobility within the metropolitan area and local development opportunities. The interaction between

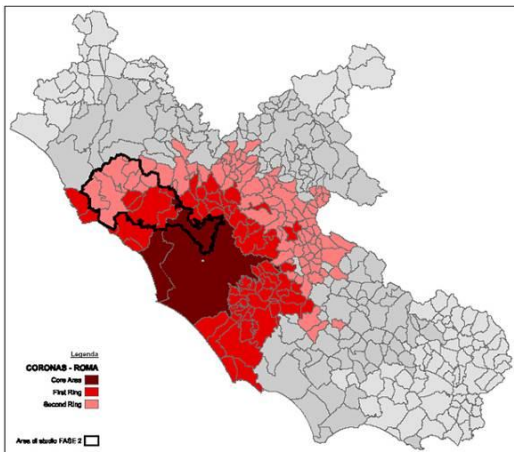
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mobility and support to the development of economically fragile areas in the metropolitan area is the starting point for assessing and building a balanced structure in certain sectors of the wider metropolitan area of Rome.

2. Description of the Rome metropolitan area

In 1990, the central government established 13 metropolitan areas, corresponding to urban systems with particular interests and specific problems, although the Rome metropolitan area was never established as an institutional entity. Scientifically, the structure of the metropolitan area has been investigated according to different methodologies, compared to which the “ring” arrangement – introduced by the project – constitutes an original approach.



3. Specific characteristics of the metropolitan area of Rome

The Rome metropolitan area, the core area of which is the Municipality of Rome proper, has a population of 2,750,000 and comprises a number of different land planning systems, featuring diversified and heterogeneous demographical and land planning dynamics. Some areas gravitate strongly towards the core area, while others

feature only tenuous ties with the metropolitan system and economic development problems.

4. Choice of the study area

Among the various local systems of the metropolitan area of Rome we have selected the area called “Tuscia Romana”, in the north-western sector, which is characterized by economic weakness despite its proximity to the urban area. The local authorities in this area have set up consortia among themselves in order to foster joint development strategies, to contrast economic decline and to efficiently exploit their environmental resources in a targeted manner. The regional government, in its capacity of economic planning institution, may develop forms of “communication and interaction” with this local system, by guiding the use of local resources and focusing projects along common lines of action.

5. Project methodology

The project methodology, in the case of the metropolitan area of Rome, comprises a survey phase (Component 2) and a trial phase (Component 3). Component 2 envisages the building of a model of the metropolitan area, highlighting the problems and opportunities of “typical areas”, based on the specific dynamics surveyed in the metropolitan area. This general survey is then compared with the functional models of the other metropolitan areas. Such a comparison is necessary to identify certain lines of action, with a view to rebalancing development within the metropolitan area. Subsequently, the specific dynamics of the study area are examined in detail to determine the most appropriate rebalancing strategies. These strategies are compared with the good practise case studies selected from among similar areas or strategies.

The trial phase envisages the application of certain integrated balance strategies of the study area, based on the optimization of accessibility to areas of great environmental

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importance and the improvement of the local economic fabric. This application provides for procedures of co-determination of the choices involving the local and regional stakeholders (Forums and Concertation Tables). The actions (pilot actions and twinnings) are then compared within the ambit of the partnership.

PROGRESS REPORT

1. On-site investigation

In Component 2 the work has been based on the identification of the different “rings” of the Rome area through the weighted interaction of data and indicators at regional level (cluster analysis). This survey has produced an original model of the metropolitan area based on gravitational ambits. Compared to this model a functional analysis has been made with a view to comparing the different metropolitan areas.

2. Determination of the problems of the metropolitan area

The analysis has also identified certain problems typical of the Rome area, determining its intensity and geographical identification compared to the outer “rings”. The structure of the metropolitan area of Rome is characterized by the large-scale concentration of activities of higher-level functions in the inner city area; densely inhabited (and primarily residential) conurbations along several radial axes leading into the city, the result of either urban planning or free-for-all development; heavy congestion of the transport infrastructures, due to commuterism; the historical absence of suitably balanced land planning policies and aimed at promoting mass transport systems.

3. Survey of the land management and re-balancing policies under way

The analysis also takes account of the planning at regional, provincial and municipal level, which has only recently started developing a metropolitan vision of the Rome area (zoning plan, regional transport plan, etc).

4. Identification of specific problems in the study area

Component 2 has identified several action lines based on the SWOT analysis, for the study area: the strategies envisaging interventions aimed at utilizing the environmental resources in a systemic manner.

5. Selection of good practises

The good practises selected further investigate two lines of investigation: the first is linked to local development: institutional convergence procedures (Patti Territoriali), designed to support fragile areas by integrating local governance, scientific research and businesses, sustainable development and land management; the second correlated to the improvement and integration, at local level, of public transport infrastructures.

6. Process of involvement of local stakeholders

The trial phase envisages a participation-based procedure to identify specific problems and proposals, comprising interviews with the local institutional and economic stakeholders, and a procedure of inter-institutional convergence along local action and development lines.

7. Building a re-balanced model for the study area

The survey procedure is aimed at building a model of functioning of the study area, in which the aspects of improvement of local resources, of support to the local economy and the functional specialization of the

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area, within the framework of the metropolitan system, tend to be integrated within a unitary system optimizing proximity to the urban area of Rome. The convergence procedure is aimed at establishing a synergy between the institutional stakeholders – at local and regional level – with a view to a joint management.

8. Awareness raising actions and promotion of the project by the regional government of Lazio

The regional government of Lazio and BIC Lazio have jointly promoted this project through a conference illustrating the activities under way, held at the headquarters of the regional government on 24 February 2005, and through a visit to the area concerned by the trial phase.

□ □ □ **MADRID**

Characterisation of the Northwest Crown of Madrid

There are several differences among the municipalities that comprise the Consortium for the Northwest Area of the Community of Madrid. On one hand, the differences can be expressed by the **population situation** of the municipalities involved in the consortium. City populations range from 7,000 inhabitants to 100,000, highlighting the demographic weight of Alcobendas and San Sebastián de los Reyes. On the other hand, there is **their territorial location**. The cities are part of a First Northern Corona (Alcobendas, Colmenar Viejo and San Sebastián de los Reyes), as well as a Second Western Corona (Algete) and Northern Corona (Collado Villalba and San Sebastián de los Reyes), which theoretically situates these communities in interrelated areas but with their decentralization processes in different phases. The demographic evolution of these cities is defined by their strong

demographic growth, due in part to the massive arrival of foreign immigrants in the past few years. This is followed by **population decentralization** (inter-city mobility between the coronas), evidenced by housing and urban development projects which at the same time act as a catalyst for the development of the **economic fabric** of these areas.

The **employment structure** is strongly centralized. The Central Territory possesses 55.6% of the population and 67.2% of the employment, although this trend is changing little by little toward greater territorial dispersion.

A process of change is taking place leading to **employment decentralization**, i.e. increased weight within the *Coronas Metropolitanas*, and a loss of weight in the Central Territory. Even so, there continues to be a dependence on the Central Territory, especially with respect to the First Corona. This process is developing progressively, even though everything seems to indicate that the process is accelerating at the same rate as the population.

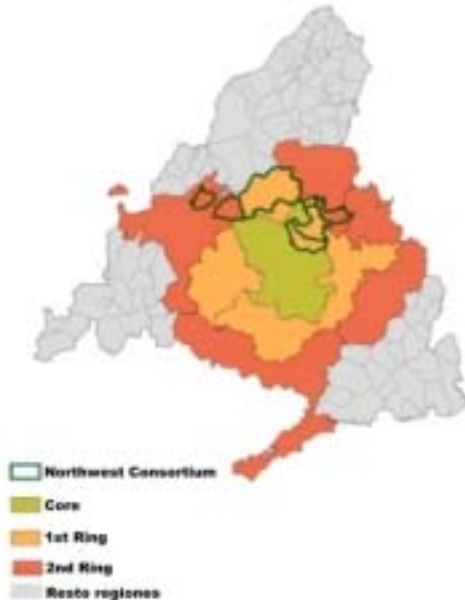
This decentralization is not homogeneous in all economic sectors nor across territorial boundaries. Employment growth significantly differs by sectors as well as an internal disparity among the cities that comprise the Consortium. The sector with the greatest growth is Advanced Services, 239.4%; while Industry ranks the least with 9.7%. Public Administration and Construction are two other sectors with growth rates above 100%.

At the same time there is **urban** or residential **decentralization** taking place, due in part to the price of housing, since accessibility costs into the residential market are less within the coronas. In these areas there is a special urban typology of lower prices per square meter. This residential decentralization leads the way to significant urban development and population growth. All the large metropolitan areas are growing,

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nevertheless, in relative terms, the areas showing more growth are in the Second *Corona Metropolitana* (94.2%).



Interesting to note is the low percentage of urban growth for Hoyo de Manzanares, in spite of its high rate of population growth. The explanation for this is deduced by the occupation of a large number of already existing secondary houses in the town. On the opposite end of the spectrum, new urban development projects in Colmenar Viejo and Algete can be observed.

Currently, the Metropolitan Region is experimenting a strong transformation of its city's economic structures and social composition. These changes are conditioned on a greater tertiarization and professionalization, with a strong emphasis on women. What we are seeing is a territorial **social differentiation and specialization** process. The division is particularly polarized in the category of professionals and businessmen in the Northern and Western areas, and in that of workers for the Southern and Eastern areas. As a consequence, except for Hoyo de Manzanares, it seems that in the territory of the Northern Consortium a generalised process of residential

specialization in these areas is not taking place.

The dynamics of metropolitan mobility

New cities and public spaces, with a progressive trend toward specialization and functionality, cause the **mobility** phenomena to be one of the fundamental territorial processes within the Metropolitan Region of Madrid. The direction of this mobility is staged by periphery-centre movement and vice versa. This dependency on the Central Territory is mainly linked to the labour market and the residential market alongside leisure and consumer activities. Transversal movement is increasing considerably, i.e. periphery-periphery movement that interconnects cities within the region.

The **labour mobility** system in the Metropolitan Region of Madrid is based on a distinct employment and residency localization structure. Between 60 and 70% of those living within the coronas work outside the city where they live.

The Metropolitan Region is still highly centralized around the City of Madrid. Due to the increase in transversal movement and the persistence of proximity criteria between residency and employment, areas arise that act as backbones for these links, configuring markets of a more regional or zonal environment. There is usually one or several cities that stand out among the rest that and operate as a large zonal nucleus and the general dynamism in the area surrounding them.

Residential mobility has become one of the main explicative elements of population and urban decentralization. This is conditioned essentially because of the residential localization factors. Madrid continues to be one of the basic destination points from other areas of the Community of Madrid, even though it continues to expel a large volume of the population toward the First and Second *Corona Metropolitana*.

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The Madrid Region tends toward a pluri-nucleus landscape where certain cities or groups of cities generate a large volume of employment and hand labour, business concentration centres and large leisure and service offers, etc.

The case in point is Alcobendas and San Sebastián de los Reyes. These cities form the structure and backbone for the Northern area of the Metropolitan Region. Algete and Collado Villalba also comprise a regional nuclei in their respective coronas, providing for the Second Western and Northern Corona, respectively, a large labour force attracting employees to their cities thanks to the greater business presence available. The de-localization of businesses influences the process of labour movement from Alcobendas to San Sebastián de los Reyes toward Algete, Colmenar Viejo, Collado Villalba and Hoyo de Manzanares. These are the cities with the greater labour endogamy where 60% of the people employed reside within the city itself.

In Colmenar Viejo, Collado Villalba and particularly in Hoyo de Manzanares, more than 60% of the new residents come from the Central Territory. The zonal dynamics and sub-markets are clearly seen in Collado Villalba both as population emitter and receptor to and from the surrounding cities as well as can be seen in Colmenar Viejo with Tres Cantos and Guadalix de la Sierra.

The Metropolitan development of the Community of Madrid is producing some **mobility-linked imbalances** that act as a brake in their development:

- *Territorial planning mechanisms* are almost exclusively at the municipal level. No official territorial planning model is available at the regional level. This causes a complex municipal reality where two types of users are combined: residents and temporal non-resident users. The population is constantly undergoing change through new urban and population development projects. This entails a redefinition of

the collective identity by Local Administrations.

- *Social structures* are changing and the leading characters of this social change in the metropolitan cities are the professionals, young people and women, which are leading the development of the area under study.

In order to improve this situation, a group of intervention strategies should be drafted to attempt to introduce other dynamics into the metropolitan reality. This is why it is important to progress toward a **more balanced metropolitan model**.

With this aim, the Northwest Consortium during the second semester of the 2005 proposes to form a **Inter-city Mobility Committee** where institutions related to the promotion of employment, infrastructures, transportation and the environment will be represented in addition to businesses and social and local organizations within the territory. This initiative has the purpose of drafting agreed proposals for action that favour the creation of an **integrated mobility management system**, from the principle of corresponsability and co-participation of all the players and agents involved.

 **BERLIN**

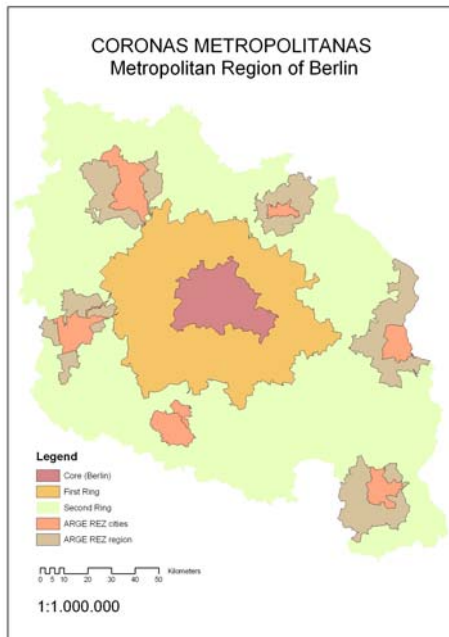
Coronas Metropolitanas in the Metropolitan Region of Berlin-Brandenburg

The metropolitan region of Berlin-Brandenburg consists of the city of Berlin and parts of the federal state of Brandenburg surrounding the metropolis. In both federal states (Berlin administratively accounts for an own federal state) live almost 6 million inhabitants. 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

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the Coronas Metropolitanas analysis defines Berlin as the core (892km²; 3,4mio. inhabitants) and the immediate catchment area as the first ring (4.456km²; nearly 1mio. 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. (16.734km²; 1,1mio. inhabitants).



Dynamics and Problems

Before the national socialist's dictatorship Berlin had become Germany's most important metropolis, unifying an international economic, cultural, and social standing. After the Second World War, the three western sectors of Berlin have become West-Berlin, an enclave in Eastern Germany associated with the Federal Republic of Germany. The eastern part of the city became the capital of the German Democratic Republic (GDR). The building of the Berlin wall in 1961 finally cut the last still existing social and economic ties between both parts of the city and the surrounding region. Therefore Berlin and Brandenburg did not undergo socio-economic developments typical for metropolitan regions:

- **Western Berlin** –being cut off the rest of Western Germany– was characterised by location weaknesses for economic development. In spite of special programmes to subsidise the city's economic performance, most of the formerly existing head office functions migrated to other western German metropolitan regions. The city's economic profile was hence untypical for metropolitan regions. Dominated by industrial production and supported by federal subsidies, the worldwide economic structural change did not affect the economic structure of West Berlin very much and business oriented services and more knowledge intensive industries were under-represented in the city.
- **East Berlin** was the political, economic, and cultural centre of eastern Germany. Head offices of the major industrial plants were located there and very well connected to other Eastern European socialist's countries. A huge part of the employees were employed by the federal and local government as well as in research and development. However, not being under the pressure of economic structural change, the economy did not develop a profile that was competitive under western European conditions.

Both, West and East Berlin were economically and administratively separated from their hinterland. For West Berlin, any links to Brandenburg had been impossible and functional sub-urbanisation typical for western cities elsewhere in this time were inhibited and most of infrastructures were adapted to this kind of an island status. East Berlin's sub-urbanisation, however, was politically unwanted and hampered by the economic and legal situation.

The fall of the wall in 1989 and the German reunification has brought together not only two parts of the city of Berlin, but also initiated new development processes in

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neighbouring regions. Based on quite optimistic population prognoses (some predictions forecasted 1 million additional inhabitants for the city alone until 2010) and the relocation of the German capital from Bonn to Berlin, assumptions on the economic development of the region have been quite optimistic. In fact, those hopes have been met not yet, because the restructuring of the city's economy takes longer than expected. West Berlin, used to receive federal subsidies, was confronted with the reduction of this compensation by 4 billion Euro between 1992 and 1994 and a decline of its old industrial basis. The economic situation in East Berlin has been even more problematic, as a complete new economic system was adopted. For instance, in this restructuring process 57% of manufacturing jobs were lost in Berlin as a whole between 1990 and 1994, in East Berlin this amount runs up to 80%. The federal state of Brandenburg faces similar difficulties as large parts of state-imposed industrial structure collapsed and jobs in farming, mining and industries were cut. The economic development of the metropolitan region is dominated by the opening of branch offices, distribution centres, and financially weak small and medium sized enterprises and misses driving forces in growth sectors, service, marketing, as well as research and development. In spite of a few positive and unique economic developments in Berlin, the metropolis is still not able to push and stabilise the progress of the whole region.

Therefore, immigration rates have not been as high as expected. However, the Brandenburg region has experienced new development pressures due to sub-urbanisation from Berlin. Besides erecting new residential areas in municipalities close to the city borders of Berlin, a first wave of private investments outside the core area targeted green-field sites, especially for larger retail centres, followed by business and leisure parks developed along the main roads and motorways to western and south Germany.

In addition to economic obstacles, the city of Berlin had to restructure its finances and administration as well: Two separate city administrations had to be adjusted to each other, planning instruments between the city and neighbouring region had to be developed. To simplify co-ordination between two federal states with one being a big city, Berlin and Brandenburg planned a unification in 1996. The respective referendum, however, failed; partly because of east-west and urban-rural identities and the concern among Brandenburg's population they would have to bail out the financial problems of Berlin. While the formal merger failed, the governments declared their intention to at least strengthen collaboration between the federal states. In order to facilitate an exchange of policy-relevant information the states agreed to establish annual joint cabinet meetings, a joint session of the two parliaments, and a policy coordination council. Furthermore they decided to regulate cooperation questions with public contracts.

Development Options for the Metropolitan Region

Under the pressure for improving regional performance, especially in terms of competitiveness and innovation, many metropolitan regions have established regional self-administration. Thus, they overcome administrative and political fragmentation by means of local government associations or by integrating municipalities under the umbrella of a regional government (city-region). In addition, a lot of innovative voluntary types of cooperation between leading actors of the region, not belonging to the administrative level, have been developed. Examples are for instance regional co-operations aiming at the development of international connections, informal political networks within the region and initiatives promoting the image of the region. Basically, all metropolitan regions respond to globalisation and European integration in such or similar ways. Such initiatives are

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also urgently needed in the Berlin-Brandenburg region as well.

Within the metropolitan region of Berlin-Brandenburg there are major imbalances regarding the provision with different potentials, such as market, location, and agglomeration potentials. Studies have shown, that especially those municipalities situated at the outermost border of the metropolitan region experience major development problems, as –compared the metropolis Berlin and the first metropolitan ring– the provision with factors relevant for economic prosperity and regional growth is rather weak. Even though the municipalities of the second ring have to deal with both, the aftermath of political and economic restructuring as well as the catch-up process within the global economic structural change, there are indications for a positive development in knowledge intensive economies, such as knowledge based business services. However, private investments and initiatives in research and development and innovation are still far below the German average.

One reason for the still hesitant development of knowledge intensive businesses might lie in the weak financial basis within the region and a dominating structure of small and medium sized enterprises that –out of their own resources– have only limited options to implement research and development intensive activities. Consequently, cooperations in knowledge intensive activities with regional research and development facilities might reduce risks and financial obstacle. As four out of seven of the ARGE REZ municipalities (ring of cities within the second metropolitan ring) are locations of universities and regional universities of applied studies, there is a huge potential in such forms of cooperation and regional division of labour. Our analysis has shown that such cooperations are not yet very much of importance for regional enterprises. The reasons for this vary, but major obstacles are the lack of knowledge of the chances, possible institutional organisation, and potential ways of

promotion and contacts. Additionally, even though all cities of the second ring have formulated an economic vision for their region, most likely the potentials of higher education facilities are not yet fully considered. Therefore, the pilot action implemented by the IRS will aim at supporting the municipalities in their location marketing regarding canvassing firms of knowledge intensive businesses, especially emphasising the specific profile and possibilities of higher education facilities. That includes new ways of bringing regional economic actors together to provide a platform for the initiation and development of cooperations. Furthermore, initiating regional networking processes between universities of applied studies and local economies is an additional objective of the project.

 ROMA

Caratteri e dinamiche della Corona metropolitana romana: il settore nord-ovest

DESCRIZIONE OBIETTIVI / ATTIVITÀ

1. Specificità del caso di Roma

Il progetto è strutturato su un doppio partenariato costituito dal BIC Lazio e la Regione Lazio, Direzione Trasporti. Tale partenariato è finalizzato all'individuazione di strategie di riequilibrio in grado di integrare positivamente gli aspetti della mobilità nell'area metropolitana con le opportunità legate allo sviluppo locale. L'interazione tra mobilità e supporto allo sviluppo dei territori fragili dell'area metropolitana costituisce il punto di partenza per la verifica e la costruzione di un assetto bilanciato di alcuni territori nell'area metropolitana romana.

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2. Descrizione area metropolitana romana

Sebbene nel 1990 in Italia siano state istituite 13 aree metropolitane corrispondenti a sistemi urbani dotati di particolare interesse e problemi specifici, quella romana non si è mai costituita come realtà istituzionale. Anche dal punto di vista scientifico, la struttura dell'area metropolitana è stata studiata con diverse metodologie, rispetto alle quali la logica a "corone" promossa dal progetto risulta un approccio originale.

3. Caratteristiche specifiche dell'area metropolitana romana

L'area metropolitana romana, di cui la core area coincidente con il Comune di Roma annovera 2.750.000 abitanti e che è composta da differenti sistemi territoriali, è pervasa da dinamiche demografiche e fenomeni territoriali diversificati ed eterogenei. Alcuni territori possiedono un forte grado di gravitazione sull'area centrale, altri invece risultano debolmente legati al sistema metropolitano ed presentano problemi di sviluppo economico.

4. Scelta area studio

Tra i diversi sistemi territoriali dell'area metropolitana romana, è stata selezionata l'area della Tuscia Romana nel settore nord occidentale, che presenta fenomeni di debolezza economica pur trovandosi a ridosso dell'area urbana. I Comuni presenti in questo territorio si sono consorziati per elaborare delle strategie congiunte di sviluppo, al fine di contrastare il declino economico e utilizzare in modo efficiente e oculato le proprie risorse ambientali. La Regione Lazio, come organismo di programmazione, può in questo caso sviluppare forme di "dialogo" con questo sistema locale, orientando le risorse e concentrando gli interventi su linee di azione condivise.

5. Percorso metodologico

La metodologia di intervento per il caso di Roma, dunque, comprende una fase di indagine (Componente 2) e una di sperimentazione (Componente 3). La Componente 2 prevede una modellizzazione dell'area metropolitana, nella quale vengono messe in evidenza problematiche e opportunità per "aree tipiche", sulla base delle specifiche dinamiche rilevate nell'area metropolitana. Tale indagine generale viene confrontata con i modelli di funzionamento delle altre aree metropolitane. Questo confronto è funzionale a individuare alcune linee di intervento per il riequilibrio nell'area metropolitana. Successivamente, vengono analizzate nel dettaglio le dinamiche specifiche dell'area studio, individuandone le strategie di riequilibrio più appropriate. Tali strategie vengono confrontate con casi studio di buone pratiche selezionate in base a territori o strategie similari.

La fase di sperimentazione prevede l'applicazione di alcune strategie integrate di equilibrio dell'area studio, basata su interventi di ottimizzazione dell'accessibilità a territori a grande valenza ambientale e di miglioramento del tessuto economico locale. Tale applicazione prevede procedure di codeterminazione delle scelte che coinvolgono soggetti locali e regionali (Forum e Tavoli di concertazione). Gli interventi (azioni pilota e gemellaggi) verranno confrontati all'interno del partenariato.

STATO DI AVANZAMENTO

1. Ricognizione sul territorio

Nella Componente 2, il lavoro è stato impostato sull'identificazione delle differenti "corone" dell'area romana attraverso l'interazione ponderata di dati ed indicatori, operata a livello regionale (*cluster analysis*). Tale indagine ha restituito un modello inedito dell'area metropolitana basato su ambiti di gravitazione. Rispetto a questo

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modello, è stata operata un'analisi funzionale alla comparazione delle differenti aree metropolitane.

2. Individuazione delle problematiche dell'area metropolitana

L'analisi ha, inoltre, identificato alcuni problemi tipici dell'area romana restituendone l'intensità e l'individuazione geografica rispetto alla "corone". La struttura dell'area metropolitana romana si caratterizza per: forte concentrazione di attività di funzioni di livello superiore nell'area urbana centrale; intensa conurbazione lungo alcune direttrici radiali di accesso all'area urbana, prevalentemente residenziale, anche spontanea; forte congestione delle infrastrutture dovuta al pendolarismo; assenza storica di politiche di equilibrio territoriale e di promozione dei sistemi di trasporto collettivo.

3. Ricognizione delle politiche di assetto e riequilibrio in corso

L'analisi ha anche preso in considerazione la programmazione regionale, provinciale e comunale che solo negli ultimi anni ha iniziato a sviluppare una visione metropolitana del territorio romano (Piano regolatore generale, Piano regionale dei trasporti, etc.,...).

4. Individuazione di problemi specifici dell'area studio

La Componente 2 ha individuato alcune linee di azione sulla base dell'analisi SWOT, operata per l'area studio: le strategie si indirizzano verso interventi tesi a utilizzare le risorse ambientali in maniera sistemica.

5. Selezione delle buone pratiche

Le buone pratiche selezionate approfondiscono due linee di indagine: la

prima legata allo sviluppo locale: procedure di convergenza istituzionale (Patti territoriali), sostegno di territori fragili tramite integrazione tra governance locale, ricerca scientifica e impresa, sviluppo e gestione sostenibile del territorio; la seconda correlata al miglioramento e all'integrazione territoriale delle infrastrutture per il trasporto pubblico.

6. Processo di coinvolgimento degli attori locali

La sperimentazione prevede una procedura partecipativa di rilevazione dei problemi e delle proposte specifiche, operata attraverso interviste agli attori istituzionali ed economici locali, ed una procedura di convergenza interistituzionale su linee di azione e di sviluppo del territorio.

7. Costruzione del modello di riequilibrio per l'area studio

La procedura di rilevazione è finalizzata alla costruzione di un modello di funzionamento dell'area studio, in cui gli aspetti di valorizzazione delle risorse, di sostegno all'economia locale, di specializzazione funzionale dell'area in un'ottica di sistema metropolitano tendono ad integrarsi in un sistema unitario in grado di ottimizzare la vicinanza con l'area urbana romana. La procedura di convergenza è finalizzata alla sinergia tra i diversi attori istituzionali di livello locale e sovra locale, per una programmazione congiunta.

8. Azioni di sensibilizzazione e promozione dell'iniziativa nella Regione Lazio

La Regione Lazio e il BIC Lazio hanno promosso questa esperienza attraverso una conferenza di illustrazione delle attività in corso, tenutasi presso la sede della Regione Lazio il 24 febbraio 2005, e attraverso una visita studio nell'area interessata dalla sperimentazione.

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Caracterización de la Corona Noroeste de Madrid

Los municipios que conforman el Consorcio Noroeste de la Comunidad de Madrid presentan algunas diferencias entre sí. Estas se expresan por un lado en la **situación poblacional** de los municipios que lo componen, existiendo municipios que van desde los 7.000 habitantes hasta los 100.000, destacando el peso demográfico de Alcobendas y San Sebastián de los Reyes. Por otro lado, en su **ubicación territorial**, forman parte tanto de la Primera Corona Norte (Alcobendas, Colmenar Viejo y San Sebastián de los Reyes), y de la Segunda Corona Oeste (Algete) y Norte (Collado Villalba y San Sebastián de los Reyes) lo que teóricamente les sitúa en zonas interrelacionadas pero con procesos de descentralización en distintas fases. La evolución demográfica de estos municipios se define por su fuerte crecimiento demográfico, en parte debido a la masiva llegada de inmigrantes extranjeros en los últimos años. A esto le sigue una **descentralización poblacional** (movilidad intermunicipal entre las Coronas) evidente por las viviendas y barrios construidos que a su vez catalizan el desarrollo del **tejido económico** de éstas zonas.

La **estructura del empleo** está fuertemente centralizada. El territorio central tiene el 55,6 % de la población y un 67,2 % del empleo aunque esta tendencia va cambiando poco a poco al avanzar hacia una mayor dispersión territorial.

Se está produciendo un proceso de cambio que tiende a la **descentralización del empleo**, incrementando el peso del mismo en las Coronas Metropolitanas, y perdiendo peso el Territorio Central. Aún así sigue dándose una dependencia con respeto a éste, sobre todo en lo que se refiere a la Primera Corona. Este proceso tiene un desarrollo progresivo, aunque todo parece

indicar que se está acelerando a un ritmo similar al que lo hace la población.

Esta descentralización no es homogénea en todo los sectores económicos ni tampoco territorialmente. Las diferencias de incremento del empleo por sectores son importantes, además de las disparidades internas entre los municipios que conforman el Consorcio. El sector que mayor incremento tiene es el de Servicios Avanzados, un 239,4 %; mientras que la industria es la que menos porcentaje acumula un 9,7%. La Administración Pública y la Construcción son los otros dos sectores que tienen unos incrementos por encima del cien por cien.

Al mismo tiempo se está produciendo una **descentralización urbanística o residencial**, debido entre otras cosas al precio de la vivienda, ya que en las coronas los costes de accesibilidad al mercado residencial son menores. En estas zonas se da la existencia de una tipología urbana especial caracterizada por menores precios por metro cuadrado de vivienda. Esta descentralización residencial da lugar a un importante desarrollo urbanístico y crecimiento de la población. Crecen todas las grandes zonas metropolitanas si bien la zona que más lo hace en términos relativos es la Segunda Corona Metropolitana (94,2%).

Destaca el bajo porcentaje de crecimiento urbanístico de Hoyo de Manzanares, a pesar de su alto nivel de crecimiento de población. De esto se deduce que han sido ocupadas un gran número de viviendas secundarias que ya existían en el municipio. En el extremo opuesto se observan los nuevos desarrollos de Colmenar Viejo y de Algete.

En la actualidad la Región Metropolitana está experimentando una fuerte transformación de sus estructuras económicas y de la composición social de sus municipios. Estos cambios están condicionados a una mayor terciarización y profesionalización, con fuerte protagonismo de la mujer. Estamos asistiendo a un

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proceso de **diferenciación y especialización social** del territorio. La división se polariza especialmente en la categoría de los profesionales y empresarios en la zona Norte y Oeste, y de la de los trabajadores en las zonas Sur y Este. En consecuencia, salvo en el caso Hoyo de Manzanares, parece que en el territorio del Consorcio Noroeste no se está produciendo un proceso generalizado de especialización residencial en estas áreas.

Las dinámicas de movilidad metropolitana

Las nuevas ciudades y espacios públicos, con tendencia progresiva a la especialización y la funcionalidad, provocan que el fenómeno de la **movilidad** sea uno de los procesos territoriales fundamentales en la Región Metropolitana de Madrid. La dirección de esta movilidad está protagonizada por los desplazamientos periferia-centro y viceversa. Está dependiente del Territorio Central está principalmente vinculada al mercado de trabajo y al mercado residencial junto con las actividades de ocio y consumo. Están aumentando considerablemente los desplazamientos transversales, es decir los movimientos periferia- periferia, que interrelacionan los municipios de la región.

El sistema de **movilidad laboral** en la Región Metropolitana de Madrid se soporta sobre una estructura de localización de empleo y residencia distinta, entre un 60% y un 70% de los ocupados en las Coronas trabaja fuera del municipio donde vive.

La región metropolitana está todavía altamente centralizada en torno al municipio de Madrid. Debido al aumento de los movimientos transversales y, al mismo tiempo, a la persistencia de los criterios de proximidad entre la residencia y el empleo, surgen zonas que son vertebradas por estos vínculos, configurándose mercados de ámbito más comarcal o zonal. Suele existir uno o varios municipios que sobresalen sobre el resto y funcionan como gran núcleo zonal y generan dinamismo en su área circundante.

La **movilidad residencial** se ha convertido en uno de los principales elementos explicativos de la descentralización poblacional y urbanística. Está condicionada esencialmente por los factores de localización residencial. Madrid sigue siendo uno de los destinos fundamentales de otras zonas de la Comunidad de Madrid aunque sigue expulsando un gran volumen de población hacia la Primera y Segunda Corona Metropolitana.

La Región Madrileña tiende hacia un paisaje plurinuclear donde determinados municipios o grupos de municipios generan un gran volumen de empleo y mano de obra, concentraciones empresariales, gran oferta de ocio, servicios, etc.

Como el caso de Alcobendas y San Sebastián de los Reyes, estructuran y vertebran la zona Norte de la Región Metropolitana. Collado Villalba y Algete también se conforman como núcleos comarcales en sus respectivas coronas, proporcionando a la Segunda Corona Oeste y Norte respectivamente, de una gran mano de obra y atrayendo empleados a sus municipios gracias a la mayor presencia empresarial de la que disponen. La deslocalización de empresas influye en el proceso de movilidad laboral desde Alcobendas a San Sebastián de los Reyes hacia Algete. Colmenar Viejo, Collado Villalba y Hoyo de Manzanares. Éstos son los municipios que mayor endogamia laboral presentan, siendo el 60% de los empleados residentes en el propio municipio.

En Colmenar Viejo, Collado Villalba y en especial en Hoyo de Manzanares más del 60% de los nuevos residentes provienen del Territorio Central. Las dinámicas y submercados zonales se observan claramente en el caso de Collado Villalba como emisor y receptor de población hacia y desde los municipios de alrededor y en el de Colmenar Viejo con Tres Cantos y Guadalix de la Sierra.

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El desarrollo Metropolitano de la Comunidad de Madrid está produciendo algunos **desequilibrios ligados a la movilidad** que actúan como freno a su desarrollo:

- Los *mecanismos de planificación territorial* se sitúan casi exclusivamente a nivel municipal, a nivel regional no existe ningún modelo oficial de planificación territorial. Esto genera una realidad municipal compleja donde combinan dos tipos de usuarios: residentes y usuarios eventuales no residentes. Se están produciendo cambios continuos en la población, a través de los nuevos desarrollos urbanísticos y poblacionales, esto conlleva una redefinición de la identidad colectiva por parte de las Administraciones Locales.
- Las *estructuras sociales* se modifican y los grandes protagonistas del cambio social en los municipios metropolitanos son los profesionales, jóvenes y las mujeres, los cuales lideran el desarrollo de esta zona de estudio.

Para mejorar esta situación se debería articular un conjunto de estrategias de intervención que intenten introducir en la realidad metropolitana otras dinámicas diferentes. Es por ello importante avanzar hacia un **modelo metropolitano más equilibrado**.

Con éste objetivo, el Consorcio Noroeste se propone constituir, en el segundo semestre de 2005, una **Mesa de Movilidad Intermunicipal** donde se encuentren representadas instituciones relacionadas con la promoción del empleo, infraestructuras, transportes y medio ambiente, además de empresas, organizaciones sociales y vecinales del territorio. Dicha iniciativa tiene por objetivo la elaboración de propuestas concertadas de actuaciones que favorezcan la creación de un **sistema integrado de gestión de la movilidad**, desde el principio de corresponsabilidad y coparticipación de todos los actores y agentes implicados.