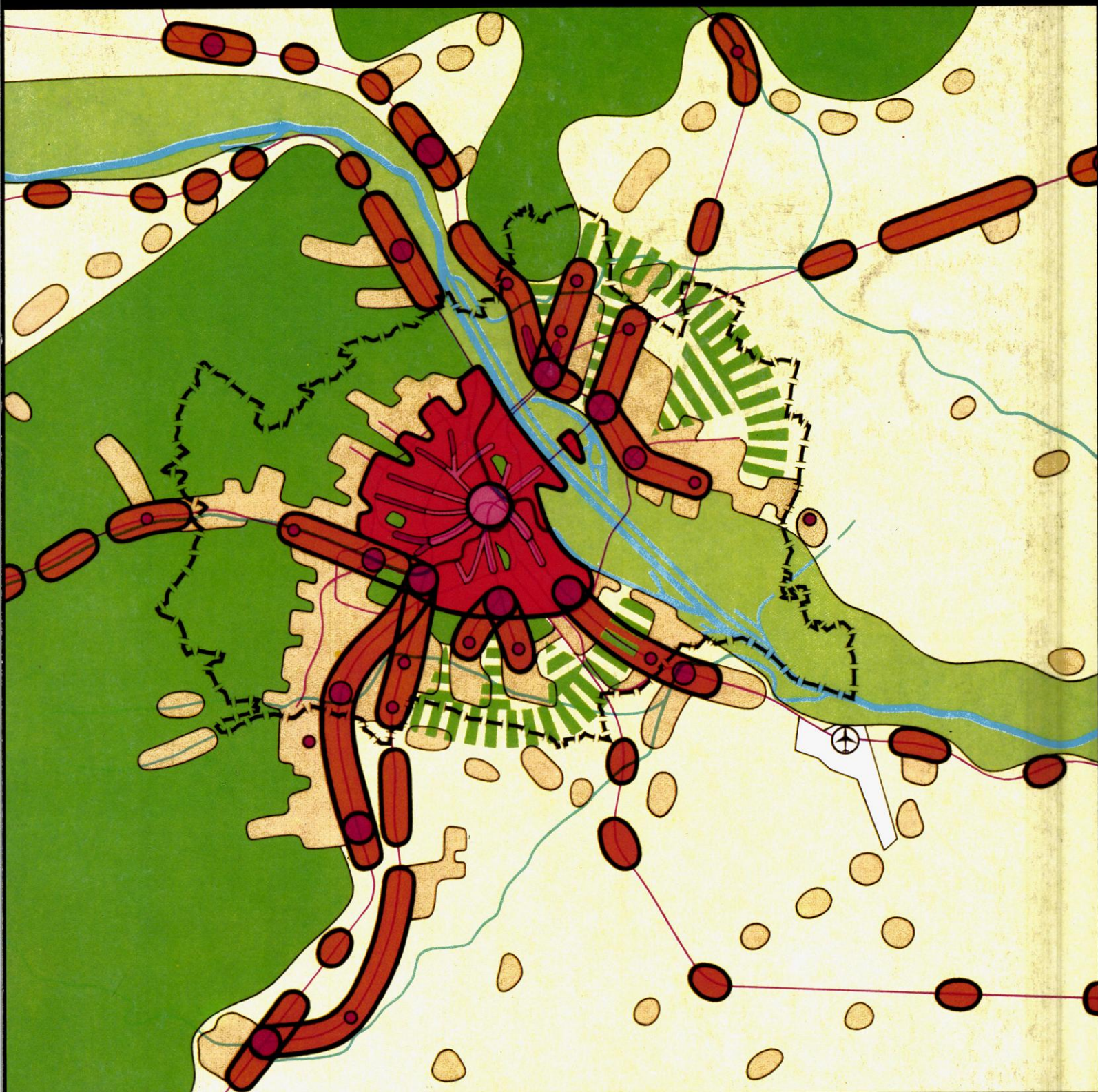


VIENNESE CITY DEVELOPMENT PLAN

ABRIDGEMENT



1	Dr. Helmut Zilk Mayor and Provincial Governor of Vienna
2	Ing. Fritz Hofmann City Councillor for Urban Development and Urban Renewal
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Summary

David Coffey

City Development Plan—introductory lines

The Viennese City Development Plan serves as a primary frame of reference for important activities in the city. It is based on an analysis of previous and foreseeable development trends and includes objectives and measures in all spatially-relevant thematic areas. The heart of the City Development Plan is the spatial development concept; this proposes that urban renewal should be given priority and that a gradual decongestion of the densely-developed areas should be aimed at. Such urban expansion as remains necessary should be confined to "development axes" which extend along high-capacity public transport routes and to which "industrial zones" are allocated. "Green wedges" are laid out between the development axes, forming an integrated system of open spaces together with the "green belt" and other existing open spaces. The main centres within the Gürtel should be stabilized, the main and district centres outside the Gürtel particularly supported.

In order to implement the City Development Plan improvements in the organization of the administration will be necessary, as will alterations in the planning procedure. The increased involvement of the population and the promotion of individual initiative are to be aimed at. The City Development Plan will be periodically revised and adapted to new developments.

Résumé

Edwige Dressler

Le plan d'expansion urbaine à Vienne

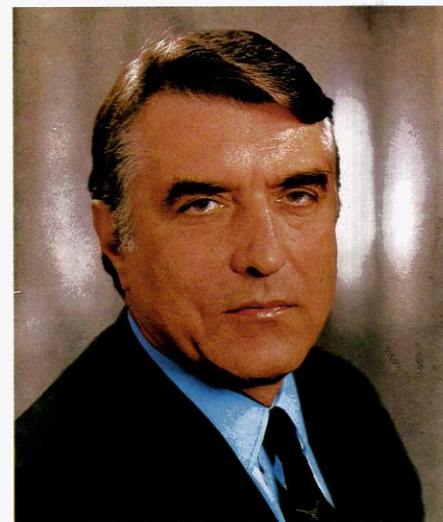
Le plan d'expansion urbaine à Vienne représente un cadre d'orientation principal pour les activités essentielles dans la ville. Il est basé sur une analyse des processus d'expansion tels qu'ils se sont produits jusqu'ici et tels qu'ils sont prévisibles et renferme les buts et les mesures dans tous les domaines ayant un effet sur l'espace. La partie essentielle de ce plan d'expansion urbaine est l'idée d'expansion dans l'espace: en conséquence, on doit donner priorité à la rénovation urbaine tout en s'efforçant de décongestionner peu à peu la zone de construction dense. L'expansion urbaine encore nécessaire doit être limitée à des «axes d'habitat» le long de voies de communication publiques performantes auxquels on doit adjoindre des «zones d'exploitation». Entre les axes d'habitat, on aménagera des «coins verts» qui, avec la «ceinture verte» et les autres liaisons et espaces verts existants formeront un système de verdure cohérent. On devra stabiliser les principaux centres à l'intérieur du Gürtel et encourager les centres principaux et les centres des arrondissements à l'extérieur du Gürtel.

Pour réaliser le plan d'expansion urbaine, il est nécessaire d'apporter des améliorations à l'organisation administrative; il sera également nécessaire d'adapter le processus de planification. On cherchera à renforcer une association avec la population et à soutenir l'initiative personnelle. Le plan d'expansion urbaine devra être périodiquement mis à jour et devra être adapté à toute nouvelle évolution.

Bildnachweis:

Seiten 1, 2: Archiv Bürgermeister- und Stadtratbüro
Seiten 3—46: Aus „Stadtentwicklungsplan Wien“, 1985

Helmut Zilk
Mayor and Provincial Governor of Vienna



Nothing could be worse at a time like this than for cities to sit back, impassive and planless, and watch their development, their changes and their expansion. A city development plan such as we now have makes it possible to detect potential dangers and undesirable developments, but also to recognize chances at an early stage and implement the necessary measures in plenty of time.

Without city development planning there would be even more misplanning than is already caused by unforeseeable events and developments. Without forward-looking city development planning one could do no more than learn from the mistakes and errors that come to light. Without city development planning municipal policy would be imprisoned in a bygone world. The problems of the future can, however, often be unsatisfactorily solved by means of the knowledge, experience and methods of the past. Under no circumstances should or can the City Development Plan become a rigid corset. Neither is it a municipal development plan which the council should finance. The present City Development Plan is rather a flexible operational framework for municipal activities. It formulates the objectives of urban development policy upon which the administration and the citizens can orient themselves. It shows the route we wish to take and it shows the measures that must be implemented. The City Development Plan is a vision which will not simply come to pass; it can only be reached by exertion. It is an expression of political will, and this political will must be constantly reconciled with the possibilities and the current situation in our city.

However flexible this plan may be, I nevertheless wish as Mayor to state clearly and unambiguously that I shall personally ensure that the everyday decisions of municipal policy remain within the framework provided by the City Development Plan; not just the text, but the spirit of the plan.

A handwritten signature in black ink, appearing to read 'Helmut Zilk', written in a cursive style.



Fritz Hofmann
City Councillor for Urban Development and Urban Renewal

Significant changes in the development of society have always led to a reconsideration of development concepts. In this sense the present City Development Plan is not least a product of the end of the era of continuous economic growth and of the process of re-thinking from a belief in unlimited progress to the preservation of values and the protection of the environment. The plan also marks the definitive transition from a period of intensive urban expansion to one of urban renewal.

Despite the undoubtedly high quality of life in Vienna most people are confronted daily with problems that they would like to see solved or at least reduced. The City Development Plan demonstrates the will of the municipal administration to master these problems and ensure a positive future for the city. It cannot be denied that solutions must first be found in many areas; ideas about the appropriate objectives certainly exist, but the way to realize these visions must often first be sought.

Despite all the efforts directed towards conscious and forward-looking planning we actually know very little about the way our future will look. Planning must therefore not aim at the realization of a specific final goal, but rather provide an open framework for different developmental possibilities. The courage to experiment, and the will to overcome real or supposed limitations, are just as important as the recognition of mistakes and the willingness to learn from them and remain receptive to new developments.

The name of Univ.-Prof. Dipl.-Ing. Dr. Rudolf Wurzer is inseparably linked to the City Development Plan. The preparation was begun during his term of office as City Councillor for Urban Planning and he presented the first draft in 1981.

The City Development Plan is not the work of particular offices or individuals but rather the result of the combined efforts of the whole administration and an extensive public discussion. I would nevertheless like to express my particular gratitude and appreciation to the Council Department 18, which was the organizing office, for its excellent professional work. I also wish to express my sincere thanks to the Coordination Office of the Council Directorate, the Council Departments 4—General Financial and Economic Matters, 19—Urban Design and 21—Zoning and Development Plans, and all other offices which made contributions. From the large number of council officers involved I would just like to single out those who served on the City Development Plan Working Group and who have earned special praise for their efforts and their initiative, and also for their perseverance in bringing more than seven years' work to a successful conclusion. These were above all the chairman of the City Development Working Group, Dipl.-Ing. Georg Kotyza, as well as Dipl.-Ing. Herbert Binder, Hans-Jörg Hansely, Dipl.-Ing. Wilhelm Kainrath, Heinz Matuschka, Dr. Manfred Schopper and Dipl.-Ing. Peter Wünschmann.

The City Development Plan should not be the end of many years of planning activity but rather the start of a new planning era in which financial and organizational limitations are less emphasized than hitherto and the needs of the people are the central consideration; an era in which, furthermore, a balance must be found between the general interest and the interest of the individual and between the city as a whole and its individual parts.

The Viennese City Development Plan serves as a primary frame of reference for important activities in the city. It is based on an analysis of previous and foreseeable development trends and includes objectives and measures in all spatially-relevant thematic areas. The heart of the City Development Plan is the spatial development concept; this proposes that urban renewal should be given priority and that a gradual decongestion of the densely-developed areas should be aimed at. Such urban expansion as remains necessary should be confined to "development axes" which extend along high-capacity public transport routes and to which "industrial zones" are allocated. "Green wedges" are laid out between the development axes, forming an integrated system of open spaces together with the "green belt" and other existing open spaces. The main centres within the Gürtel should be stabilized, the main and district centres outside the Gürtel particularly supported.

In order to implement the City Development Plan improvements in the organization of the administration will be necessary, as will alterations in the planning procedure. The increased involvement of the population and the promotion of individual initiative are to be aimed at. The City Development Plan will be periodically revised and adapted to new developments.

Viennese City Development Plan

Abridgement

Introduction

A city develops very slowly. Its spatial form, its urban structure, the network of traffic routes and the built environment, in short its character, can only be permanently changed in the very long term. An urban administration therefore needs long-term goals in order to guarantee the continuity and stability of its planning.

On the other hand, social changes occur incomparably faster. Economic development, the population structure, the attitudes of the population concerning important problems, all these can change much more quickly than the city structure; they nevertheless have a lasting effect upon the character of the city. A municipal administration must cope with these challenges too, by developing concepts and plans which avoid forming a rigid corset that will be outdated by changed conditions.

The city development plan is accordingly not aimed at attaining a desirable—by today's standards—end-result, but rather at providing a framework of orientation for the numberless directed and undirected activities in our city; the continuing reassessment of this framework must take into account changes relevant to urban development.

The city development plan is a continuation of the planning concepts which repeatedly served as a foundation for the post-war reconstruction of this city in the second Republic:

- in 1945—6 a 14-point city development programme was drawn up by the "Inquiry into the Reconstruction of the City of Vienna."

- in 1961 the Vienna City Council accepted the "Planning Concept for Vienna", in

which the basic planning principles were summarized in 11 points.

- in 1972 the "Guidelines for City Development" were presented and subsequently discussed in 10 working groups at the "Vienna Inquiry into City Development 1972—3."

In late 1976, the Mayor, Mag. Leopold Gratz, commissioned the then Department Group for Town Planning, under City Councillor Univ.-Prof. Dipl.-Ing. Dr. Rudolf Wurzer, to draw up a city development plan in cooperation with the other council department groups and the council directorate.

The performance of this task was entrusted to a newly-formed "City Development Plan Working Group" within Council Department 18—Urban Structure Planning. A "City Development Plan Working Committee" was set up to ensure the necessary coordination within the council; all department groups were represented on this committee, which was chaired by the council directorate's Coordination Office.

In Spring 1977 a separate traffic working group was established to develop a traffic concept, which would then also form part of the city development plan. Representatives of other institutions concerned with traffic matters and of interest groups and a number of experts were co-opted.

The drafting of the city development plan was initially divided into thematic areas. The existing situation in each area was exhaustively analysed, discernible developments identified and desirable goals set.

After detailed discussion and coordination with the most important official interest groups (Chamber of Labour, Chamber of Commerce, Chamber of Agriculture), each thematic area was discussed in the council's Town Planning Committee in the pre-

sence of representatives from other relevant council committees. The results were then published as a "Basis for Discussion":

Supralocal Planning	April 1978
Population	April 1978
The Economy and Finance	July 1978
Housing	July 1978
Technical Services	September 1978
The Employment Market	November 1978
Social Services and	
Public Health	December 1978
Traffic	January 1979
Natural Living Conditions	May 1979
Urban Renewal and Land	
Regulation	June 1979
Education	July 1979
Open Spaces, Leisure and	
Recreation	September 1980
The Residential Structure	July 1981

Finally, the most important trends, goals and measures were summarized under the title "A City Development Plan for Vienna—Draft", published in September 1981.

The thematic area Traffic (Part A—Traffic Concept) was supplemented by a Part B (Measures and Priorities) and submitted to council under the title "A Traffic Concept for Vienna". In its session on 29th April 1980 council accepted the goals for future traffic development contained in Part A as a basis for all subsequent planning and implementation measures concerning traffic and further resolved to instruct the council administration to take all necessary steps to ensure the realization of the measures and priorities contained in Part B.

The abovementioned resolution also made it possible, in the case of certain "important" groups of measures, to develop "short-and-middle-term" implementation programmes as well as the necessary financial programmes" and these to be allowed

for in the estimates of expenditure or in the middle-term finance and investment plan. This resolution further provided that the proposed long-term models and measures must be protected and taken into consideration to such an extent that their realization "will not be rendered more difficult or impossible" and, finally, that the traffic concept and the programme derived from it should be continued.

The publication of the "Draft" in September 1981 and the simultaneous opening of the exhibition "Vienna 2000" in the Trade Fair Palace initiated the first round of public discussion. Statements of opinion were sought from ministries, from important federal bodies, from the provinces of Lower Austria and Burgenland, the districts, the chambers and from other important interest groups. A bulk mailing to all householders informed residents and invited them to comment. More than 1,400 statements of opinion were received from individuals, containing some 4,800 comments on and suggestions concerning particular problems. The Viennese residents had the opportunity to raise matters important to them in various public meetings. Some 25,000 residents visited the exhibition "Vienna 2000" in the Trade Fair Palace.

Following an administrative reorganization in Spring 1983 the original draft was revised and brought up to date in the light of comments received. Since many statements of opinion, particularly from the districts, were especially concerned with the land use planning, the goals contained in the section "Spatial Development Concept" were clarified and enlarged upon and published in a separate pamphlet on the occasion of an Inquiry on 29th June 1984.

At the same time the most important political principles underpinning the planned urban development were published. At the inquiry residents were once again called upon to comment upon the already-published Parts 1—Political Principles and 2—Spatial Development Concept. Including the statements at the inquiry a total of 104 statements of opinion containing more than 500 suggestions and requests were received; these statements were incorporated to a very large extent in the already-published Parts 1 and 2. At this stage Part 2 was supplemented by Section 3—Spatial goals for the parts of the city and by Section 4—Maps 1:50,000.

The urban development plan is structured as follows:

Part 1—Political Principles and Part 2—Spatial Development Concept are based on Part 3—Principal Aims in Various Thematic Areas. Part 3 is based on previously-published thematic chapters; these chapters were published on the one hand in thirteen separate volumes which appeared between 1978 and 1981 and on the other hand in the "Draft" summary of the Urban Development Plan which appeared in 1981. Part 3 contains the concrete goals and measures which follow from the political principles in Part 1 and the spatial concepts in Part 2.

On 22 November 1984 the Vienna Council passed the following motion proposed by the Council Department 18—Urban Structure Planning:

Motion

1. The Council of the City of Vienna approves the Development Plan, consisting of Part 1—"Political Principles" and Part 2—"Spatial Development Concept", in the form as presented.

2. Part 3—"Principal Aims in Various Thematic Areas" forms the basis for Part 1 and Part 2 on the one hand, and, on the other, contains the detailed goals and measures which follow from the political principles in Part 1 and the spatial development concepts in Part 2. These goals and measures are to be pursued in the form of thematic concepts.

3. The City Development Plan is a guideline for the council officers, for all municipal authorities, the Vienna Public Utilities and for funds or undertakings in the private sector of the economy. It shall also be taken into account when drafting or revising detailed plans, when devising spatial or financial plans or when taking decisions of significance for urban development. A direct legal entitlement for the individual citizen cannot be derived from the City Development Plan.

4. Motions in Council and other important decisions of significance for urban development shall be framed in accordance with the City Development Plan. Deviations shall be suitably grounded.

5. A commission including political representatives of all departments shall be installed to advise the City Senate and Council (The City Development Commission). It shall deal with matters of importance for urban development. In particular, it shall discuss concepts and measures which could lead to an alteration of the existing City Development Plan.

6. In order to ensure the continuity and stability of planning and to enable the guideline-function of the City Development Plan to take effect, the existing planning machinery shall be brought into line with the requirements of urban development planning. The currently applicable one-stage zoning and development planning procedure shall be gradually replaced by a two-stage procedure.

7. The council administration shall be instructed to ensure, by suitable measures, that the activities of the administration, and of all those other bodies within the field of influence of the City of Vienna which carry out tasks of relevance for urban development, are brought into line with the City Development Plan. Part 2—Spatial Development Concept—shall be rendered more concrete by means of the subsidiary planning levels (district development plan, zoning plan, development plan).

8. The council administration shall be instructed to revise the City Development Plan where necessary. Such revision shall take into account changes of significance for urban development (planning and realization measures).

9. The financing of the planned urban development shall be secured in accordance with the necessary political priorities at any given time and within the framework of budgetary possibilities.

10. The council administration shall be instructed to print and publish the City Development Plan.

The motion presented to the Council was supplemented by the following appendices:

● City Development Plan Part 1—Political Principles

● City Development Plan Part 2—Spatial Development Concept

● City Development Plan Part 3—Principal Aims in Various Thematic Areas

● The results of public discussion

First discussion phase 1981/82

1. Statements of opinion from the federal government, the provincial governments and interest groups

2. Statements of opinion from district representatives

3. Comments by residents

Second discussion phase 1984

4. Statements of opinion from interest groups and comments by residents

Evaluation

5. Summarizing report of the statements of opinion from the federal government, the provincial governments, interest groups and district representatives.

6. Evaluation of the comments by residents

The city development plan fulfils an important function as a long-term instrument of coordination. The binding character of important goals and principles of urban development enables better coordination of the municipal administration's activities; furthermore, residents can be adequately informed as to the city administration's long-term plans. In order to ensure the effectiveness of the City Development Plan a commission is to be established which will deal with matters of importance for urban development.

The planning machinery must also be brought more closely into line with the requirements of urban development planning. Steps to this end include the pursuit of goals and measures in the form of thematic concepts, the rendering more concrete of the spatial development concepts at the subsidiary planning levels (district development plan, zoning plan, development plan), the gradual introduction of a two-stage planning procedure and increased information for, and participation by, affected residents. Regular reports on necessary revisions will enable the decision-makers and the public to review the effectiveness of the City Development Plan.

The City Development Plan is in many respects based upon earlier concepts and the discussions of these concepts. It is at the same time, however, an attempt to take into account changes in development and the awareness of the population and therefore to see into the future. A simple extrapolation of present circumstances is insufficient for this purpose. The City Development Plan rests upon a vision of the future which will not automatically come to pass, but which can be realized through the efforts of the society.

Dipl.-Ing. Georg Kotyza
Chairman of the City Development
Plan Working Group

Basic Principles of Viennese City Development

A modern society cannot be characterized by a few concepts; the forces in it are not simple ones that can be classified "good" or "bad", that one can approve or disapprove without reservation. One rather does justice to it by accepting the multifarious and often contradictory phenomena and movements. It is in this sense that the following basic principles of Viennese city development policy should be understood; as a broad framework of orientation for the subsequent refinement, as an attempt to find a balance in the frequently obscure arena of social contradictions. Such principles must be heeded in times when the financial latitude for expansive investment is more restricted.

Improvement of living standards

In the last decades all political effort was directed towards the raising of the general standard of living. This principle should not be abandoned; the goal must, however, be redefined for the future. The safeguarding of adequate economic growth remains the mainstay of economic policy; full employment remains the foundation for general welfare. The primary task is the improvement of those spheres of life where deficits have developed. Particular social groups or particular parts of the city may have a backlog demand to make up. It has furthermore become apparent in the meantime that further quantitative growth overall in all areas cannot be sought, but rather that differentiated, qualitative improvements must be aimed at.

A healthy environment

Undifferentiated growth encounters its limits, for example, at the point where the destruction of valuable natural environmental areas is threatened. The preservation, care and improvement of a healthy environment must therefore be more strongly emphasized. The preservation and improvement of the environment represents a contribution to the improvement of living conditions and a reduction of the "flight from the city".

Social justice

Striving for social justice means more than just the attainment of equality under the law for all citizens (this should be self-evident); it means the attempt to minimize or at least diminish the disadvantages of individuals or groups. It also means to offer the people social security and the provision of basic facilities in all parts of the city. All people and all social groups should enjoy equal chances for a full and satisfying life in the city.

Solidarity

The quality of life in the city also depends on the extent to which all residents can be made aware of the value of mutual bonds; tolerance, mutual understanding, mutual help are the most important signs of solidarity in the city; further the insight that a balance must be sought between the general interest and the interests of the individual, between the city as a whole and its individual parts.

Urban abundance

A city does justice to its role only when it incorporates a multitude of people, activities and facilities. Monotony of any kind inevitably represents an impoverishment of urban life. The city must therefore provide both a wide range of basic facilities in its individual parts and a wide variety of special facilities. The urban abundance should support children and youth, families and old people in the management of their lives and offer manifold possibilities for self-development.

Participation and self-determination

Participation by residents in the city development process and increased self-determination in their own field of influence are goals which have gained in importance in recent years. Participation and increased self-determination are linked to the higher level of education and the increased leisure-time of the people, their raised level of consciousness and expectations. Good city development planning must take these facts into account.

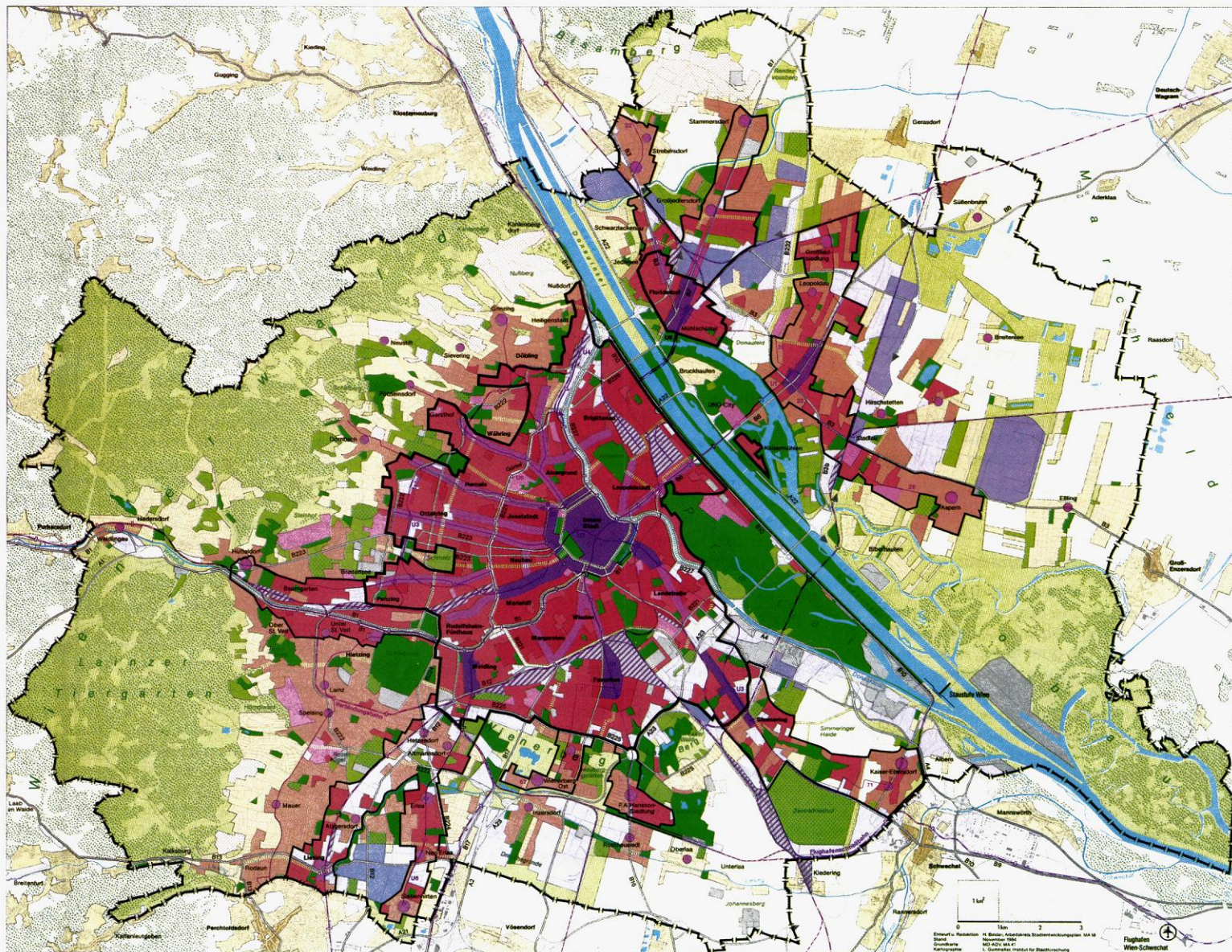
The Spatial Development Concept

Spatial models for the development of Vienna in its entirety were not often constructed in the past, although many decisions affecting the whole city contain spatial objectives as well. In 1893 a generalized but synoptic spatial model was approved by the Vienna City Council; the so-called "Provisional Development Zoning Plan" was drawn up on the occasion of the amendment of the Viennese Development Plan (1893) and the incorporation of the suburbs (1890). It basically shows a simple functional division of the body of the city into residential and industrial areas and incorporates a graduation of building heights which are evenly reduced from the centre to the periphery. In 1893 an international town planning competition was announced for the submission of proposals for a "General Regulation Plan". This general regulation was, however, always drawn up and approved for small parts of the city only, never for Vienna as a whole.

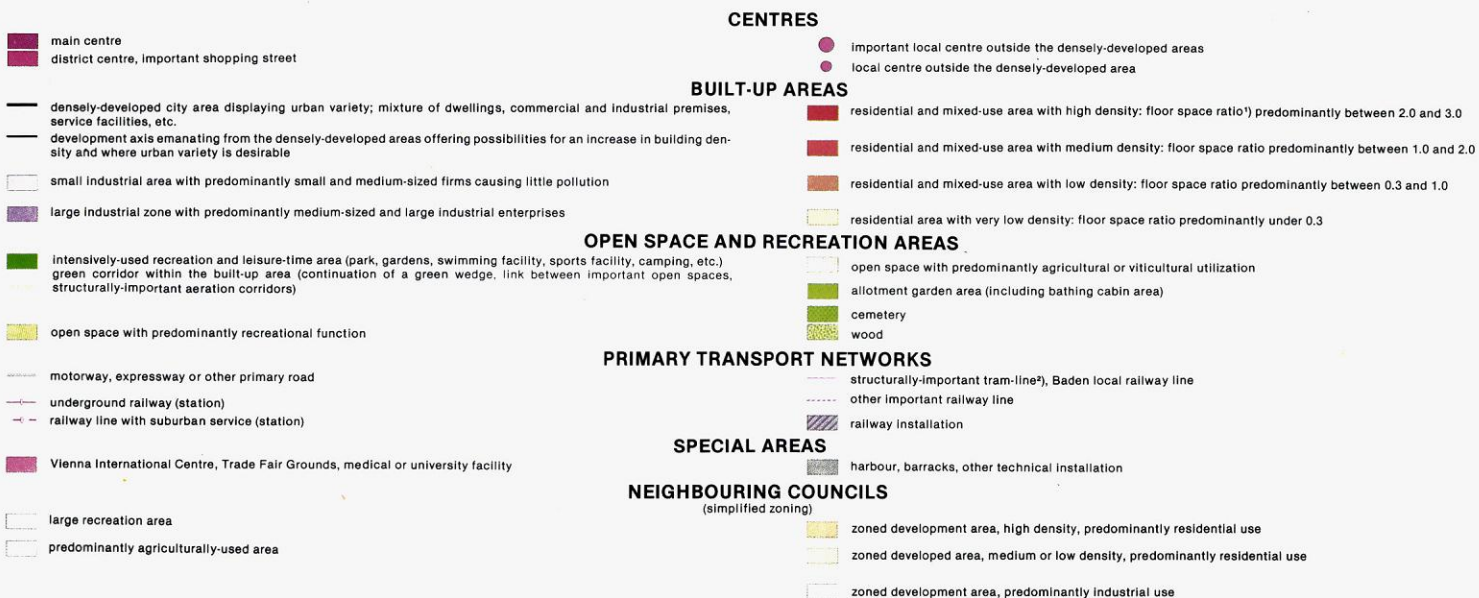
In 1904/05 a green belt was protected from development by the declaration of a "Wood and Field Belt". In 1961 the "Planning Concept for Vienna" was presented to the Vienna City Council, containing a generalized "scheme of division" of the city area, a proposal for a "zoning plan" and detailed plans dealing with specific problems. These guidelines formed the (not, however, legally binding) basis for the preparation of individual "zoning and development plans". In the "Guidelines for City Development" published in 1972 and the subsequent "Vienna Inquiry into City Development" in 1972/73 a number of proposals for spatial development originated, although these were not combined into a model in the form of a plan.

The model presented here is intended to clarify the main features of the desired spatial development. The text is elucidated by diagrams and is at the same time an explanation of the accompanying maps on the scale 1:50,000 ("Longer-term model", "Development goals", "Open spaces and recreation areas" and "Primary transport networks"). The maps cannot be directly legally binding but should, however, form the basis for the preparation of zoning plans, for the drawing up of legally binding development plans, for individual thematic programmes, for investment policy and other concrete control measures.

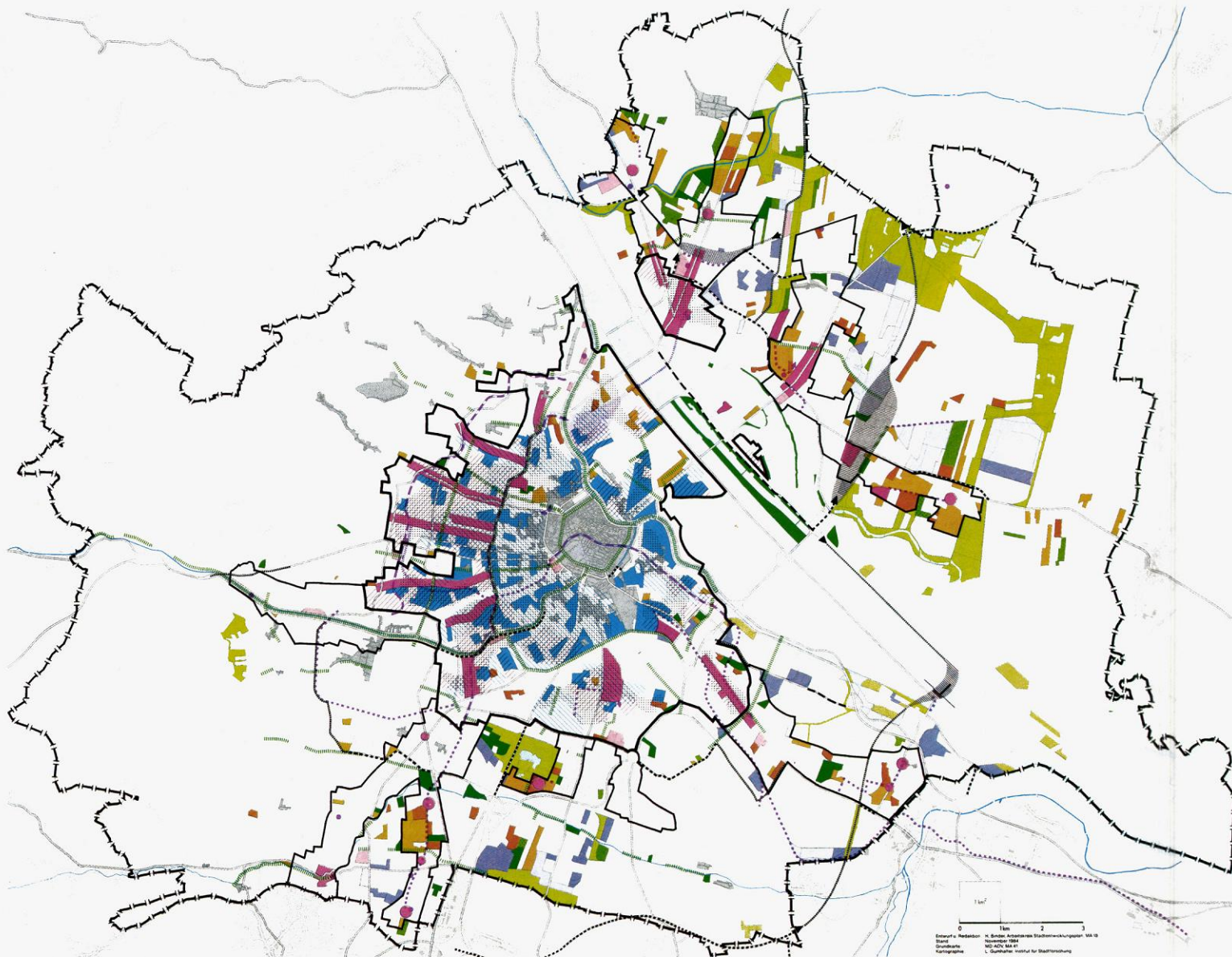
Since there is a close relationship between the development and the open spaces inside and outside Vienna, the same planning principles are recommended for the Viennese environs as for Vienna itself. The structures shown outside Vienna can naturally be no more than unofficial suggestions, since planning responsibility rests with the local councils and the provincial government in Lower Austria. The present model is based on the common objectives for the development of the eastern provinces (Vienna, Lower Austria, Burgenland) already agreed on by the "Planning Association East", on the already-approved regional plan for the province of Lower Austria and on various studies carried out on the Viennese environs.



1 Longer-term model



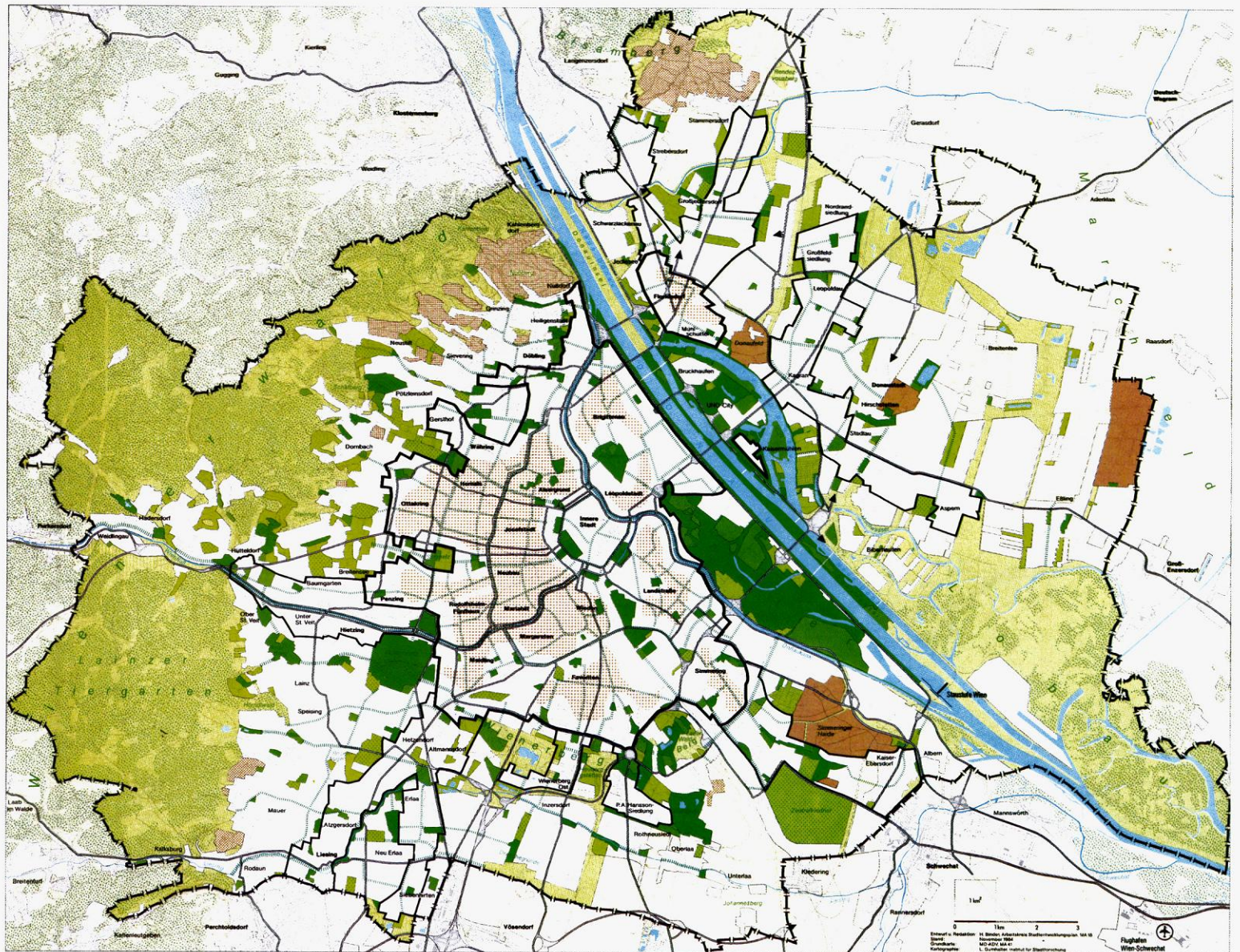
¹⁾ floor space ratio (F.S.R.) = $\frac{\text{gross floor area}}{\text{net area building land}}$
²⁾ only those lines which are particularly important for the longer-term city development are mapped
 Areas under 2 ha. are not included



2 Development goals, measures for the realization of the longer-term model

- densely-developed city area displaying urban variety: mixture of dwellings, commercial and industrial premises, services facilities, etc.
 - development axis emanating from the densely-developed areas offering possibilities for an increase in building density and where urban variety is desirable
 - retention of the existing utilization or building density
 - protected zone (in accordance with paragraph 7 of the Viennese Building Regulations)
 - increase in density
 - short to middle-term development
 - short to middle-term development
 - intensively-used recreation and leisure-time area
 - green corridor within the built-up area (continuation of a green wedge, link between important open spaces, structurally-important aeration corridor)
 - development initiated
 - development projected
 - development initiated
 - development projected
 - park-and-ride location
 - Vienna International Centre, medical or university facility
 - expansion of a centre
 - improvement of the residential structure
 - improvement in the provision of open spaces
 - improvement in the availability of parking space
 - reduction of excessive density
 - middle to long-term development
 - middle to long-term development
 - middle to long-term development
 - open space with predominantly recreational function
 - allotment garden area
 - cemetery
 - route variations under consideration
 - route variations under consideration
 - subsequent extension of an underground railway line in conjunction with future development
 - harbour, other technical installation
- Alteration in the building density**
- Development of residential and mixed-use areas**
- Development of industrial areas**
- Provision of open spaces and recreation areas**
- Development of the primary road network**
- Development of the primary rail network**
- Development of special areas**

Areas under 2 ha. are not included



3 Open spaces and recreation areas
Excerpt from the longer-term model

Intensively-used recreation and leisure-time areas

- park, garden
- sports facility, swimming facility, camping, etc.

Improvement in the provision of open spaces

green corridor/important green connection within the built-up area (continuation of a green wedge, link between important open spaces, structurally-important aeration corridor)

open space with predominantly recreational function

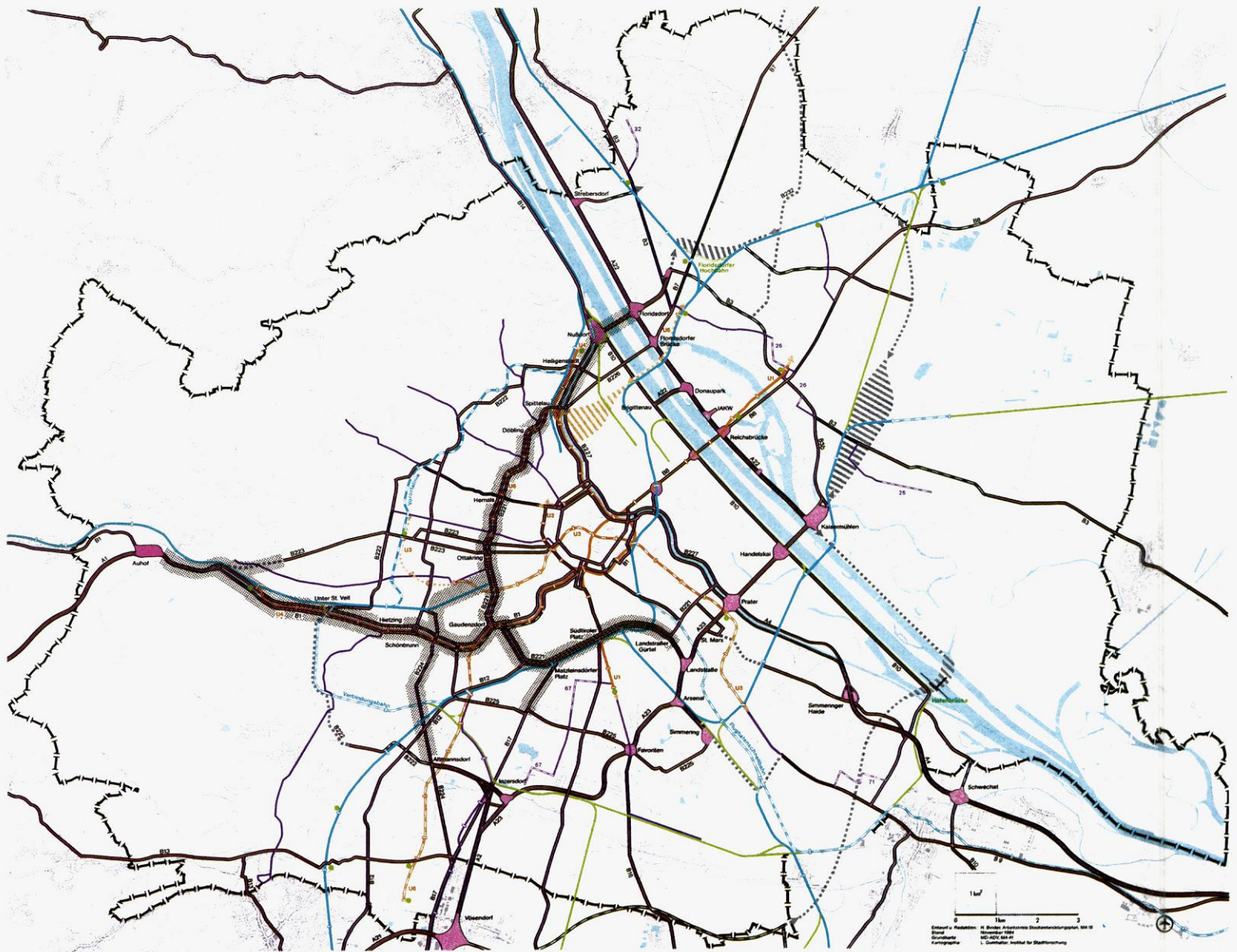
Open spaces with predominantly agricultural utilization

- general agriculture
- market garden
- vineyard
- allotment garden area (including bathing cabin area)
- cemetery
- wood
- contour line
- water

Built-up areas

- densely-developed city area displaying urban variety: mixture of dwellings, commercial and industrial premises, service facilities, etc.
- development axis emanating from the densely-developed areas offering possibilities for an increase in building density and where urban variety is desirable
- built-up area

Areas under 2 ha. are not included

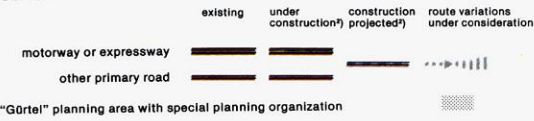


4 Primary transport networks
Excerpt from the longer-term model

Primary rail network



Primary road network



¹⁾ only those lines which are particularly important for the longer-term city development are mapped
²⁾ not including construction measures in existing roads

Background factors governing spatial development

Before the spatial development is discussed some important background factors should be considered. They are not permanent, but themselves constantly changing. They should be understood as a background to the following objectives; the measures proposed in the City Development Plan are sometimes intended to counteract some of these trends.

Population Trends

Between 1971 and 1981 the population of Vienna fell from 1.620 million to 1.531 million, a decrease of some 89,000 residents or 5.5%. The predictions currently available for 1991 suggest a further reduction to around 1.450 million residents. This will undoubtedly lead to a lessening of the need for additional development land. It would be wrong, however, to assume a complete lack of demand for land, since the area required per person (resident or employee) will further increase and counteract the lessening in demand resulting from the population decrease. As well as its changes in size, the structure of the population and its mobility patterns are also decisive. The inner-city population (those living within the densely-developed areas) has decreased by some 15–20% in the last ten years. A large proportion has migrated to the outskirts of the city (within and beyond the municipal boundaries) in search of larger dwellings and better living conditions.

This drift to the outskirts can in general be positively assessed, since it relieves the strain on the living and environmental conditions in the inner districts; it should not, however, be allowed to go too far, since this could lead to losses in purchasing power, a reduction in the quality of goods and services and an increase in traffic volume. The vital question is that of changes in the structure of the population. The danger exists that this migration to the outskirts will result in older and low-income groups being left behind in the inner districts. The trend to the periphery will probably slacken, however, owing to the slow rate of economic growth.

The economy and finance

After years of pronounced economic growth the rate of growth slackened from the middle of the 1970's. This situation can be expected to continue in the foreseeable future. This would produce a reduction in public revenue, while the demands on public funds would not fall to the same extent and might even increase in some spheres.

The room to manoeuvre in financial and budgetary policy would be reduced, but development activity would not cease altogether. Building activity would be reduced, but not come to a standstill. Furthermore, not only expansive phases make economic and constructional restructuring necessary; periods of stagnation

also compel relocation and changes of emphasis. The priority of urban renewal is thus emphasized.

Culture, education and leisure

A modern industrial society needs flexible workers with a variety of qualifications; it manages with fewer hours of work, which leads to an increase in leisure time. This trend has favoured the development of culture, education and sport in the last decades. The quantitative and qualitative expansion of education (in and out of school) is one of the most noticeable social changes in the post-war years. Apart from the extension of educational facilities the consequences for urban development have probably been insufficiently considered. The expansion in education has produced not only an improvement in vocational qualification but also an increase in the general self-confidence and the level of expectation of the population. The traditional school education will in future undergo an increasing transformation into a process of permanent re-education and adjustment to changed technologies and conditions of work. Self-determination and participation will play a more important role.

Leisure will become an increasingly important sector in the city; an expanding leisure-industry is developing and leisure-time behaviour is becoming more and more varied and changing quickly. The manifold activities in the fields of culture, recreation, sport and entertainment create a heavy demand for additional space and facilities both in the vicinity of the home and in the large cultural and leisure centres.

The environment and energy

The realization that natural resources such as natural landscape, open spaces, raw materials and energy are becoming scarcer and that the pressure on the environment is increasing (more development, more traffic) produces a greater awareness of problems in the field of ecological relationships. The efforts for a better environment are thus increasing. This trend is reinforced by increased leisure and greater affluence. The energy shortage which became apparent in the 1970's has already led to various economy measures. It has presented city development policy with new tasks. The environmental compatibility of manufacturing and energy-producing plant is being more critically examined; attempts are being made to check the despoilation of the countryside by low-density development—particularly near the city; the attitude to motor traffic is experiencing a change; people are starting to use their cars more sparingly and consciously. A reduction of the trend towards a drift to the city environs could thus become possible; a new tendency towards the city, but at the same time a higher level of expectations from the urban environment as well and therefore greater demands on urban renewal.

Protective measures after the event are insufficient on their own to effect an improvement in the quality of the environment; the need is rather for increased prophylactic planning which covers the urban landscape in its entirety.

Townscape

The spatial development concept presented here deals with large-scale and superordinate aspects of the townscape: the distribution of developed and undeveloped areas, the location of multi-functional centres, the layout of primary traffic routes, etc. The exemplary redesigning of the Danube area with the high-water channel and the Danube Island belongs to this level of planning. Similar well-considered planning should be applied to the primary road network in future. These are questions that have a very great influence on the appearance of the city and which must be considered from the point of view of townscape. Over and above that the main emphasis of townscape will, however, continue to lie in the painstaking concern with buildings and with the open spaces between the buildings. These detailed aspects of the townscape should also receive more attention in the future. Design concepts should accordingly be drawn up for individual city areas, in which the natural features, the old village centres and the modern development are all taken into account.

Vienna and its environs

The development activity in the Vienna conurbation does not cease at the municipal boundaries. It clearly extends beyond them in some areas. This is particularly so where there are heavily-frequented national and international traffic routes or important urban and industrial development. The strongest regional integration is undoubtedly that in the south. Old towns such as Mödling, Baden and Wiener Neustadt are located here, extending along a regional development axis. This area is such a favourable location that the development has extended beyond the development axis into agricultural areas. A state of competition between Vienna and Lower Austrian councils to attract new industry has thus developed. The extensive development outside the regional development axes threatens to disrupt the balance between developed and undeveloped areas. The retention of extensive open space for agriculture and local recreation areas should be particularly stressed in the vicinity of a conurbation. Planning in the urban regions must also consider the superordinate, ecologically-important open spaces and natural features of the countryside.

Apart from the development in the south of Vienna the regional development is proceeding in a fairly orderly manner along the regional development axes, with a high-capacity public transport facility providing the backbone in each case. It is only the increasing number of second homes which is producing an urban sprawl in the entire Viennese environs. This trend threatens a continuing destruction of important recreation areas, particularly in the municipalities in the Vienna Woods.

The Viennese conurbation is much larger than the city's administrative area. The continuing, although slower, expansion of the developed area and the growing demand for large, city-near open spaces, so important

for the ecological balance, will necessitate even more careful planning in the future. It is for this reason absolutely necessary to take the situation in the Viennese environs into account in the concept for Vienna's spatial development. The realization of this concept accordingly requires cooperation between the City of Vienna, the Province of Lower Austria and the Lower Austrian municipalities in the environs. The "Eastern Planning Commission" provides the appropriate organizational structure for such cooperation in planning.

The developed area

The decreasing population and the changed economic situation has led to a clear reduction in the demand for development land. The backlog demand should, however, not be underestimated, since the amount of developed land per inhabitant is increasing.

This can be clarified by taking the demand for residential space as an example: between 1910 and 1981 the average residential floor space per person in Vienna rose from around 10 m² to 31 m². This means that if the population had remained constant the total residential space would have increased by 210%. However, the population decreased in this period by 700,000 or 30%. The increase in space owing to the additional individual demand was much greater than the reduction in demand caused by the population decrease. The housing demand could be largely met in the last decades, but it is still not completely satisfied. About one-quarter of the Viennese are still living in overcrowded flats.

Not only is the housing demand for living space not satisfied, many firms also complain of a shortage of space. The production, administration, warehouse and transport area per employee is continuously increasing and this forces production companies in particular to seek new locations outside the densely-developed areas. This is similarly true for a variety of social welfare facilities. Kindergartens and schools—particularly in the inner districts—are for example very inadequately provided with open spaces.

The shortage of garages and open spaces in the inner districts is glaring and points up a typical fault in the Viennese city structure. The historically-developed built environment in the densely-developed areas of the city is extremely crowded and compact. It features particularly narrow streets, high buildings and cramped courtyards. If urban renewal is to be a central theme of local government policy in the future the historically-valuable houses must be protected, too-small flats must be combined, too-small courtyards cleared, too-high densities thinned out, open spaces created and garages built.

All these measures are aimed at reducing the residential and development densities in the densely-developed areas of the city. The demand for replacement land so created, together with the not-yet-satisfied additional demand, will necessitate a certain amount of urban expansion and filling-in of the sparsely-settled areas on the periphery. Urban expansion and urban renewal are

thus mutually complementary elements of urban development policy.

In the renewal and expansion of the developed area the connection between buildings (housing, commercial premises, communal facilities) and public utilities (traffic, energy, water, sewage, waste, etc.) must be especially borne in mind. A large proportion of the underground mains in the densely-developed areas were laid in the previous century and are just as much in need of renewal as the buildings overground. The improvement of residential quality frequently leads to heavier demands on the technical infrastructure (e.g. higher water and electricity consumption).

The capacity of the existing public utilities must therefore be taken into account in conjunction with urban renewal and the expansion of their capacity included in the calculations for the city as a whole. Conversely, urban expansion must not just be planned as construction overground, but must also take into consideration the total costs and the implementation problems of the social and technical infrastructure. The extent of the development activity on the outskirts of the city is thus dependent upon the provision of the necessary infrastructure.

Basic values

As well as the general background factors embodied in the urban structure, mention should be made of the specific political principles of Viennese local government policy which underly the design of this spatial model:

- The foremost objective of city development policy is the creation of spatial structures for the satisfaction of basic human needs. A balanced spatial structure is the prerequisite for the creation of as nearly equal as possible living conditions in the different parts of the city. The individual character of different areas should at the same time be preserved and encouraged.

The call for balance should not however lead us to forget the special nature of a large city: a large city is characterized by the fact that it accommodates highly-specialized facilities which are rare or unique in the city and often elsewhere as well (universities, hospitals, theatres, federal government departments, luxury restaurants, luxury shops, but also special sport, recreation and leisure facilities, etc.). It is the concentration of such unique facilities in the city which gives urban life its special quality. For this reason one cannot expect identical and uniform living conditions everywhere throughout the city. These necessary spatial imbalances have the following broad consequences: in the central city area the advantages of intensity of communication and spatial proximity to central facilities are obtained at the cost of a scarcity of open spaces and recreation areas, higher noise levels and greater pollution. Conversely, living on the outskirts or in the environs offers the proximity to nature and better environmental conditions as compensation for the inferior availability of goods and

services and the poorer transport connections.

The aim of the welfare state, to provide as nearly equal as possible living conditions while taking the varying needs amongst the population into account, is nevertheless still a basic objective of planning policy. This objective calls for the creation or preservation of an acceptable minimum of environmental quality and an infrastructure for the satisfaction of the basic needs of the population in each larger area of the city. In order to attain as nearly equal as possible living conditions for the population of Vienna, that spatial, functional and organizational solution for the urban structure should be sought which ensures a balanced relationship and reasonable proximity of residents to their places of work, open spaces, recreation facilities and goods and services. This solution should furthermore guarantee a variety and urban quality of life incorporating a high degree of identification and unmistakability in keeping with the character of the City of Vienna. Living conditions of an equal standard can only be achieved when the existing natural, structural and functional advantages of each area are stabilized and supported and used according to the existent requirements. The aim should be a city which offers its residents a high degree of equality of opportunity, whether in the choice of dwelling, of job, of leisure-time activity, of recreational and educational possibilities or cultural events.

In those parts of the city in which a shortage or unequal distribution of a few basic requirements of the population can be ascertained or predicted, the living conditions of the affected residents should be improved by the concerted employment of all instruments, whereby a balance between the needs and rights of the community and of individuals or interest groups must be sought.

- A mixture of all urban functions and uses which is as closely-woven as possible should be aimed at to a greater extent than previously, although the danger of mutual disturbance and interference must be considered. The object is to preserve, design and develop familiar neighbourhoods which fulfil the manifold needs of the people.

As a consequence of economic growth and technical progress, and owing to rapid and inexpensive transportation systems, important areas of human activity such as living, working, education, recreation or shopping have become increasingly spatially separated from one another in larger cities. The disadvantageous effects of this development which have become apparent in the meantime, particularly the lack of urban atmosphere and the increasing traffic problems, have led to the call for familiar neighbourhoods and an increased spatial intermixture of the various areas of human activity.

At the same time the danger of mutual disturbance and interference by the urban functions must not be overlooked. The degree of integration will be determined above all by nature, extent and intensity of the existing or intended functions and uses

in each case. The combination of dwellings and places of work in the same building can be acceptable, for example, if the firm creates little pollution and requires little space. A large-scale segregation can however prove necessary if, for example, the residential quality is endangered by heavy pollution from firms or if there is insufficient room for expansion for enterprises.

Geographical factors

The landscape and topographic structure of the Vienna region is particularly characteristic and has always exercised great influence on the residential structure:

Vienna is situated at the point of transition between two very different, extensive landscape types. On the side are the eastern foothills of the Alps, on the other the westernmost extremities of the extensive lowlands of Eastern Europe. The hillside slopes of the heavily-wooded Vienna Woods extend from the north to the south-west of Vienna with a number of noteworthy terraces and valleys. In the south the ridge of Wienerberg and Laaer Berg runs eastwards from the Vienna Woods. Together with the Vienna Woods this ridge forms a landscape which resembles an amphitheatre which is three-quarters closed and open to the north-east in the direction of the Danube Valley and the Marchfeld plain. The streams in the Vienna Woods flow almost radially to the centre of this arena-like landscape; the most important, the River Vienna, forms a wide valley running from the west into the centre of the city.

At the narrow Danube gateway between Bisamberg and Leopoldsdorf in the north of Vienna the Danube cuts through the last foothills of the Alps. From here on it flows through Vienna in a south-easterly direction, originally in a four to six kilometer wide strip of meadowland with a number of meandering arms, regulated since 1870, forming a scarcely perceptible curve. For many centuries only the right bank with its steep embankment was stable.

Old Vienna grew up on this stable bank and the land between the Danube arms was only gradually developed, being permanently threatened by flooding. After the regulation of the Danube the development started to spread systematically across the Danube to the left bank.

Until the First World War the ridge of Wienerberg and Laaer Berg remained the southern boundary of Viennese development. After the Second World War the development spread over this ridge and is now filling the plain of the Vienna basin. The Vienna Woods have been protected from any further development since 1904/05 and have from that time on represented the boundary of urban development from the north to the south-west of the city. Eastwards of the Danube is Marchfeld, Austria's fertile granary; the development here is recent, but growing quickly. Bisamberg in the north is the only natural boundary.

The development of Vienna's residential structure

Even though Vienna's past was often very turbulent, the settled area has remained surprisingly stable ever since the establishment of Vindobona. The centre of the city today is on the site of the Roman encampment. Vienna developed in a number of growth phases (Middle Ages 10th–13th centuries, the baroque period following the second Turkish Siege, the *Gründerzeit*) in a characteristic fashion. A number of nearly concentric growth rings grew up around the old city; in these rings the development first spread along those radial arterial roads which represented national or international traffic routes. The areas between these routes were then subsequently settled as well. The necessity of fortifying the city emphasized the radial-concentric form. From the baroque period onwards the old settlement established in the Middle Ages and scattered all over the area of present-day Vienna also began to grow. In this way the area under development in Vienna expanded both from the centre towards the outskirts as well as from the outskirts in the direction of the old fortified city. From the 18th century onwards the first intensive development outside the Linienwall (the future Gürtel) grew up along the River Vienna, which was employed as a source of energy and as a sewer.

The intensive industrialization in the Vienna region and Vienna's increasing importance as the capital city of a large empire led in the 18th and 19th centuries to the most significant growth phase hitherto. Between 1770 and 1910 Vienna's population increased from 160,000 to more than two million.

A number of major urban expansion and infrastructure projects were carried out in the *Gründerzeit*: starting in 1857 the fortifications were pulled down and replaced by the construction of the Ringstrasse with its public buildings and parks. Beginning in 1870 the Danube was regulated, many of the old Danube arms were drained and built upon and traffic links to the areas on the left bank of the Danube established. Between the 1840's and 1860's a number of national and international railway lines were constructed, ending at terminal stations on the Linienwall, which was transformed into the Gürtel roadway after 1870. Starting in 1890 the urban railway was built along the Gürtel, the Danube Canal and the River Vienna; large-scale regulation projects and sewer and road construction programmes were carried out simultaneously. Many educational and public health facilities also came into being in the *Gründerzeit*. Of the extensive open spaces surrounding the city at that time only a few larger "green islands" survived the rampaging development of the *Gründerzeit*: the parks along the Ringstrasse, Prater, Schönbrunn, Belvedere, Türkenschanzpark, etc. These have acquired structural significance in the meantime.

The expansion of the infrastructure was accompanied by extensive building activity which represented both urban renewal and

urban expansion. 80% of the existing housing stock was demolished and rebuilt; a wide ring of development, which absorbed many old village centres, was erected around the city. Very densely built-up residential and industrial areas came into being here, which led to extremely bad living and working conditions, particularly outside the Gürtel. These are the parts of Vienna most in need of renewal today.

The fall of the Danubian monarchy brought the dynamic growth of the city to an abrupt end. As a result of the peripheral location in a small country Vienna's population decreased and it stagnated economically. The city nevertheless grew after the First World War as well: while the growth in the *Gründerzeit* was caused by quantitative increases in the population and the number of firms, the subsequent growth was produced by an increase in space expectations. The increase in the residential area occupied by the population, the expansion of public facilities and business premises and the increasing traffic as well all led to an increase in the area of the city.

Vienna's urban development in the period between the wars was moulded by the building activity of the housing construction programme. Some 63,000 dwellings were built between 1919 and 1934, their design finding international recognition. The majority were constructed in the form of housing blocks which were integrated into already-developed parts of the densely-developed city areas. Around 10% of the dwellings were built in estates of terraced housing on the outskirts of the city.

The destruction during the Second World War left distinct traces. In the period of post-war reconstruction after 1945 87,000 bomb-damaged flats and a large number of destroyed roads, bridges, factories and public buildings had to be rebuilt. After 1955 a period of above-average economic growth commenced, leading to a marked increase in the national income, and the city expanded considerably despite the stagnant population.

Two different phases of urban expansion can be identified here. Housing construction dominated until the end of the 1960's, leading to large housing estates on the outskirts of the city. Housing construction as a whole slackened off from the beginning of the 1970's; at the same time the proportion of urban expansion in new housing construction decreased. On the other hand a period of expansive industrial development on the city periphery commenced. The economic development led to an expansion and restructuring of firms which was impossible in the densely-developed city areas, owing to the limited space and the heavy traffic. On account of the strongly-differentiated regional development the majority of the production companies located on the southern outskirts, fewer in the north-east. The service sector remained in the densely-developed city areas.

If one attempts to characterize Vienna's historical development and identify the main formative influences, one must conclude that Vienna's growth, in common

with that of most large cities, was principally radial-concentric. The city has acquired an almost circular form which is only modified by topographical factors.

Until the 18th century this form of development was ideal for the type of contact amongst the population, as practically all journeys within the inner city were made on foot. However the city expanded rapidly in the 19th century. This expansion was accompanied by the development of two new transportation systems: the suburban railway lines and the urban tram network. These led to two overlapping forms of urban development:

- Development areas grew up inside and outside Vienna along the suburban railway lines.

- A dense tram network was gradually constructed within the city, permitting a further radial-concentric urban expansion.

This concentric expansion continued in the 20th century, except in the West, where the hills of the Vienna Woods form a natural barrier. This nearly concentric expansion would have been impossible without private motor traffic. When a concentrically-developed city exceeds a certain size it becomes increasingly difficult to provide a closely interwoven tram or bus network on the outskirts of the city; the net threatens to become too coarse. These gaps were stopped by motor traffic, but on the other hand the concentric urban growth became heavily dependant upon motor traffic. However, this reliance on motor traffic now causes more and more problems. Only a part of the population has good access to motor transport (one must think of the youth, housewives, old people, low-income groups); motor traffic already represents an unacceptable strain on the urban environment in some parts of the city.

Another disadvantage of radial-concentric cities is that large open spaces, in other words the city-near countryside, are pushed further away from the city's inner districts. In the old, smaller city the countryside could easily be reached on foot; today it is far away. Nowadays those population groups which are not car-owners can reach countryside recreation areas only at the weekend.

It is thus clear that radial-concentric expansion leads to a far from optimum urban structure. The future city development should therefore be based on another design model. Public transport must be given priority and the better integration of large open spaces in the structural development made possible.

Vienna's rapid development in the 19th century, a period of rapid industrial development, produced a large volume of building; the increasing obsolescence of these buildings now poses many problems. Furthermore, the last decades have seen an increasing large-scale spatial separation of land-use functions; the administrative and service sectors are concentrated in the city centre, large residential districts and industrial zones have sprung up on the outskirts, the older mixed-use buildings in the den-



5 Spatial model
Schematic representation

sely-developed inner districts have become less important.

The future spatial model

Urban renewal and urban expansion

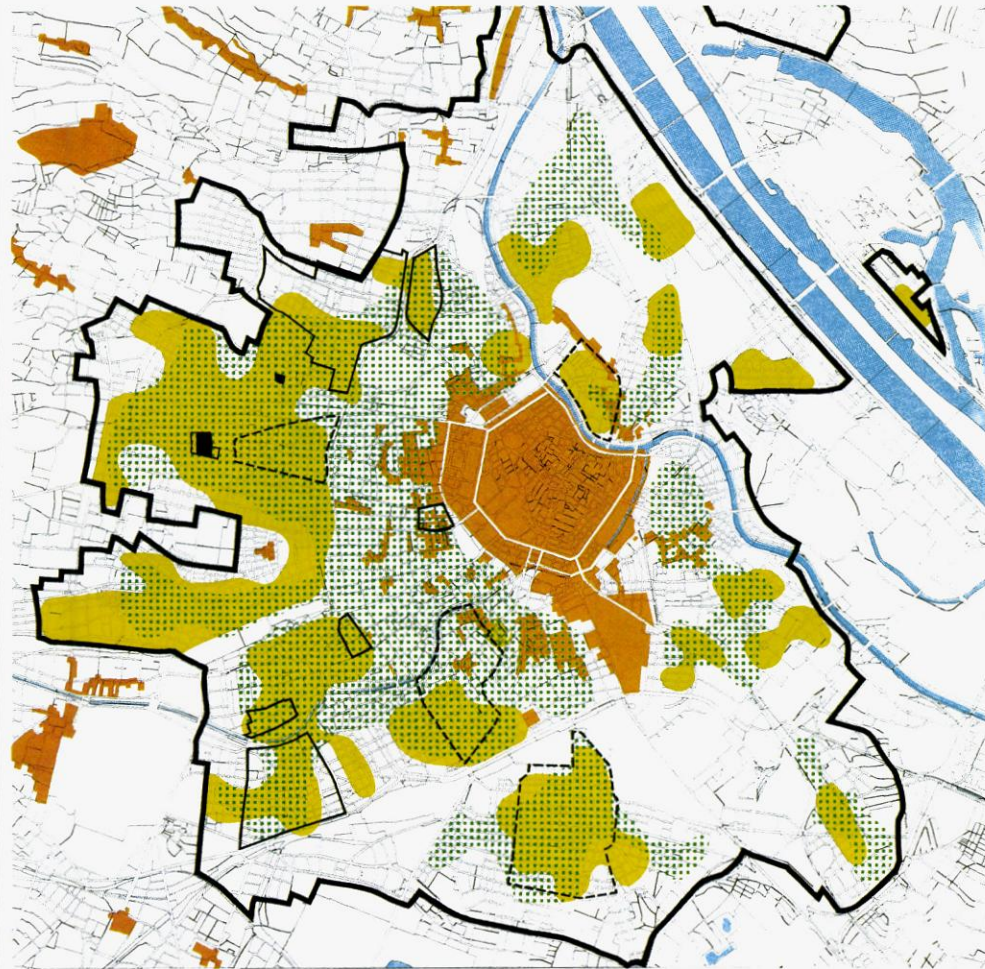
Urban renewal must be given priority over urban expansion in the coming years. But the densely-developed districts are the products of a historical process and can only be gradually restructured. A variety of characteristic features should in fact be preserved and especially cared-for: buildings of cultural and historical value and coherent groups of buildings, the intimate mosaic of various functions—all factors which contribute to the fascination of urban ambience.

On the other hand, other things need to be changed: the frequently too-dense development; the strains caused by motor traffic and environmental pollution; the lack of parks and open spaces, of public garages and quiet streets in the inner districts; the frequently too-small, badly-equipped flats with insufficient light and sun. This kind of

restructuring calls for urban renewal measures which, although cautiously implemented in cooperation with the residents, nevertheless produce a decongestion of the densely-developed districts.

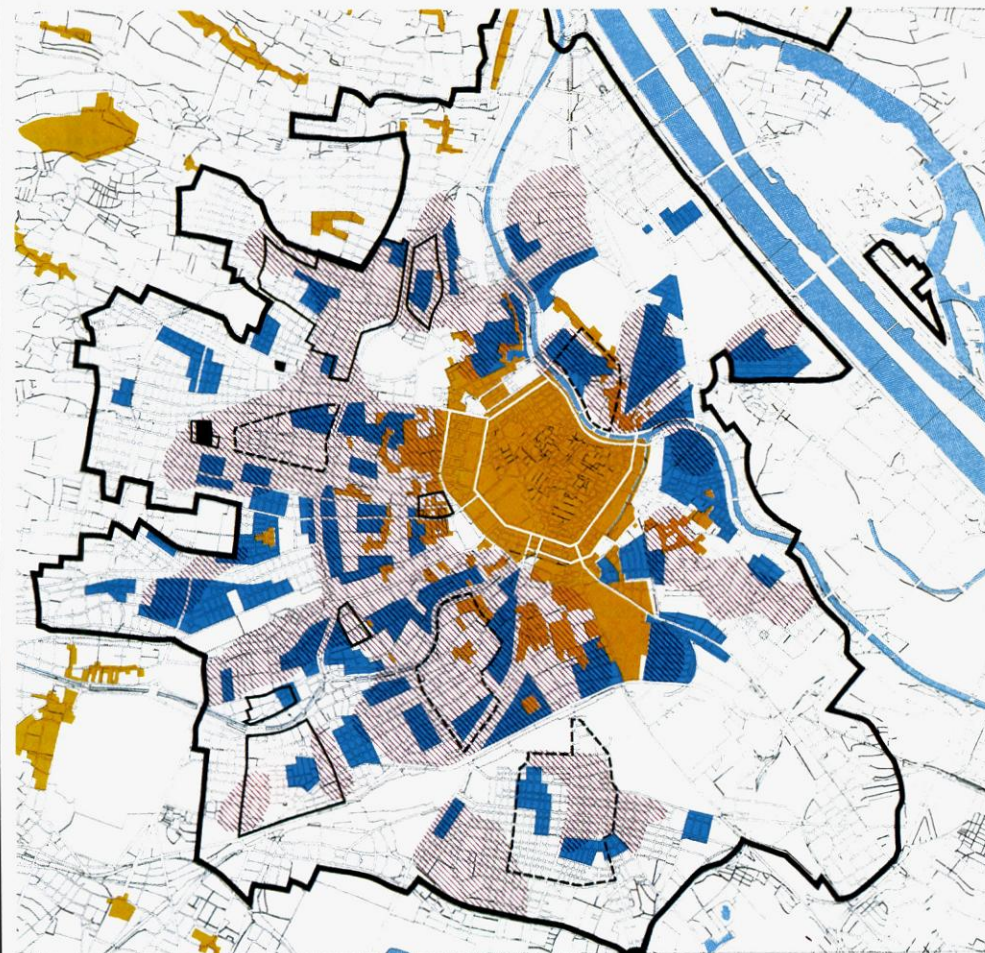
The aforesaid makes it clear that urban renewal which is adapted to the needs of the population must avail itself of urban expansion as well; the density reduction in the inner districts produces a demand for substitute dwellings and business premises, for public facilities and open spaces. In addition, the still partly-unfulfilled backlog demand must be met; there are still many people living in too-small and overcrowded flats, under conditions which are less than ideal for children and young people, many firms are hampered by cramped working conditions, many schools and kindergartens suffer from lack of space. It is nevertheless clear that the extent of urban expansion will be markedly less than in the previous decades; the demand for housing has largely been met, the economy will no longer expand on the scale of the nineteen-sixties.

Even though urban expansion will also be necessary in the future, it need not inevitably lead to an expansion of traffic or to urban sprawl in the countryside. The spatial model presented here offers an alternative solution.



6 Urban renewal 1

- densely-developed city area
- urban renewal area designated in accordance with paragraph 1 (1) of the Urban Renewal Act
- urban renewal area 1974—1983
- urban renewal area 1984
- orange protected zone
- yellow improvement of the residential structure
- green dots improvement in the provision of open spaces



7 Urban renewal 2

- densely-developed city area
- urban renewal area designated in accordance with paragraph 1 (1) of the Urban Renewal Act
- urban renewal area 1974—1983
- urban renewal area 1984
- orange protected zone
- blue reduction of excessive density
- pink hatched improvement in the availability of parking space

Development axes and green wedges

The historic city must be preserved and gradually brought into line with present-day expectations. Insofar as urban expansion remains necessary, it should be confined to the settlement of "development axes". These emanate from the "main centres" on the outskirts of the densely-developed districts. All important municipal utilities are closely interwoven along the development axes, so that a similar urban ambience to that already obtaining in the densely-developed districts can be achieved. The backbone of the development axes is provided by an efficient transport facility. The ribbon development guarantees all residents easy access to public transport, thus reducing private traffic to a minimum. Where local conditions permit urban and regional development axes should be linked with one another.

"Industrial zones", which can accommodate extensive or vexatious industrial premises, are assigned to the development axes. Existing areas of development outside the development axes are to be designated as "stable areas", in which no further expansion should take place.

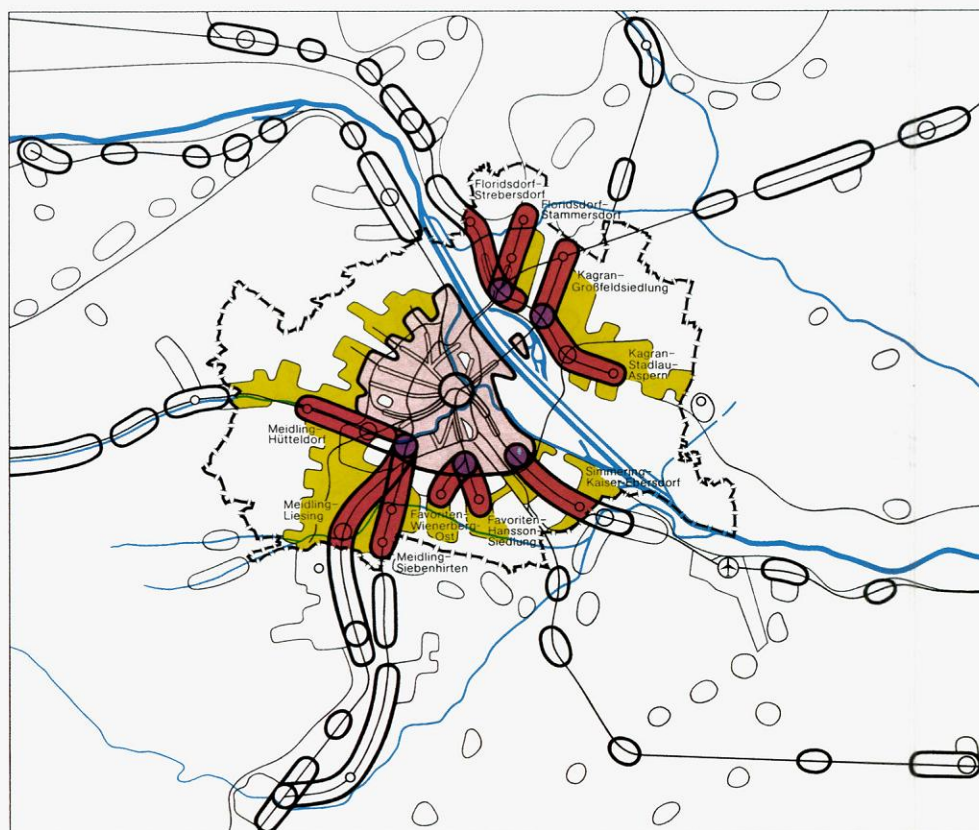
"Green wedges" (or "green corridors") should be laid out between the development axes in such a way as to retain sufficient open space near the city, so that the ecological balance is improved, the body of the city is relieved, and recreation and leisure areas made available and agriculture and forestry in the vicinity of the city made possible.

This basic pattern of alternating development axes and green wedges is of course modified by extensive natural features; the Vienna Woods represent a valuable local recreation area which must now as ever be protected from urban development. The Danube together with the Old Danube, the Lobau and the Prater represent a valuable green belt in proximity to the city centre which must be kept free of all development. It is an excellent example of the "vision" of a heterogeneous balance between "town" and "country".

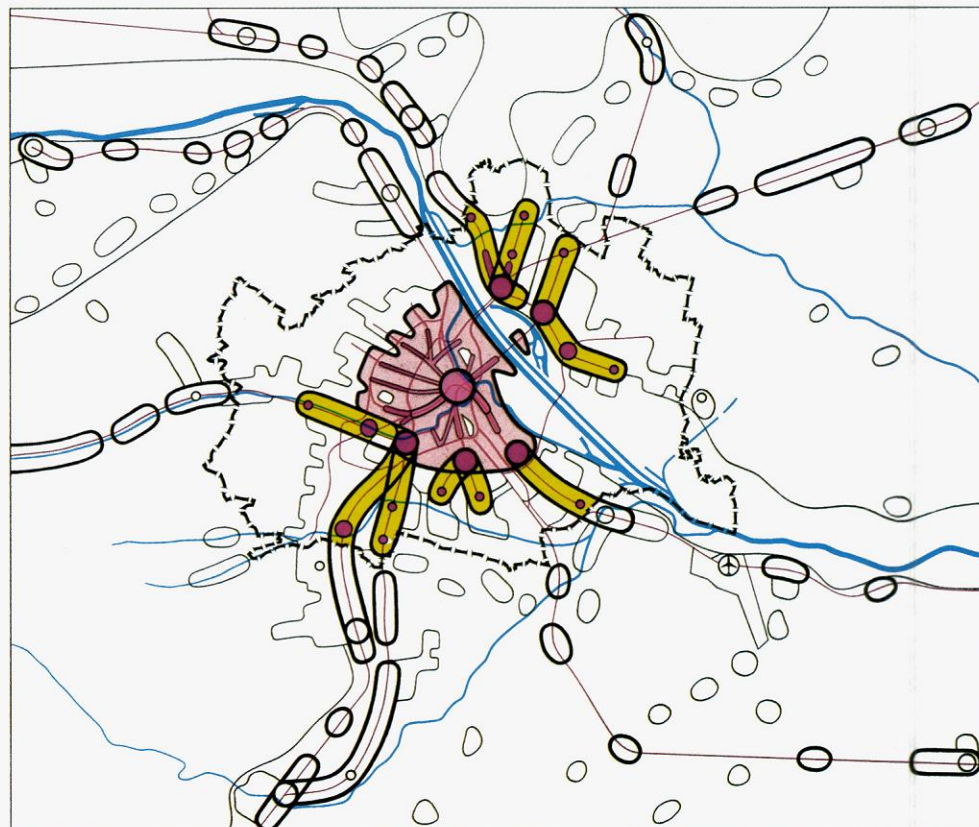
Centres

Vienna is on the one hand orientated on one main large centre ("monocentric" structure) but on the other hand possesses a number of well-supplied main and district centres ("polycentric" structure). A variety of measures were implemented in recent years in order to stabilize the centres in the inner districts. The inner city has further consolidated its status as a lively and varied centre and meeting place. However at the same time a relocation of residential population and business premises in the outer districts have taken place. But the service sector has not emulated this relocation to a sufficient extent. This led on the one hand to supply problems in residential districts and on the other to inorganic phenomena such as shopping centres in the midst of green fields.

The main and district centres outside the Gürtel must be supported in accordance

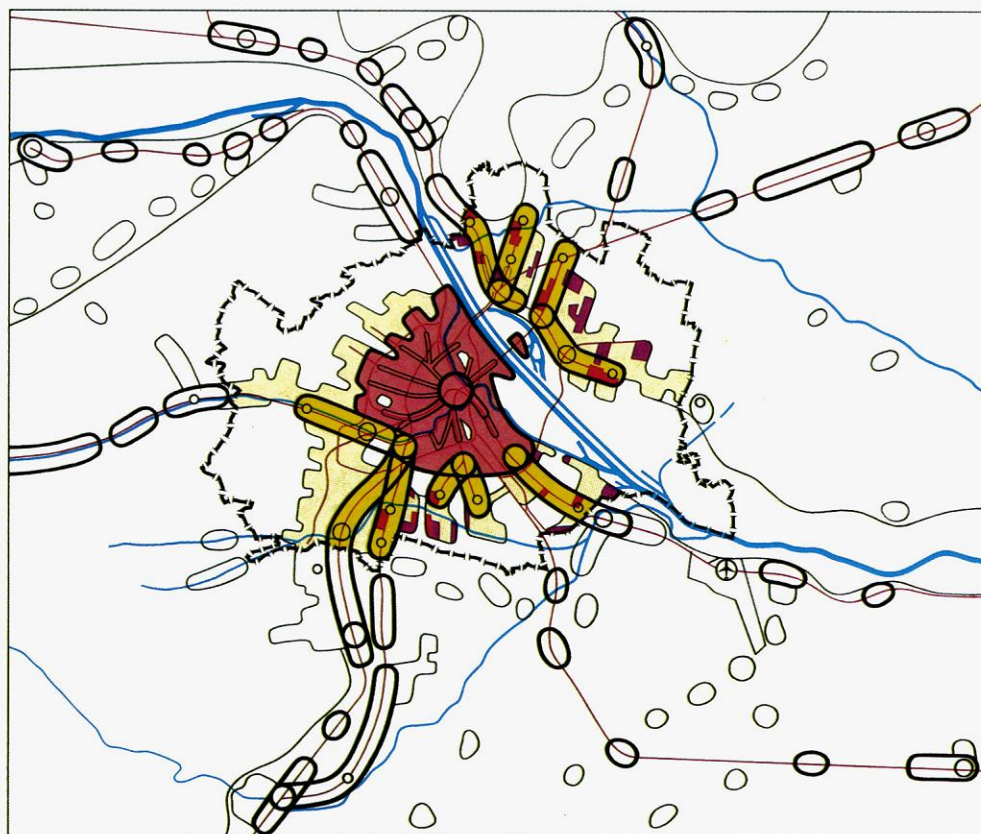


8 Development axes
Schematic representation

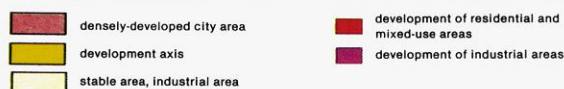


9 Centres
Schematic representation





10 Development emphases
Schematic representation



with their important functions. They are important places of contact for the population and form the points of intersection and transition between the traditional, radial-concentric city and the new development axes. These main centres should be linked with each other and with the inner city by means of efficient public transport services; they are often interchange stations between primary public transport facilities (suburban railway, underground railway) and the secondary transport network (trams, buses).

Business premises

Small and middle-sized firms, particularly those providing domestic goods and services, should be accommodated in close proximity to the housing in the development axes: either in the ground floor of residential buildings or in the same or a neighbouring housing block.

Extensive and/or vexatious works, which can hardly be integrated in residential areas, should be grouped together in "industrial zones" outside the development axes but nevertheless related to them.

Stable areas

It goes without saying that not all Viennese development areas are to be designated as development axes or industrial zones. Such areas should be retained in their present form; further expansion or increases in population density should be avoided. Such areas are therefore designated as "stable areas".

Land reserves

It must now be assessed whether the designated development axes, with the related industrial zones, contain sufficient reserve land to meet the expected demand.

On the basis of the probable income from the Housing Construction Subsidy Fund the construction of some 5,000—6,000 dwellings yearly can be predicted.¹ About half of these will be in the densely-developed areas in the course of urban renewal.² A further part of the housing construction activity will consist of the "filling-in" of existing development areas outside the densely-developed city areas. Up to 20 hectares of additional development land will be

required annually for the remaining 1,000—1,500 dwellings.

The development land requirement for the expansion of industrial zones is estimated at 25 hectares yearly, based on the demand in recent years (without taking major interests such as General Motors into consideration). It can be assumed that the demand in the coming years will probably fall short of this figure, although the necessary economic restructuring also creates additional space.

The land reserves in the designated development axes and industrial zones amount to 1,100 hectares. Some 350 hectares consist of residential or mixed-use areas and 750 hectares of industrial areas. Areas under construction or in the planning stage are not included in these figures. It must be taken into consideration that the bulk of these areas is not immediately usable, but necessitates time-consuming activities such as acquisition negotiations, resettlement proceedings and the provision of basic services. Experience shows that at best two-thirds of the designated development areas can be utilized in the middle term. This means that around 250 hectares are available for development as residential and mixed areas and around 500 hectares as industrial areas. This implies that the residential and mixed areas should suffice for about 12 years and the industrial areas for about 20 years.

The map "Development goals" contains a classification of the designated land reserves according to the time required for their realization. Preparatory work has already begun on most of the areas classified as realizable in the short or middle term. There is naturally greater uncertainty over the time required for the development of those areas designated for middle- or long-term development. The important point is the evidence that the development axes and the industrial areas are sufficiently large to be able to provide enough reserve land for the foreseeable future. If less land is actually required the reserves will last longer.

At all events no development outside the intended development areas is necessary, enabling the designated extensive open spaces to be protected from further development.

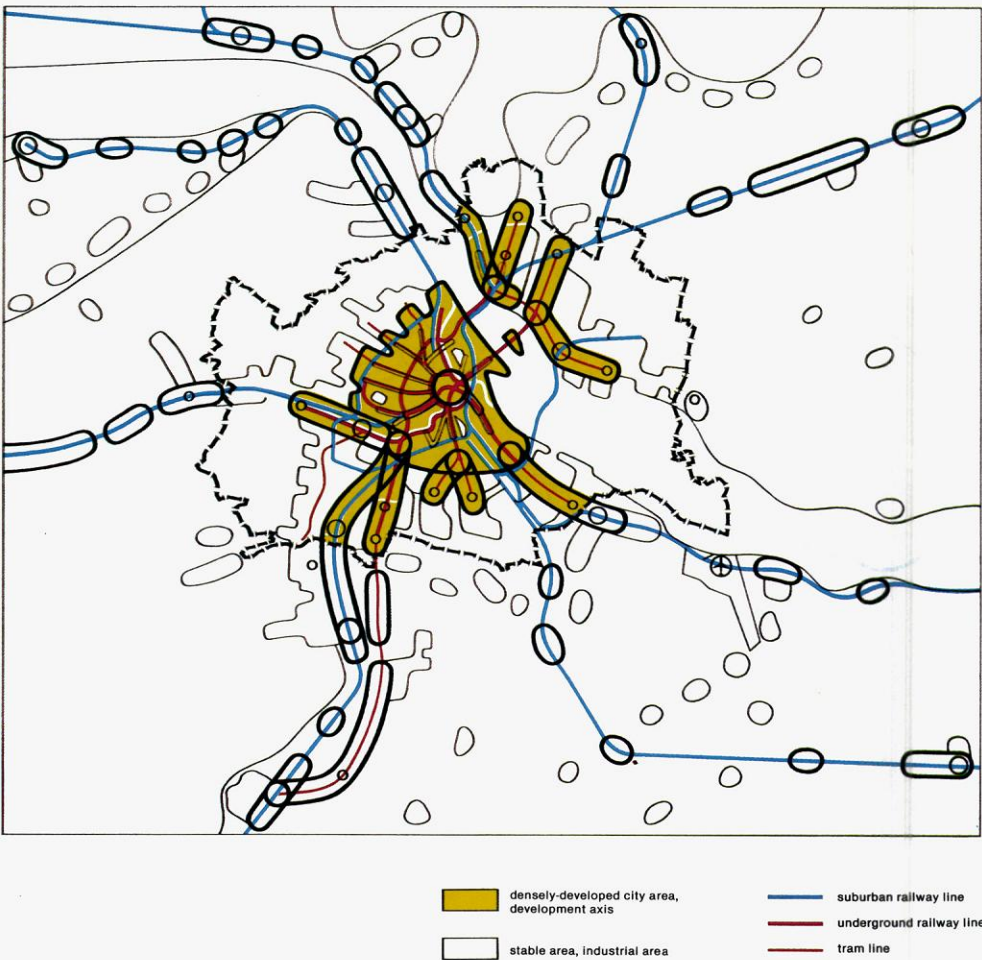
Land reserves in development axes and industrial areas according to the longer-term model

	for residential and mixed areas ha.	for industrial areas ha.	total ha.
Vienna — north-east	200	500	700
Vienna — south	150	250	400
Total	350	750	1100
Two-thirds of total	250	500	750

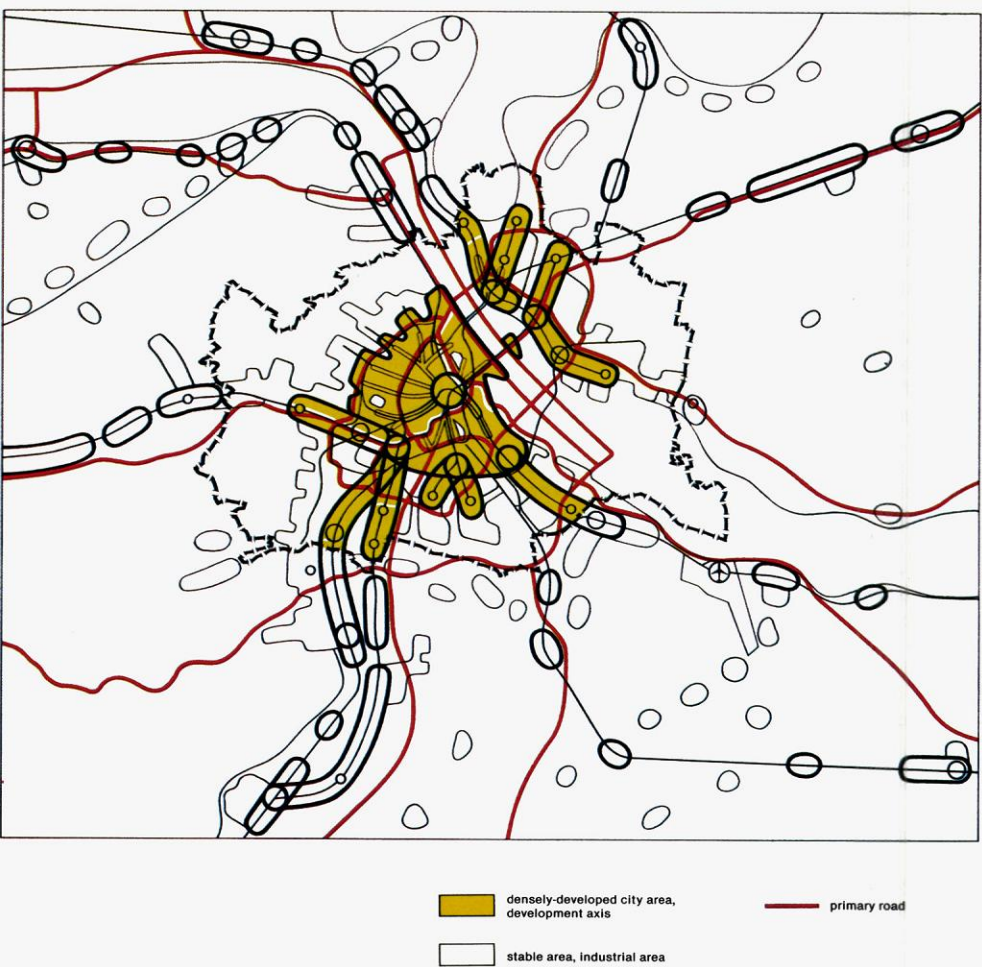
¹ Including the federal special programme for housing construction and independently-financed housing activity. This figure is guaranteed for the next 5—8 years, but could however subsequently fall.

² This proportion is based on the trend in recent years. It should lessen in the future, since the financial incentives for demolition and new construction are reduced by the increased density reduction in the densely-developed areas; it should increase, since the growing deterioration of the housing stock necessitates increased demolition and new construction. The outcome of these contradictory trends is that the proportion of new housing construction activity in the densely-developed areas will not change as compared with present levels.

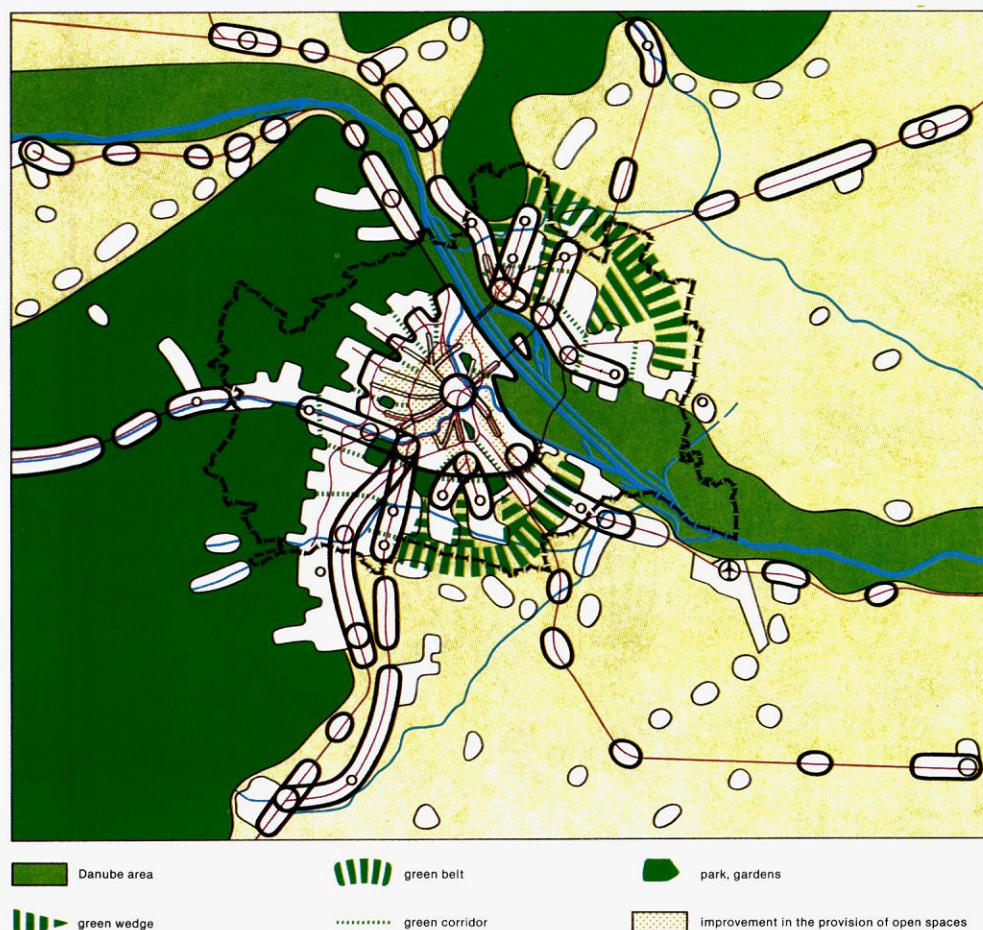
11 Rail network
Schematic representation



12 Road network
Schematic representation



Primary transport networks
Traffic routes have always exercised great influence on settlement and the development of centres. The high-capacity public transport facilities (underground railway, suburban railway) should therefore form the backbone of development and link the main and district centres with each other. Development axes can also be served by trams, although measures to speed up such trams must be urgently implemented. Primary roads should bypass the development axes tangentially in order to keep pollution of the urban environment to a minimum. Such principles are naturally difficult to realize in the densely-developed areas of the city; acceptable compromises must be sought for such areas and traffic reduction intensified in order to improve the residential environment.



Large open spaces

Sufficient room for large open spaces should be retained between the development axes. They can take the form of green wedges, green corridors or even green islands which are linked with one another. Such green areas should not be seen as left-over land or prospective development areas but rather as an important element in the entire spatial model. Green wedges should be driven as far as possible into the densely-developed areas. Vienna's green belt, protected in the west since 1905, should be enlarged in the south and the north-east.

While a continuation of the atmosphere of urban density should be aimed at along the "length" of the development axes, the "breadth" should seek to offer the coexistence of "town" and "country". While in the traditional, radial-concentric city the open spaces were pushed away from the development areas in the inner districts, thus aggravating the contrast between "town" and "country", the city of development axes and green corridors should offer a close combination of, and harmonious transition between, developed and undeveloped areas.

Townscape

Urban development planning should to a greater extent be understood as the duty to shape the city more carefully, both in its totality and in detail. Vienna is not least world-famous as a beautiful city surrounded by charming countryside. We must establish connections with the quality of

past times. The preservation of the existing culturally and historically valuable city structures with their characteristic features should therefore occupy an important place. Yet such conservation should not be rigid, "museum-like" in a negative sense, but rather a revitalization incorporating lively, up-to-date utilization. It is furthermore important to improve the urban design in those areas of the city developed in the second half of the 20th century. Contemporary forms appropriate to a modern society must here be found.

The spatial model here presented proposes an urban design concept at the paramount level of the city as a totality. The distribution of the centres, the arrangement of development axes and extensive open spaces, the layout of traffic networks, the indication of building densities and the distribution of utilization, all these should be seen as elements of the townscape. Such stipulations only gradually take on visible forms. The tangible, individual building activity is more quickly and more directly apparent to the inhabitants. In order better to integrate such activities in an urban design framework, planning activity at the district and local level must be intensified.

Regional development

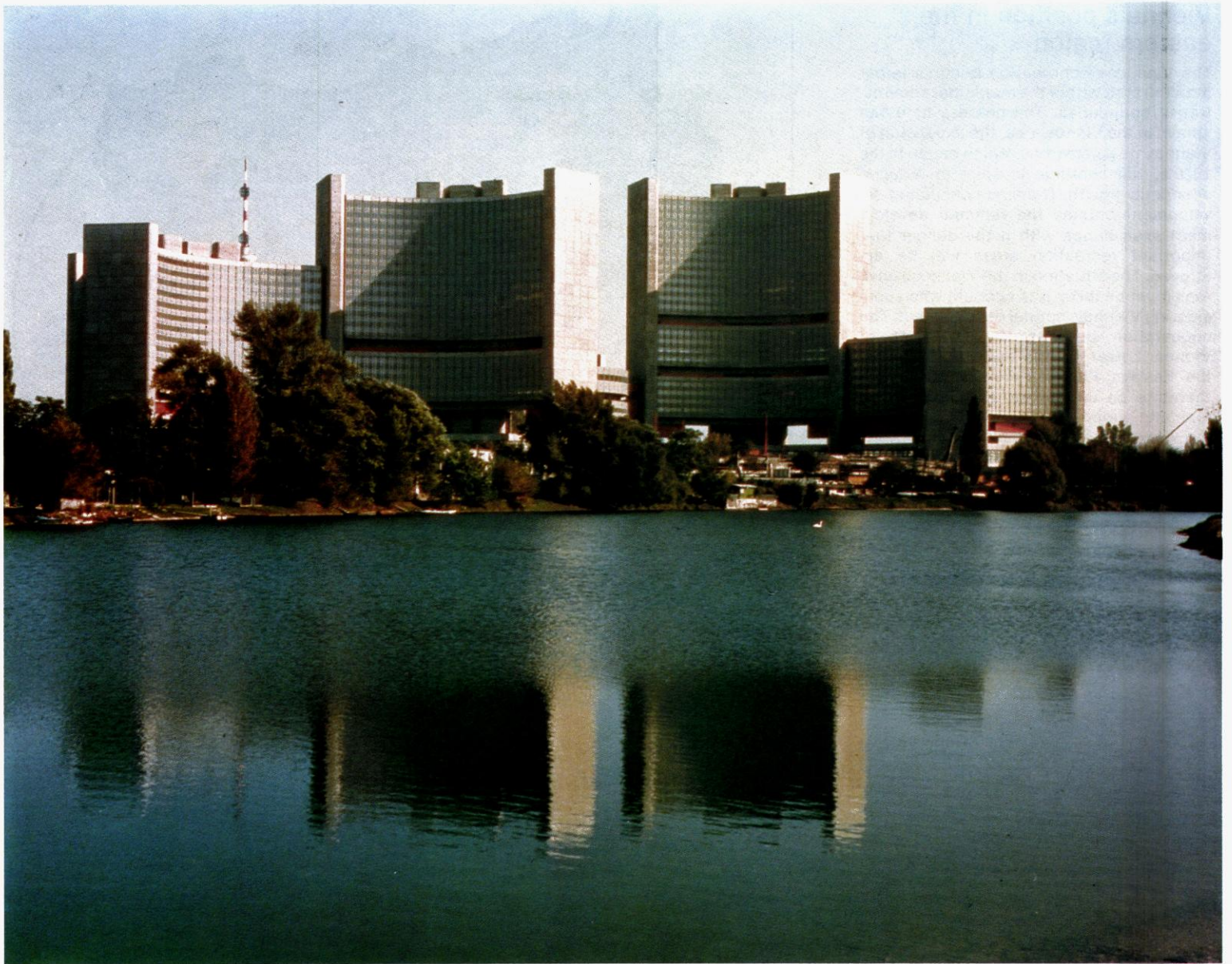
The spatial model for city development should acquire validity not only within the Viennese municipal and provincial boundaries but within the whole Vienna region. The city as a social entity spread beyond

the Viennese administrative boundaries long ago. The Viennese environs are therefore included in the spatial model. The development in these areas should also be concentrated on regional development axes, which should integrate the "central places". This can of course be no more than an unofficial recommendation, since Viennese city development planning possesses no competence in Lower Austria. The present spatial model is at all events based on the already-adopted Lower Austrian regional planning programme.

It will be a task for the Eastern Planning Commission (Vienna, Lower Austria, Burgenland) to agree upon common conceptions for the desirable spatial structure of the Viennese conurbation within the framework of the preparation of a spatial model for the eastern provinces.

Planning as a process

The spatial model should not be falsely understood as a rigid corset. It should rather be seen as a framework of orientation for the desired urban spatial development, which must first be clarified by means of various planning instruments (e.g. zoning plan and development plans). In each specific case the model must be reconciled with the special local conditions. In the absence of such a framework of orientation these numerous individual decisions could prove to be arbitrary and contradictory.



14 Vienna International Centre, a symbol of Vienna's international significance

Principal aims in various thematic areas

Vienna's international significance

Vienna can look back on a long tradition as an international meeting-place. Helped by the geopolitical situation between the two major social systems, and as a commitment to Austria's neutral status, it has been possible to expand Vienna's international function as a political, economic and cultural meeting-place considerably. Vienna is one of the three U.N.O. cities in the world

today and among the most important conference cities in Europe. The city accommodates a large number of international and intergovernmental organization. And furthermore, a wide variety of firms and institutions in the field of international trade have their headquarters in Vienna. Vienna's importance as a centre of culture and education reaches far beyond Austria's borders. The necessary land for service facilities must be reserved and infrastructural facilities encouraged in order to enable a further expansion of Vienna's international function.

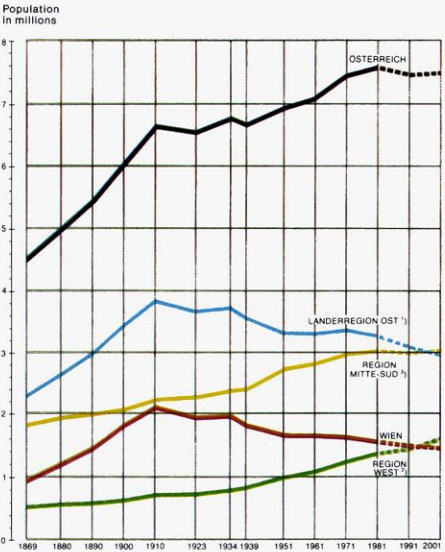
Vienna's significance for Austria

Vienna's function as a capital city is determined by superordinate institutions such

as the highest government bodies, the central federal administration, many central commercial and industrial facilities, interest groups and also by the branches of international organizations, firms, etc. Cultural, leisure-time, educational and scientific facilities possess supranational importance. In order to make all Austrians more aware of this importance, the relationships with the provinces should be strengthened by the provision of improved opportunities for social, cultural and economic contacts. Vienna's peripheral position should be alleviated by the improvement of the transport connections to the other provinces. The continuation and expansion of the "starter flat" housing programme for migrants together with measures to assist the family could slow down the population decline.

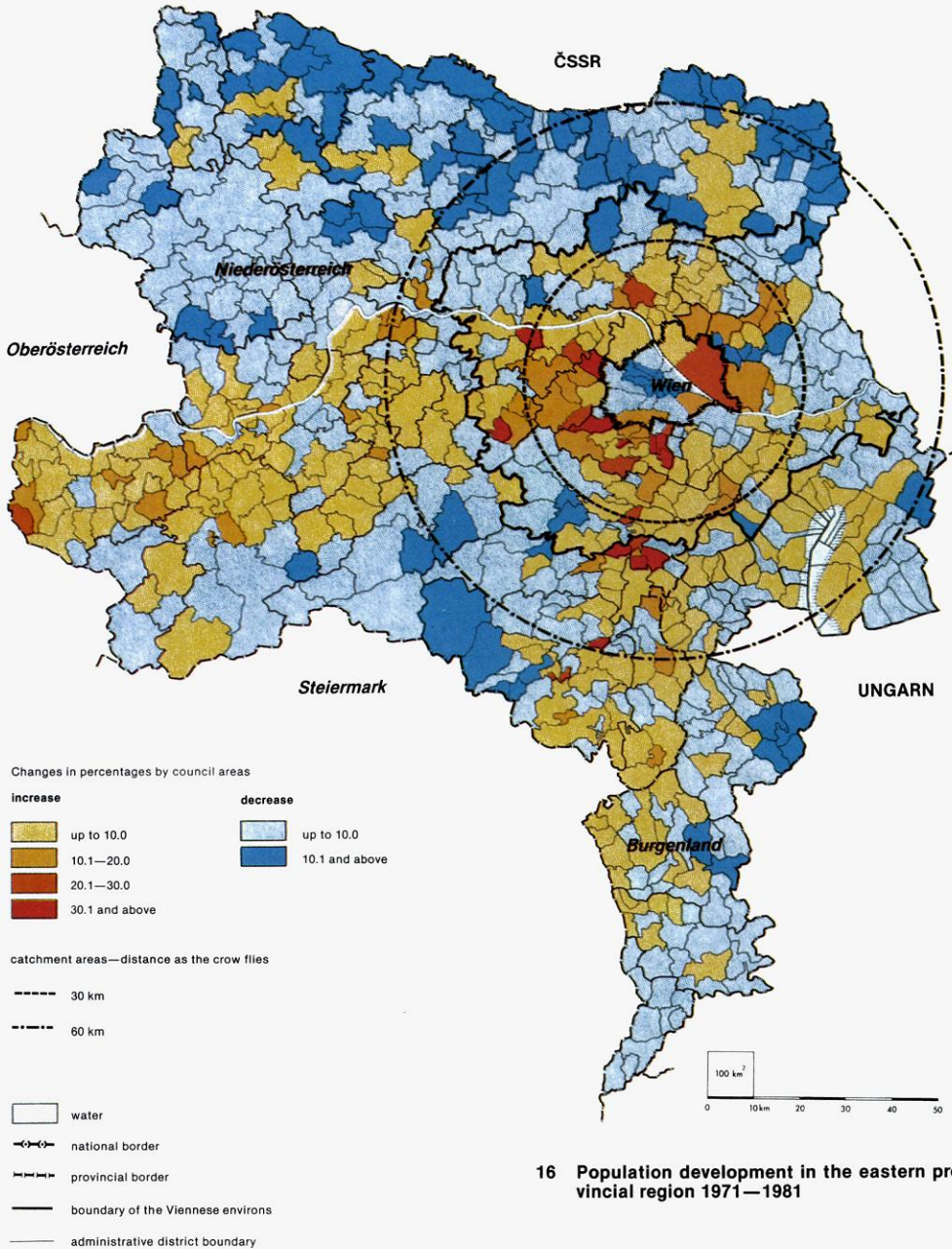
Vienna's position in the eastern region

The Viennese conurbation is much larger than the area within the municipal administrative boundaries. The process of urban sprawl in the Vienna area, the expansion of Vienna into its environs, which began in the 1960's, will continue in spite of reduced economic growth. The land-consuming development axes brings with it the danger that important recreation areas will be destroyed. The situation in the Viennese environs must be taken into account when considering Vienna's spatial development. The cooperation between the provinces of Vienna, Lower Austria and Burgenland in the Eastern Planning Commission must therefore be intensified and an effective planning cooperation with the councils in the Viennese environs developed.



15 Regional population development 1869—2001

As an effective counterbalance to the development of urban sprawl in the environs resulting from second homes, the dream of a single-family house in the country should be countered by the "model of urban life". The positive features of urbanity can be revived and made clear to the population by means of traffic reduction, better design of the roadways, improvement of the public transport system, courtyard clearance in too-densely-built housing blocks, etc. Recreation areas outside Vienna's municipal boundaries should also be reserved and protected in cooperation with the Province of Lower Austria and the neighbouring councils. The expansion of the transportation network should be brought more closely into line with the intended structure in the eastern region. Vienna's access to the supraregional and regional transportation network should be improved by the expansion of regular services (hourly, etc.) on the western and southern railways, by an



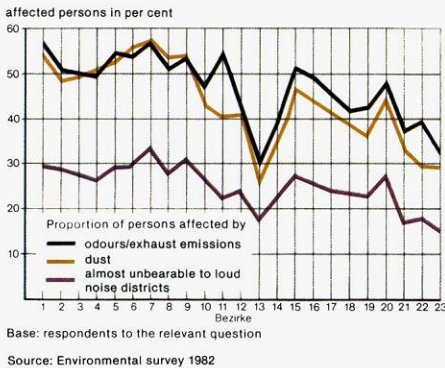
16 Population development in the eastern provincial region 1971—1981

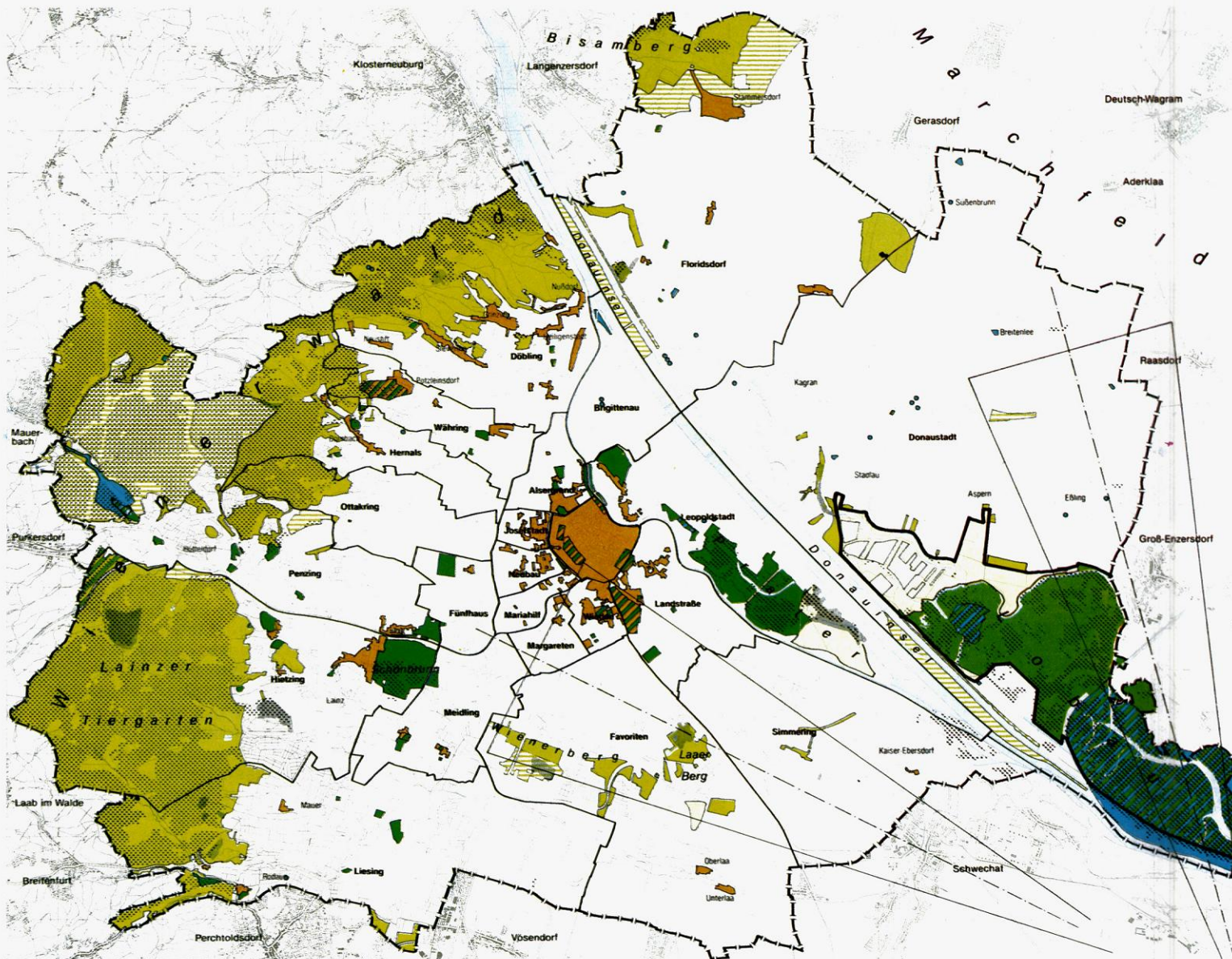
increase in services on the suburban and local railway lines and by improvements to the road network.

Natural living conditions and environmental protection

The economic growth of the last decades enabled general prosperity, but it also led to an increasing endangerment of the existing natural living conditions. The reduction in the quality of life, resulting above all from air pollution, noise and ground-water pollution, has led to the development of a pronounced environmental awareness, particularly in the cities. Preventive environmental protection appears increasingly urgent, since the subsequent repair of environmental damage inevitably involves high economic costs.

17 Environment pollution by council districts, 1982





18 Protected areas at end of 1984

Protection orders under the Viennese building regulations

- protected zone under paragraph 7
- protected park
- protected wood and field belt
- protected wood and field belt in preparation

Orders covering development areas not included

Protection orders under the Viennese Protection of Nature Act

- natural monument (selection)
- protected natural area
- protected landscape area
- protected section of landscape

Protection orders under the Water Rights Act

- specially-protected water rights area

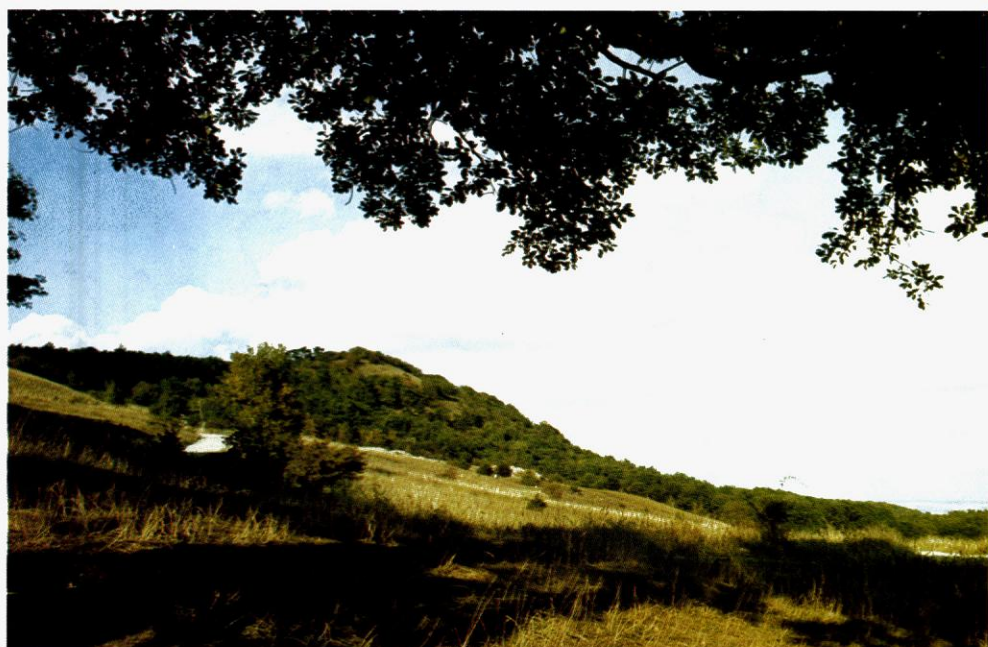
Areas covered by multiple protection orders

- Protected zone and protected park
- specially-protected water rights area and protected natural area
- specially-protected water rights area and protected park
- Lobau, protected as wood and field belt, and additionally covered by nature, landscape and water rights protection orders
- nature protection area and protected wood and field belt

- safety zone for Vienna airport—Schwechat

- wood
- water
- provincial boundary
- district boundary





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Environmental protection in conjunction with the protection of nature and the landscape is of decisive importance in the preservation and improvement of the quality of life in Vienna. Since these are problems which extend beyond the municipal boundaries a national and even international approach is desirable. Extensive forms and types of landscape, such as the Vienna Woods, Bisamberg or the meadowlands, and also significant tracts of land, must be conserved and protected. Particular attention must be paid to the extension of the protected landscape in the eastern and southern peripheral areas. Areas employed for agriculture or forestry fulfil important functions in a city. They provide an ecological balance, help to structure the city and serve as recreation areas. At the same time they play an important role in maintaining the supply of food (fresh vegetables). These areas should therefore be protected by suitable zoning or by the Viennese Protection of Nature Act.

When choosing locations for larger factories, power stations and other installations, but also in the construction of new housing estates, the influence of the urban climate, for example the direction of the prevailing wind, should be paid more attention than hitherto. In order to improve the urban climate an increased number of open spaces, roads and courtyards should be provided with plants and trees in those areas suffering from a lack of open spaces. The green belt should be extended, widened and legally protected in order to link up the existing areas of the wood and field belt. By these means an interconnected system of open spaces should be created, particularly in the south and the north-east of the city. This is also true of the green wedges, which should reach as far as possible into the densely-developed city areas.

Measures to improve and protect the environment must be increasingly implemented in order to ensure a healthy and as natural as possible an environment for the residents of the city. Representatives of the environmental protection authorities, and social and medical spokesmen, should be included in all important planning procedures.

With respect to the main sources of pollution, a variety of specific measures must be implemented to improve the environment. Industry, power stations and domestic fuel should all be gradually converted to more environmentally-acceptable production methods and energy sources. The subsidizing of investments should speed up this conversion process. The accelerated expansion of district heating should help to relieve particularly badly-affected areas. For the sake of the health of people, animals and plants lead must be eliminated

- 19 Varied landscape in the Vienna Woods
- 20 Vineyards on the slopes of the Vienna Woods
- 21 Meadowland in the Lobau



22

from petrol and sulphur-free fuel oil used. The technical equipment of motor vehicles should be improved in order to reduce pollutant emission even further.

The federal laws on environmental protection must be adapted to the needs of the city. In order to reduce noise disturbance from motor traffic the aspect of noise prevention should already be considered at the planning stage and noise protection measures financed, in part by greater use of federal funds.

The ever-increasing quantities of waste represent a considerable burden on the environment. A rational waste disposal system can therefore play an important role in the improvement of the environment. The reduction of the quantity of waste and the recovery of raw materials from waste and old materials must be encouraged. Strict controls on the depositing and disposal of rubbish and special industrial wastes should be exercised in order to ensure that the disposal is harmless. The preparation of recultivation plans before the start of dumping should enable disused dumps to be further employed as recreation areas.

Population

The population of Vienna fell by 5.5% to 1.53 million between 1971 and 1981. Currently available forecasts predict a reduction to about 1.45 million by 1991. This decline is due to the excess of deaths over births and the drift to the environs. There have also been marked population drifts within the municipal area. The desire for larger dwellings and the search for better environmental conditions have led to heavy housing construction activity on the periphery of the city. The replacement of residential space by office space has also contributed to a reduction in the number of residents in the historically-developed and densely-built areas of the city by more than 150,000 in the last ten years. In the same period the population of the sparsely-developed areas on the southern and north-eastern peripheries grew by some 50,000. The

22 Collection of special waste

23 Garden courtyard in the 4th district—Planquadrat

24 Population changes 1971—1981 by district groups

25 Changes and projected changes in the resident population 1961—2001 by district groups

26 Educational level of the Viennese population 1971—1981



23

District groups	Resident Population				Foreigners 1981	
	1971	1981	Change 1971—1981		absolute	Proportion of resident population in %
			absolute	in %		
Middle	566,744	487,759	— 78,985	—13.9	46,052	9.4
North-East	185,710	215,834	+ 30,124	+ 16.2	5,785	2.7
South	361,899	365,366	+ 3,467	+ 1.0	21,983	6.0
West	505,532	462,387	— 43,145	— 8.5	39,603	8.7
Vienna	1,619,885	1,531,346	— 88,539	— 5.5	113,423	7.4
Densely-developed area	1,117,140	965,207	—151,933	—13.6	93,569	9.7

Source: ÖStZ (Austrian Central Statistical Office), census returns 1971 including foreign employees classified as "only temporarily present"; census returns 1981.

Districts groups: Middle: 1st—9th and 20th districts
North-East: 21st and 22nd districts
South: 10th—12th and 23rd districts
West: 13th—19th districts

24, 25

District group	Resident population				
	1961	1971	1981	1991	2001
Middle	635,000	567,000	488,000	430,000	400,000
North-East	138,000	186,000	216,000	230,000	240,000
South	315,000	362,000	365,000	360,000	350,000
West	540,000	505,000	462,000	430,000	410,000
Vienna	1,623,000	1,620,000	1,531,000	1,450,000	1,400,000

Source: ÖStZ, census returns 1961, 1971 (data rendered comparable), 1981.

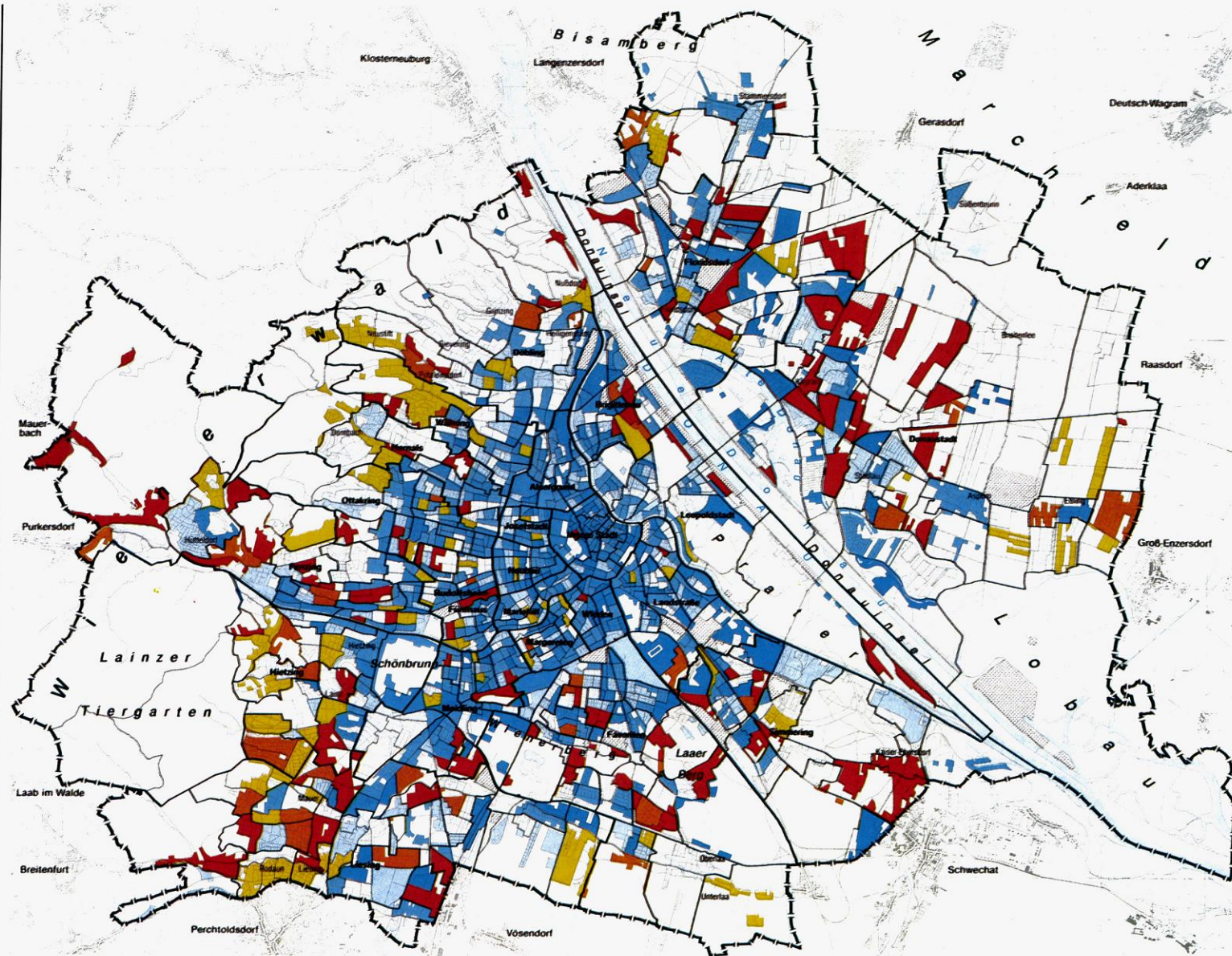
ÖStZ, population estimates for the Austrian provinces, MA 18, population projections by district groups

26

	Resident population by highest completed education			
	proportion			
	1971	in %	1981	in %
Tertiary education	54,541	4.0	73,809	5.7
Higher secondary education	129,327	9.6	141,516	10.8
Secondary education (technical education)	136,620	10.1	167,702	12.8
Apprenticeship	405,537	30.0	385,908	29.6
Compulsory education	625,737	46.3	536,744	41.1
Total	1,351,762	100.0	1,305,679	100.0

Source: ÖStZ, census returns 1971 and 1981

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27 Population development 1971—1981

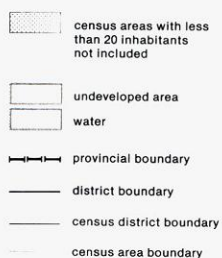
increase

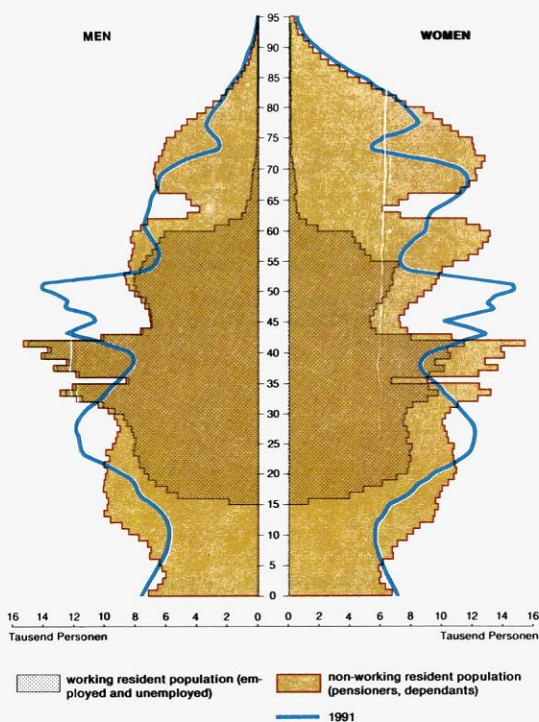


decrease



changes in percentages by census areas





28

- 28 Age structure (pyramids) of the Viennese population 1981, 1991
 29 Jobs, workforce and working persons 1961, 1971, 1981
 30 Residents, jobs and employed residents by district groups 1961—2001

goal of future population policy must be to keep the population decline to a minimum and to aim at broadly-balanced population structures in all parts of the city. This can be furthered on the one hand by a general improvement of the living, working and environmental conditions in the city and on the other hand by a closer identification of residents with their part of the city, resulting from increased attention to townscape and the improvement of the social and cultural infrastructure in disadvantaged areas. Raising the attractiveness of the city can help to counteract the population drift and attract additional labour from the provinces. The improvement of possibilities for the integration of foreign workers and their families who wish to remain in Vienna permanently is another measure to reduce the population decline in Vienna.

Employment market

There are some 800,000 jobs in Vienna, i.e. about one quarter of all employed persons in Austria work in Vienna. Some 160,000 of

District groups	JOBS ¹		
	1961	1971	1981
Middle	487,000	426,000	413,000
North-East	46,000	49,400	72,000
South	137,000	136,600	157,000
West	194,000	173,300	172,000
Vienna	864,900	786,200	814,000
WORKFORCE (employable resident population, women aged 15—60, men aged 15—65)			
Vienna	1,059,200	957,400 ²	946,400
WORKING PERSONS (employed and unemployed)			
Vienna	820,600	724,500 ²	720,200

¹ Employment population according to census returns 1961, 1971, and 1981 (resident employed less commuters out plus commuters in)

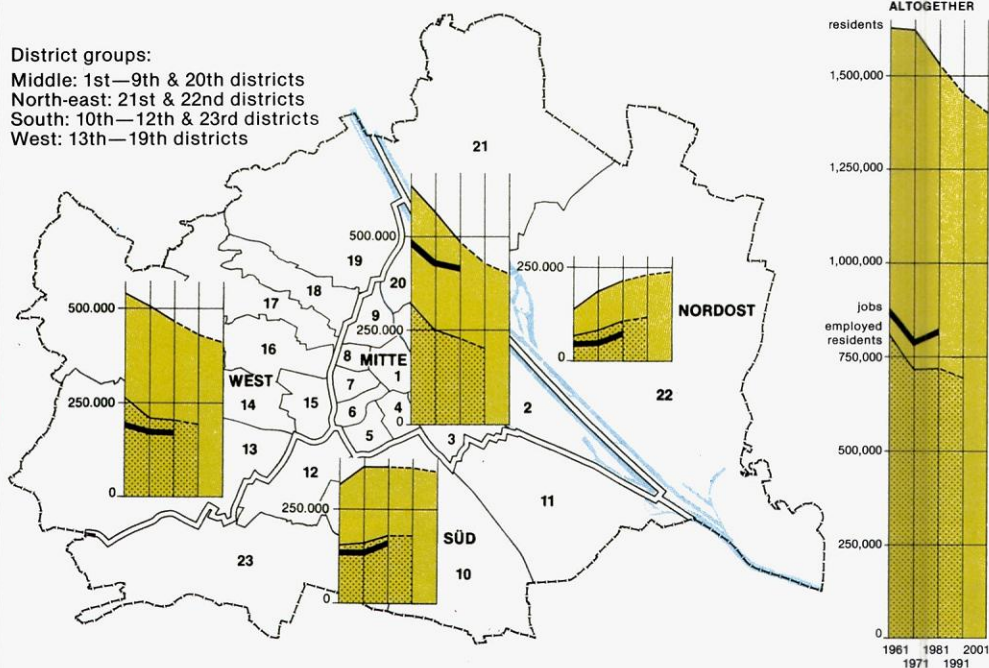
² Includes 5,044 foreign workers classified as "only temporarily present"

Source: ÖStZ, census returns 1961, 1971 (data rendered comparable), 1981. MA 18 — job projections by district groups

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District groups:

Middle: 1st—9th & 20th districts
 North-east: 21st & 22nd districts
 South: 10th—12th & 23rd districts
 West: 13th—19th districts

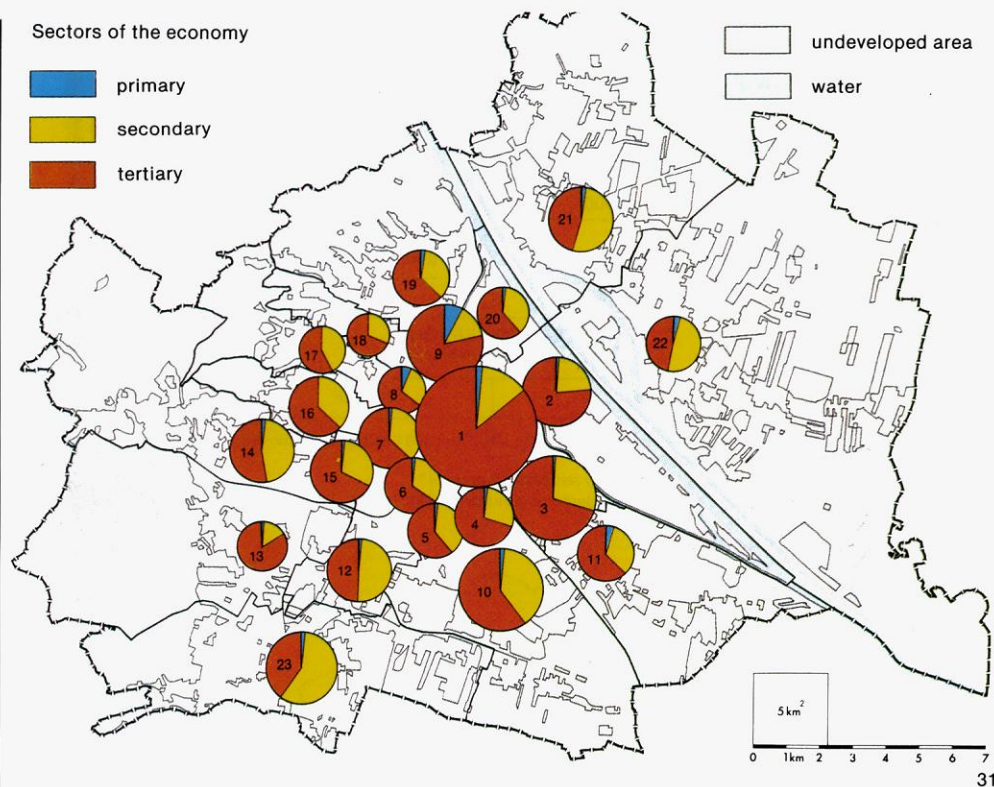


these persons are employment commuters from the provinces and just under 70,000 are foreign workers. The labour market in Vienna proved relatively stable even in the face of reduced growth rates in recent years. The unemployment rate in Vienna is even lower than the Austrian average, which is very low by international standards. The economic and employment policy in Vienna should continue to be aimed at contributing to a quantitatively adequate and qualitatively appropriate, spatially balanced availability of jobs and apprenticeships. The relationship between residents and jobs must be improved in the entire municipal area, but particularly in the peripheral districts in the north-east, which suffer from a lack of jobs. This can be achieved by job creation, improving transport connections, investment programmes and subsidies from public funds and also by supporting new forms of job protection such as enterprises under workers' control, employment collectives, etc.

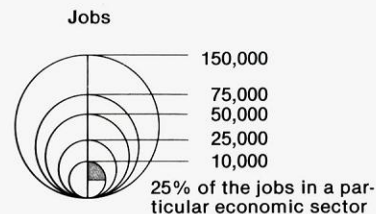
The Economy and Finance

Vienna is the most important economic area in Austria. Vienna's share of the goods and services produced in Austria is the largest of all federal provinces. The growth rate of the Viennese economy, however, lies somewhat under the Austrian average, which has meant that Vienna's share of the Austrian economy fell from around 30% in 1971 to 28% in 1983. The primary objective of the Viennese economy is therefore to guarantee a degree of economic growth which is sufficient to maintain the prosperity and the full employment of the Viennese population and Vienna's economic power as the material basis of the quality of life. Those branches of the economy which can create new jobs should therefore be particularly supported.

Vienna's economic structure is characterized by the wide variety of economic institutions, although the tertiary sector is disproportionately strongly represented in com-



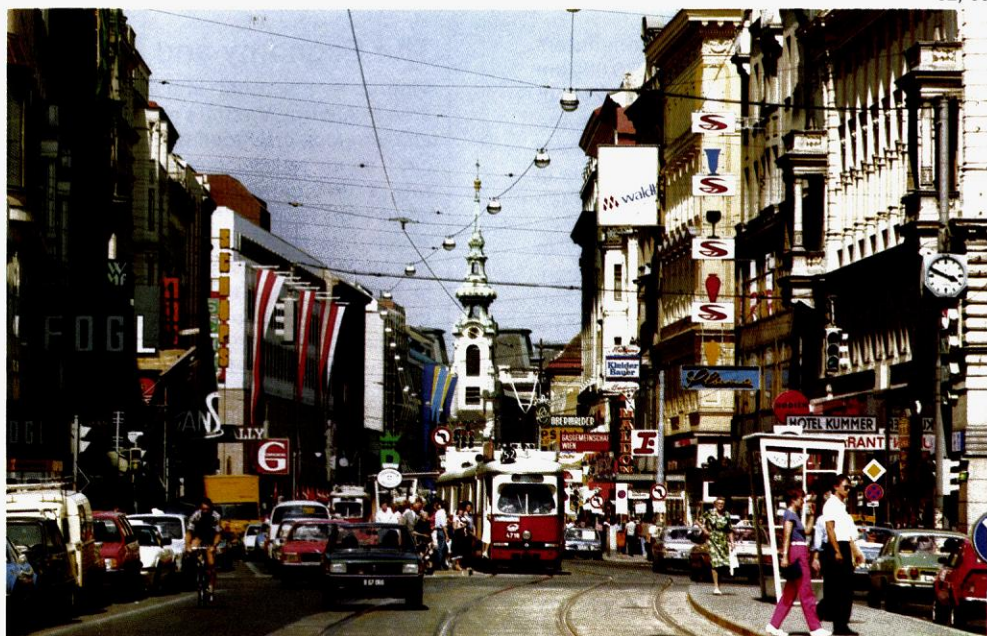
31 Jobs in 1981 by sectors of the economy



32 Auhof industrial zone in the 14th district
33 Mariahilfer Strasse—Vienna's largest shopping street



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parison with Austria as a whole. The maintenance of a city-oriented and balanced economic structure is therefore the principal spatial objective. Nevertheless, the strengthening of the secondary sector, as the motor of the Viennese economy, with special emphasis on "intelligent products", is also important. This will not only enable structural improvements to be achieved but also trigger a positive growth effect in the tertiary sector. The development and application of new technologies, new products and new processes must therefore be even more strongly encouraged in the future.

Mutually-compatible functions should be closely intermixed in urban areas, although only environmentally-acceptable enterprises should be located in residential areas. "Industrial and commercial zones" should be established on suitable sites for vexatious works. The established centres and shopping streets should be supported by attractive design and favourable traffic connections to enable them to compete with the competition from the shopping centres in the Viennese environs. At the same time the local retail trade and commercial and service facilities must be maintained in order to ensure that the basic needs of the population are met, both on the outskirts of the city and in the densely-developed areas.

The importance of international tourism for the Viennese economy should be recognized by the continuation of the subsidies for improvements in the quality of hotels and by improvements in organization and advertising—especially for city tourism. Improvements in the quality of restaurants and other leisure-time facilities should also be subsidized.

Vienna's financial position should be strengthened by ensuring sufficient revenue from the financial revenue adjustment and by additional grants from federal funds, in order that Vienna can meet the ever-increasing demands on it as federal capital. For this reason the efforts to obtain larger federal contributions to such urban measures as renewal in the old city, environmental protection and the improvement of local transportation must be increased and the attempt made to obtain compensation for the costs incurred by Viennese hospitals in the treatment of non-Viennese patients.

Technical services

The quantitatively and qualitatively adequate availability of technical services and infrastructural facilities is an important factor in the quality of life for the population and the competitiveness of firms. This availability must be coordinated with Vienna's spatial and economic development.

The reduction of energy consumption is not only a matter of shrinking energy reserves and rising energy prices, but above all an important aspect of environmental protection; the most sparing and economical use of primary energy must be further emphasized. Electricity should be primarily generated in hydro-electric plants in order to conserve natural resources; these plants should be constructed in such a way as to cause a minimum of interference with nature. Thermal power stations should in principle only be planned as combined power and heat-generating plants. The distribution of mains-dependent domestic energy must be differentiated by region and in accordance with the requirements of economy, environmental protection and energy-saving; the continuity of supply to the consumer must also be guaranteed. The employment of district heating, the most environmentally-acceptable and economical form of energy, should be encouraged by the improvement of the distribution network, by intensive advertising, etc. Energy-saving technology, alternative sources of energy and all possible means of economizing should be increasingly employed as far as it is technically and economically acceptable.

In order to guarantee the supply of drinking water in Vienna in the long term, new sources of supply should be tapped by feeding new springs into the first mountain spring aqueduct and by the construction of an adequately-protected ground-waterworks. The renovation of the second mountain spring aqueduct must also be begun in order to improve the continuity of supply and reduce transport losses. Water for industrial purposes should where possible be obtained from locally-available ground-water, especially for the watering of public parks, gardens, sports grounds, and also for street-cleaning, in order to reduce the consumption of water from the public drinking-water distribution network. All settled areas which draw their drinking water from locally-available ground-water must be connected to the public distribution network. Those parts of the distribution network which have become increasingly faulty with the passage of time or as a result of heavy road traffic must also be renovated as soon as possible. New trunk mains must be laid to improve the water pressure and the distribution.

The work required to enable the complete collection of all sewage in the main treatment works is now completed, with the exception of the feeder from the Liesing valley main sewer. It is now necessary to ensure that the pollution of the River Vienna and the Danube Canal caused by the storm water overflows from the adjacent main collector sewers in the event of heavy precipitation is kept to an absolute minimum. The



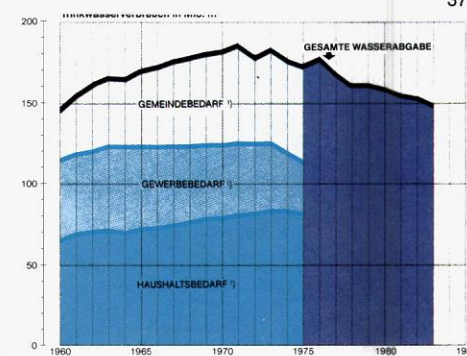
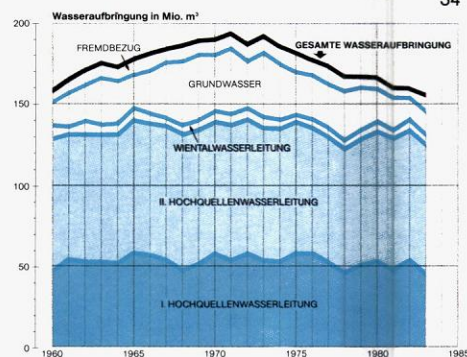
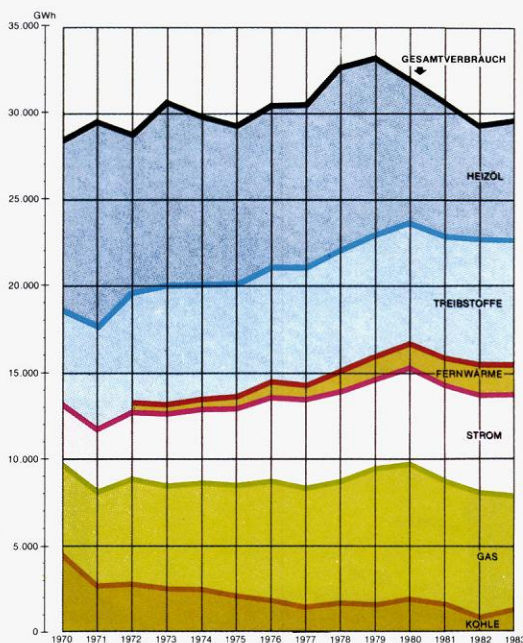
34 Energy production in the Simmering power station

35 Energy consumption 1970—1983

36 Public drinking-water supply—water procurement 1960—1983

37 Public drinking-water supply—consumption of drinking-water 1960—1983

38 Sewage treatment works in Simmering

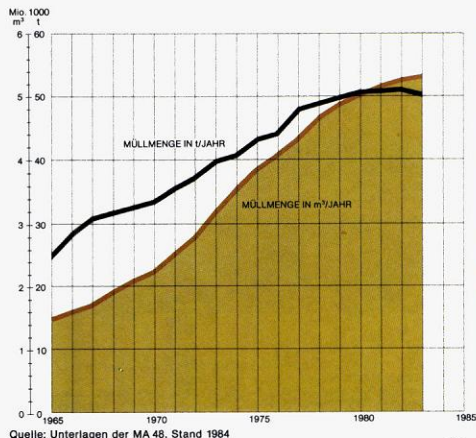


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construction of the sewer network in those areas where sewers are not yet laid must be given priority, as must the renovation of those sewers dating from the last century.

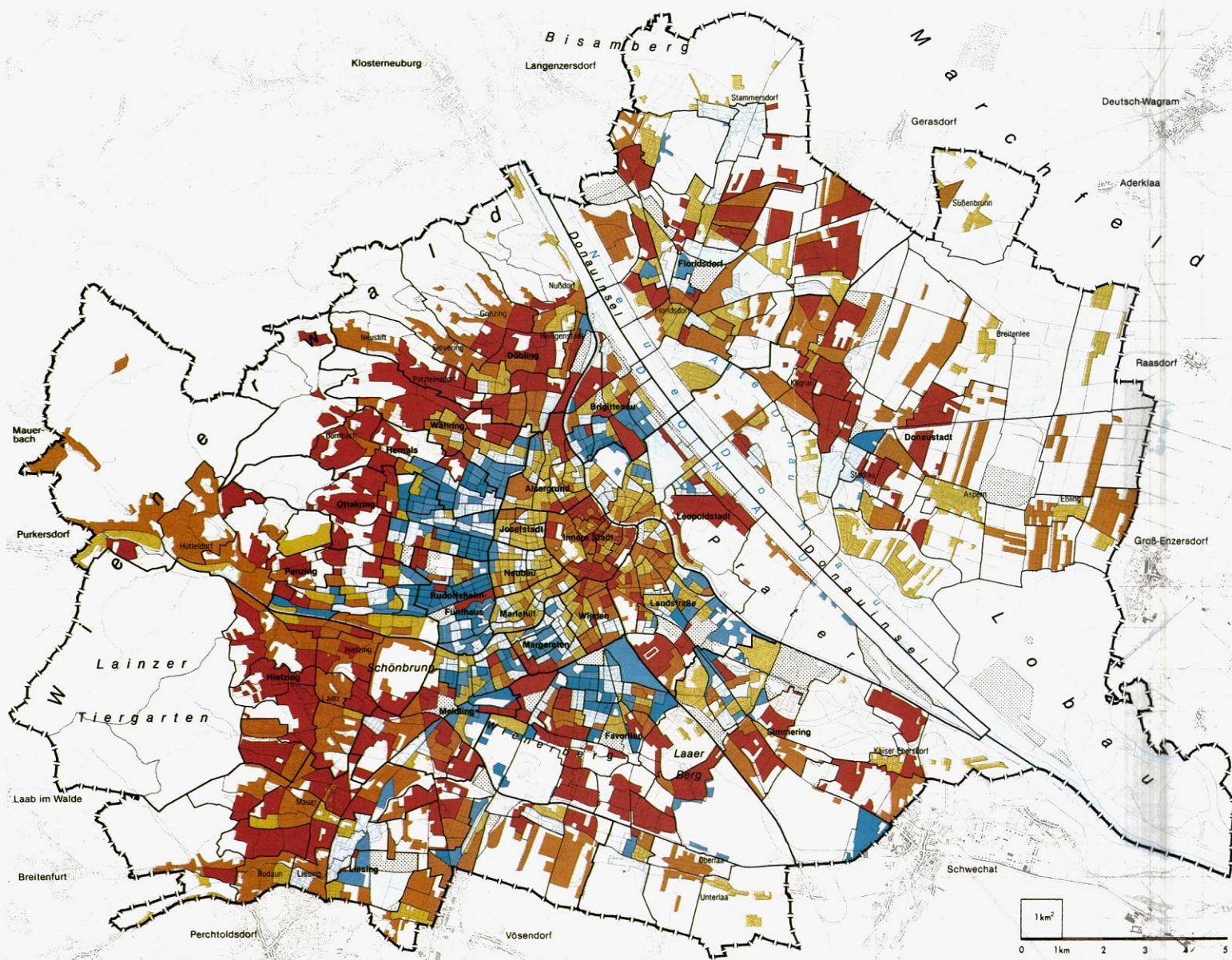
The composition of the ever-growing quantity of domestic refuse has changed considerably in recent years. The proportion of scarcely or absolutely non-biodegradable refuse has increased and the amount of problem refuse (chemicals, medicine, batteries, etc.) is steadily increasing. The Special Wastes Act only covers industrial and trade waste. Domestic problem refuse can only be collected if the population is sufficiently motivated to cooperate; the same is true of the separate collection of wastes for recycling. The efforts to reduce the quantity of refuse by the avoidance of waste are dependent above all on the support of industry and commerce. Both environmentally-acceptable methods and suitable dumps are important for the disposal of special wastes. National and international cooperation must be sought here. When choosing sites for dumps geological, hydrological and townscape or landscape factors must all be considered. Dumps should be recultivated after the completion of dumping.

The technical safety in Vienna has been considerably improved in recent years. This is particularly true of the Danube Island, where the construction of the Danube Island and the raising and stabilizing of the embankments have not just provided total flood protection but also made additional recreation space available. The flood security of the streams in the Vienna Woods is also currently being improved—principally by the construction of impounding reservoirs.

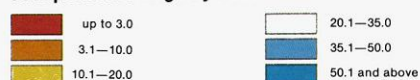
Plans of action exist for the various emergency services in the case of misfortune, on a larger scale as well; the communication network between the individual units of these services and the command posts must be improved. With relation to security in the event of catastrophes such as chemical air pollution or radioactive radiation, the population must be informed and instructed about preventive measures in plenty of time. In order to provide a basis for a shelter concept those rooms suitable for the installation of shelters should be listed and provision made for the subsequent installation of shelters in new buildings.

Urban renewal

Urban renewal is much more than the improvement of substandard dwellings, the renovation of dilapidated façades or the conservation of historically-valuable buildings or groups of buildings. Urban renewal is the attempt to produce a general improvement in the quality of life in the city. Urban renewal and urban expansion are not to be seen as opposites, but as mutually-complementing elements of urban development. Because of the numerous structural problems in the densely-developed city areas (high building density, lack of open spaces, frequently vexatious intermixture of dwellings and business premises, environmental pollution caused by traffic and

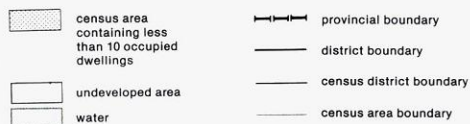


Substandard¹⁾ dwellings as a proportion of all occupied dwellings by census areas in %



Vienna 18.7%

¹⁾ Occupied dwellings in the equipment categories IV (only piped water in the dwelling) and V (no piped water in the dwelling)



39 Refuse disposal in Vienna 1965—1983
40 Refuse collection

41 A courtyard garden in Ottakring
42 Kutschergasse—a residential street in the 18th district
43 Spatial variations in the equipment of dwellings 1981

parked vehicles, etc.) urban renewal must be given priority and urban expansion reduced to a necessary minimum. Urban renewal must be practised as a conserving renewal. Demolition and new construction should be employed to improve the structure and not to exploit the available building sites in the densely-developed areas more fully.

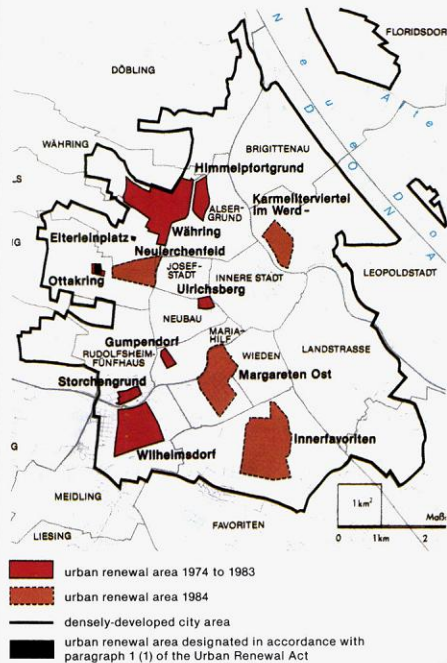
The building density in the densely-developed city areas must be generally reduced. This can be set in motion by alterations in the building regulations and the development plans. The building density should sometimes be reduced to a lower level than that obtaining in the older housing stock dating from the *Gründerzeit*. Too densely-built areas should be thinned-out by the increased provision of open spaces and local services such as kindergartens and schools, including the accompanying open spaces, by the clearance of inner court-

yards and by the restructuring of unsatisfactory housing blocks. A further increase in density should be prevented by a more flexible administration of generalized building regulations.

Existing open spaces and local recreation areas should be improved and new public and semi-public open spaces created. Increased public funds must be made available for the implementation of these objectives in densely-developed areas. Parks should be enlarged by the integration of adjoining streets and plots of land, existing avenues extended and new ones created, residential streets and reduced-traffic areas linked to open spaces. In order to facilitate the clearance of inner courtyards and the thinning-out of too-dense housing subsidies should be granted for the demolition of vexatious building or parts of buildings.



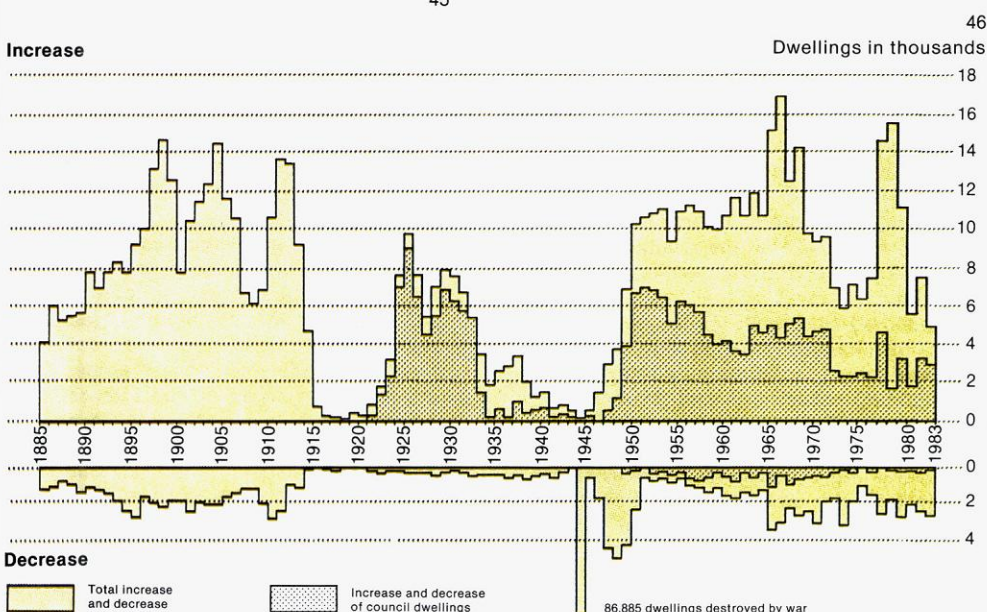
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The reduction of motor traffic in the inner districts can make a real contribution to the improvement of the environment. Through traffic must be diverted to the primary road network by means of an appropriate system of traffic organization; short cuts must be prevented. Public transport and the taxi service must be supported. The availability of parking space for commuters in the vicinity of their place of work should be reduced. The environmental damage resulting from motor traffic should be combated by speed limits, detoxification of exhaust gases, reduction of motor noise and low-noise road surfaces and appropriate tires. Noise protection measures for housing should be subsidized. The shortage of parking space should be primarily reduced by the construction of garages for the use of residents in the inner districts.

The existence of dwellings, industrial and commercial enterprises and communal facilities together and beside one another should in general be preserved and encouraged. The need for mutual compatibility

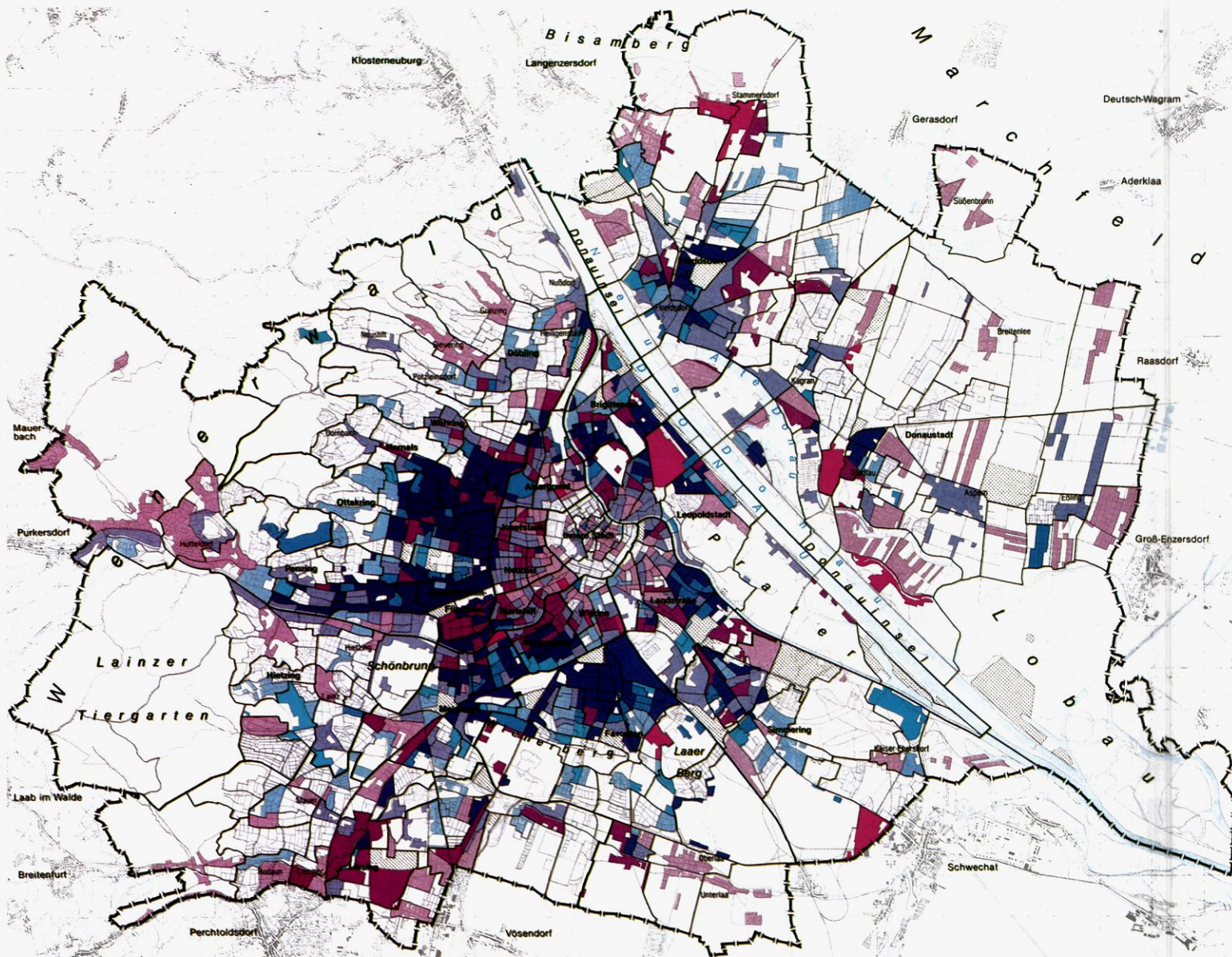


must be borne in mind. The zoning and development plans and the various forms of housing and business subsidies must therefore be coordinated with each other. The conservation and renovation of historically-valuable groups of city buildings is an important aspect of townscape design. The characteristic appearance of old quarters should be preserved outside the protected zones as well and financial help from the old city conservation fund made available for buildings and groups of buildings which are worthy of protection. More attention should be paid to townscape in the densely-developed city areas. The regulations against the displacement of residential use should be improved and a decentralized commercial and industrial structure encouraged.

Simplification and decentralization should bring the organization of the administration better into line with the requirements of urban renewal, above all for comprehensive area renewal and the area counselling which this requires. Urban renewal must be carried out in the closest possible agreement with the resident population and therefore related to the needs and possibilities of those affected. Personal initiative should be particularly encouraged, the availability of information improved and self-help groups supported. Organizational help for moving or resettlement should be made available both for residents and for firms. Resettlement pools including all developers involved should be established in urban renewal areas. Public authorities should concentrate in the first place on those areas in which the structural inadequacies are the most serious and private renewal activity is stagnant. The area counselling should enable a continuation and expansion of the population-oriented, structure-preserving and integrated renewal of entire areas. The public subsidies must be more closely tailored to the needs of urban renewal, so that the intimate mixture of various types of use can be taken into account. The various legal provisions and subsidy systems for the support of the urban renewal process should be simplified and unified and the relevant federal and municipal authorities better coordinated. The distribution of federal subsidy funds amongst the provinces should be made in accordance with the renewal requirement. Land policy should be brought more closely into line with the requirements of urban renewal by the strict application of the existing provisions and the creation of new ones. Municipal land purchasing should be employed to improve the structure in densely-developed areas by the integration of small housing blocks, the creation of local recreation areas, etc.

Housing

For decades one of the main objectives of municipal policy in Vienna was to erect new dwellings in order to overcome the worst of the housing shortage and to repair the war damage. Some 300,000 dwellings have been built since 1950, principally on the outskirts of the city, although as a result of demolition and the conversion of dwellings



Superimposition of standard of equipment and size of dwelling

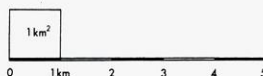
	Small dwellings as a percentage of all dwellings		
	up to 50	50—70	over 70
Substandard dwellings as a percentage of all dwellings			
up to 5			
5—20			
over 20			

substandard dwellings:
dwellings lacking W.C. or W.C. and water inside the dwelling

small dwellings:
one and two-roomed dwellings

census area containing less than 10
occupied dwellings

undeveloped area
 water
 provincial border
 district boundary
 census district boundary
 census area boundary



- 44 Sünnhof in the 3rd district—an example of the renovation of old building stock
- 45 Overview of the urban renewal areas in Vienna
- 46 Increase and decrease in the number of dwellings indicating the proportion of council dwellings 1885—1983
- 47 Standard of dwellings 1981

to other uses the actual increase was only about 210,000. Despite this enormous reconstruction achievement there are considerable structural problems in the housing stock as a whole: 43% of the approx. 820,000 dwellings in Vienna were built before the First World War. Almost all of the 260,000 dwellings where renovation is justified were built in this period. The age of a building alone is of course insufficient indication of its actual state of repair, but nevertheless provides sufficient evidence for the urgency of increased renewal measures. Housing policy must maintain a balance between preservation, repair, renovation, demolition and new construction. New housing construction should be continued in accordance with the existing demand; the varying requirements in urban renewal and urban expansion areas must be borne in mind. Proposed maintenance work should be reviewed in order to determine on the one hand if the costs are reasonable and on the



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other whether an appropriate renovation might thereby be prevented. In cases of continuing neglect of old houses the municipal authorities should carry out compulsory measures in accordance with the building regulations. Major renovations should be subsidized from public funds. The renovation of entire houses should be given priority, particularly when the house infrastructure is to be repaired or improved. The amalgamation of flats, energy-saving measures and the improvement of the sanitary equipment should be particularly supported. Residents' private initiative in the renovation of their dwellings should also be assisted.

Urban expansion and the further development of under-utilized areas should in future only take place in development axes along major public transport routes. Urban variety must be more emphasized in the planning of housing estates on the outskirts of the city. This should be achieved by the division of the estate into small, easily-comprehensible units, by the closest-possible intermixture of dwellings, business premises and communal facilities and by a better arrangement of the open spaces in relation to the dwellings. Larger estates should be erected in stages, over a period of years, in order to avoid peaks in the demands on the social infrastructure. A better integration of different age and social groups should be sought by the provision of a more varied range of dwelling types and dwelling sizes. Recreational facilities for children and young people, in part autonomously-run, and dwellings and recreational facilities for the aged and handicapped should be increasingly included in the planning and largely integrated in the estates.

The variety of dwelling and block forms should be increased. The proportion of low building types and family-oriented dwelling types should be enlarged. Considerably more attention should be paid to the townscape both in the course of urban renewal and on the outskirts of the city. A part of the housing subsidy funds should be reserved for promising experiments and new ideas in housing construction. Socially-oriented housing developers should be given priority in the allocation of subsidies. The federal aid system and that of the City of Vienna should be coordinated with each other and adapted to the varying requirements. The grants for housing maintenance and renovation should be brought into line with the subsidies for housing construction and the subsidy systems for residents of old and new housing should be unified. Housing construction grants should be made selectively according to spatial criteria (preferential treatment of urban renewal areas) and standards of quality (e.g. noise protection measures). In order to prevent extreme exploitation of building sites the price limits for the granting of subsidies should be applied not only to the floor space area possible but also to the area of the site. In order to prevent land speculation and ensure that sites are built-upon, the full costs of the provision of essential services for new development should be charged to the land owners after provision has been completed.

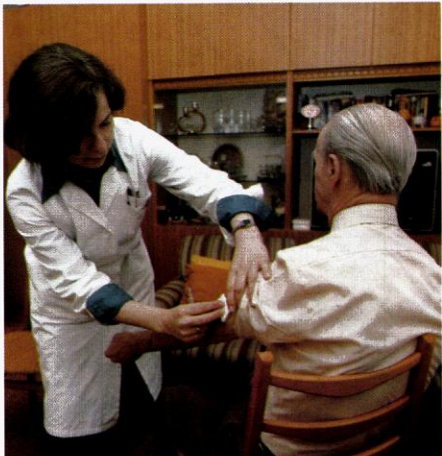
Social services
and public health

Vienna's leading role in the past in the provision of social services has been further expanded in the meantime. The cornerstone of the social network should be the "social citizen", who contributes in an active, responsible and socially-oriented way to the public assistance. All age-groups in the population must be offered public assistance in the solution of those problems with which they are unable to cope by themselves. Private organizations providing assistance should continue to receive organizational and financial help. In order to avoid social problems, prevent peaks in the demands on the social infrastructure and provide the basis for neighbourly help, an adequate integration of various age and social groups should be ensured, particularly in urban expansion areas; to this end a variety of house and block forms, of housing developers and dwelling types should be aimed at. The complete provision of kindergarten facilities for all children aged 3—5 must be maintained. The state of the buildings and the availability of open space in kindergartens in the densely-developed areas often leave much to be desired and require improvement. The availability of afternoon homes and day-boarding schools for those children who do not attend an all-day school should be generally improved and better correlated with the regional distribution of demand. The number of youth centres should be increased and the active participation of visitors in the planning of the programme encouraged.

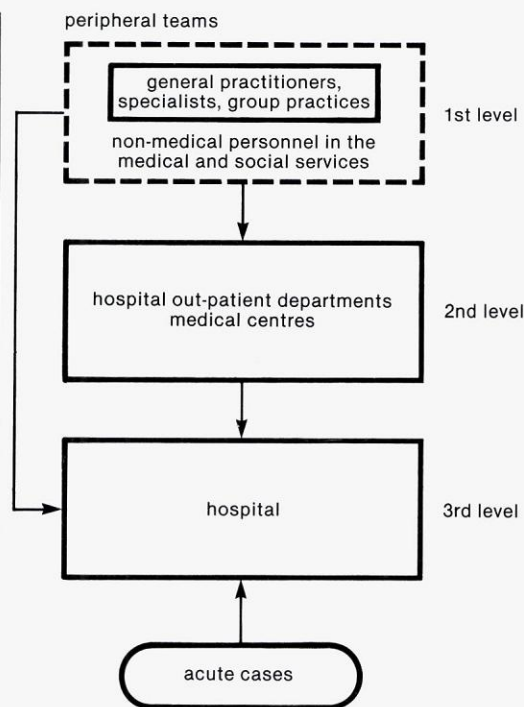
- 48 The garden courtyard of a housing estate in Ottakring
- 49 Development on the outskirts in the 21st district, Gerasdorfer Strasse
- 50 Visiting nurse
- 51 Kindergarten in Engerthstrasse in the 2nd district
- 52 Old people's home in Seegasse in the 9th district



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The availability of accommodation in apartment houses and homes for old people must be improved, particularly in the densely-developed areas. The needs of old people and the handicapped must be taken into account in the planning of buildings and estates. This will necessitate amendments to the building regulations. Regionally-dispersed facilities for occupational therapy and apartment houses or shared flats for handicapped people should be encouraged. A suitable range of readily-accessible, decentralized psychological and social services should be made available for fringe groups.

An appropriate range of medical and social services must be established to meet the requirements of prevention, healing and after-care. The proven cooperation between public and private organizations and institutions in the planning, establishment and operation of health service facilities should continue in its present form. Environmental awareness and a greater readiness to practise preventive medicine should be encouraged by intensified public health education. Domestic and industrial hygiene should also receive more attention than hitherto.

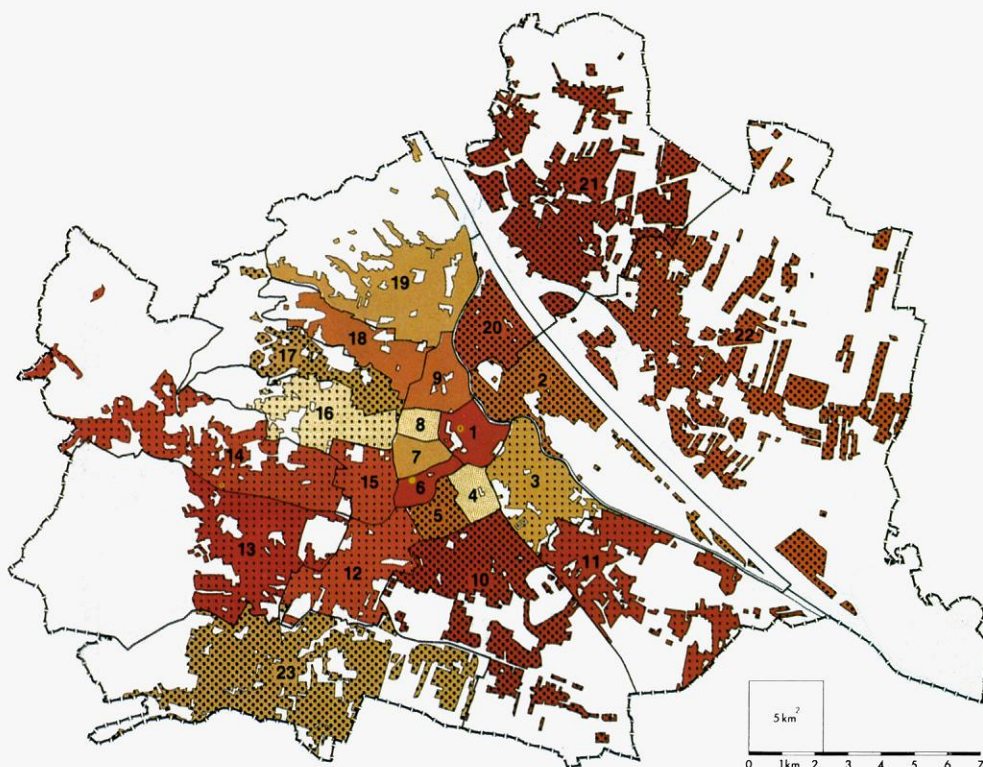
The adequate provision of general practitioners, specialists, etc. for the population should be guaranteed. In order to ensure that this provision is regionally balanced, the establishment of new practices and the adaptation of existing ones should be further supported. The number of privately-practising specialists should be increased in order to relieve the strain on the medical centres and hospital out-patient departments, which were primarily established for the pre- and post-operative treatment of hospital patients.

The total number of hospital beds in Vienna is actually sufficient, but the regional distribution of hospital facilities must be improved, above all by the construction of the specialized hospital in the Eastern Social-Medical Centre. This will enable additional urgently-required nursing-home facilities to be provided.

Traffic

Despite economic stagnation and rising fuel prices the degree of car ownership in Vienna has further increased in recent years. The heavy traffic and the ever-increasing number of motor vehicles have an unfavourable effect on the environment, particularly in the densely-developed areas in Vienna, which are already heavily polluted.

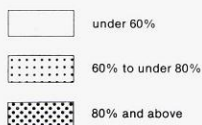
The transport system should be further developed in such a way that on the one hand the requirements of the population and trade and industry can be better met, but on the other hand the reduction in the quality of life caused by traffic is lessened. The requirements of those groups of road-users that are currently disadvantaged (children, old people, etc.) must be particularly borne in mind. More attention to, and support for, pedestrians and cyclists are necessary. Private traffic should be reduced, with the exception of necessary commercial and industrial and shopping traffic, and public transport given priority.



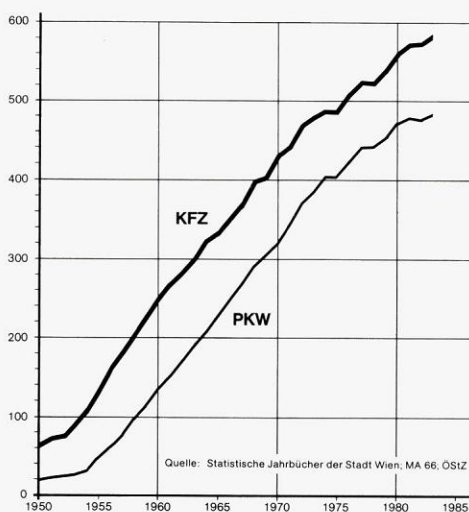
Number of residents per privately-practising general practitioner belonging to the area health insurance scheme (paragraph 2 contract¹⁾)



General practitioners belonging to the Viennese area health insurance scheme (paragraph 2 contract¹⁾) as a proportion of all privately-practising general practitioners



¹⁾ The collective contract between the Chamber of Medicine and the Federation of Social Insurers, signed in 1956, contains in paragraph 2 a list of those insurers covered by the contract. As well as a number of works health insurance schemes the largest insurer listed is the Viennese area health insurance scheme.



- 53 Levels of medical care
- 54 General practitioners in private practice 1984
- 55 Trends in the ownership of motor vehicles and private cars in Vienna 1950—1983
- 56 An example of the construction of a cycle-path network in the inner districts
- 57 Heavy traffic in the inner districts
- 58 The parking situation by night 1982

Public transport should be supported in the short term above all by improving the attractiveness of the existing network (measures to speed up services, etc.), by developing new forms of vehicle parking and by the provision of larger-capacity park-and-ride facilities.

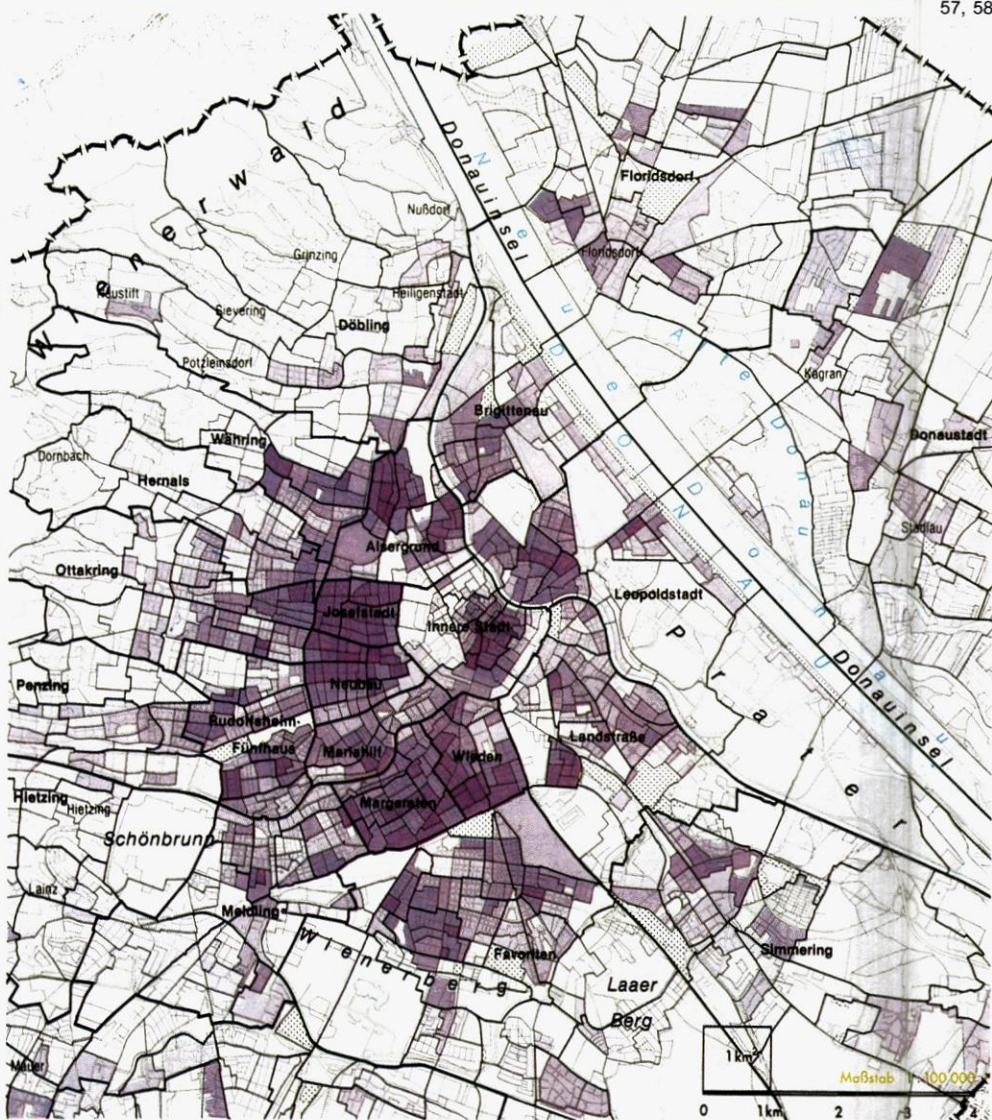
Besides the functional organization of the road network into primary roads with reduced-traffic areas in between, one of the main tasks of transportation policy is to establish a basis for the construction of off-street parking facilities for the use of residents. The most important question is that of finance. A number of possible solutions are under discussion, such as the use of funds from the petroleum tax and/or partial financing by vehicle owners. The number of parking spaces available in the destination areas of commuter traffic should be limited, in order that the greatest possible proportion of commuters changes over to public transport. In order to improve the quality of the environment and reduce the traffic volume, pedestrian zones, residential streets and reduced-traffic zones should be provided which can also serve as places of encounter and communication. The development of a basic network for cyclists in the densely-developed city areas and the expansion of the possibilities of reaching recreation areas by bicycle should be supported. In order to reduce the costs, the space required and the strain on the environment the guidelines for road construction, particularly for motorways, should be adapted to the special requirements of the urban structure and urban traffic.

The improvement of the primary networks for public and private transport necessitates heavy capital investment and long construction times. Such measures do not take effect in the short term and the previously-mentioned measures should therefore be given precedence. Work has already begun on the second construction stage of the underground railway (U6 between Friedensbrücke/Heiligenstadt and Siebenhirten, U3 between Erdberg and the Vororte railway line) and on the suburban railway (integration of the Vororte line into the

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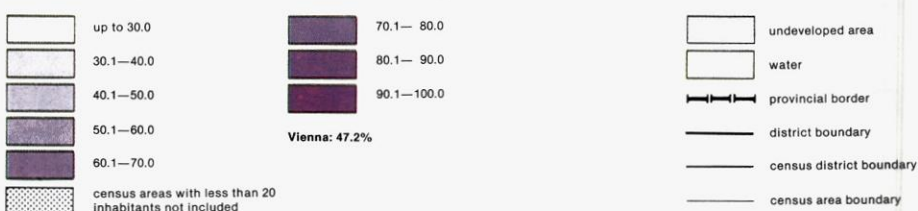


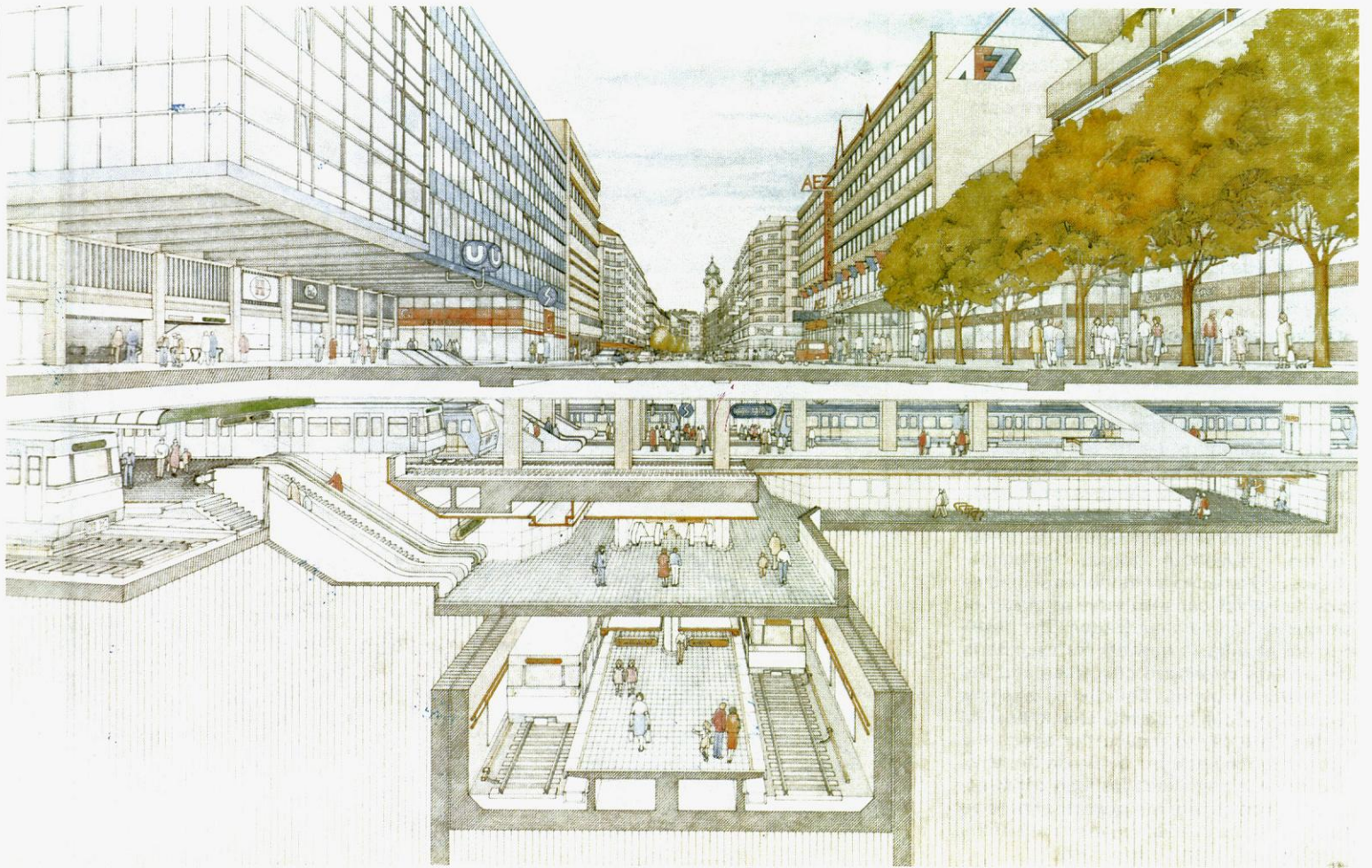
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Subjective assessment of the parking situation by night in the vicinity of the dwelling

Proportion of car owners who generally have difficulties finding a parking space in the vicinity of their dwelling in the evening, or the night, by census areas in per cent:





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suburban railway network and improvement of the airport line). The projected extension of various tram lines in accordance with the desired direction of development should only be realized when the relevant development area actually increases in size or density; these are the lines O, 26, 32, 67 (66) and 71. Additional stations should be erected on the U4 underground line (Reinprechtsdorfer Strasse, Rampengasse) and access to the line should be improved by footbridges across the Danube Canal and the River Vienna.

In accordance with the spatial model a further expansion of the underground and suburban railway networks is planned in the third construction stage of the public transport system: the U3 underground line should be extended from Erdberg to Simmering and the U6 from the central Gürtel section through Brigittenau to Floridsdorf. The plans for the expansion of the suburban railway network include the integration of the Neusiedl line in the airport line, the

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extension of the suburban railway service from Meidling to Hofwiesengasse, the extension of the Stadlau line and the extension of the Vororte line to Hofwiesengasse. After completion of the third construction stage the underground lines U1, U3 and U6 could be further extended if justified by the development in Vienna's outer districts in the meantime. The practicality of the proposal to construct a junction on the U2 underground line in the vicinity of the Landesgericht with two branches to Hernals and Volksoper should also be examined. The following measures for private transport are in part continuations of activities that have already been commenced or that will be commenced in the near future. They will only have an influence on the urban structure in the middle-to-long term and in the context of larger networks. In the primary road network the tangential road along the Danube to Kaisermühlen traffic junction (A22) should be constructed rapidly. Numerous route variation studies

on the basis of the spatial model are still required for the improvement of the road network in the 21st and 22nd districts. Similar studies are necessary for the primary road network in the 11th district. In order to improve the integration of the regional road network the rapid continuation of the construction of the outer ring road in the south of Vienna and the improvement of the following roads are desirable: the B16 in the vicinity of Rothneusiedl, the B17 in the Wienerberg area, the B12 between Atzgersdorf and Brunn/Gebirge and the B222 between Altmannsdorfer and Breitenfurter Strasse.

Important decisions still remain to be made concerning the reconstruction of the Gürtel roadway and the Viennese western arterial road. From the point of view of urban development the principal emphasis in the search for solutions should be upon the improvement of the environmental conditions in the adjacent urban areas and not upon an increase in carrying capacity.

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59 The area of the future "Wien Mitte" (Landstrasse) station in the course of construction of the U3 underground line

60 The future appearance of Mariahilfer Strasse after completion of the U3 underground line

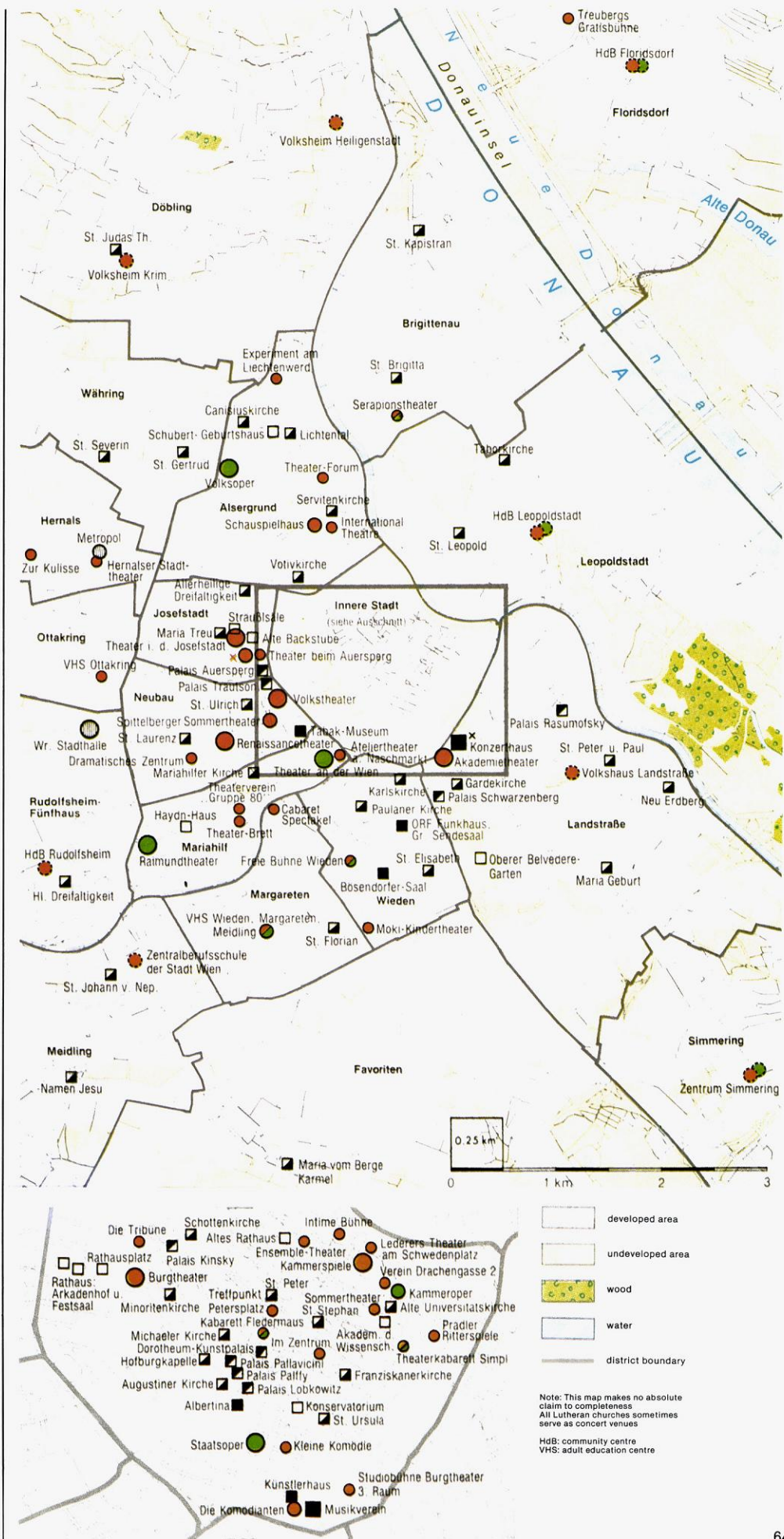
61 The planned Längenfeldgasse underground station in the course of construction of the U6 underground line

62 Plant-covered noise protection wall

63 "Green bridges" over the northern section of the Danube embankment motorway (A22)



37



64 Theatres and concert halls

- small theatre or other theatre
- medium-sized theatre
- state theatre or large private Viennese theatre (member of the Viennese Theatre Association)
- theatre
- music theatre
- People's Theatre in the Outer Districts
- venue of the Johann Strauss Theatre
- multi-purpose hall
- concert hall (seating under 1000/over 1000)
- concert venue in a palace
- concert venue in a church or chapel
- other concert venue
- × Vienna's English Theatre
Théâtre Français de Vienne
- × The Konzerthaus also houses the People's Theatre Studio

Culture and the arts

Vienna as a city of culture is more than ever in the focus of international interest today. The cherishing of the extremely rich cultural heritage is just as important in this respect as is the receptiveness towards new developments. The precondition is a cultural policy which enables the development of a personality displaying independence, creativity and solidarity by encouraging and protecting artistic and intellectual activity.

The preservation and conservation of established places of cultural interest should be guaranteed, with assistance from the federal government, by the renovation of buildings and the improvement of the standards of equipment and security. Vienna's status as an international cultural centre should be further developed by the inclusion of the federal theatres and museums in the cultural activities of the City of Vienna. As well as the traditional art forms the development of alternative groups and cultural enterprises must be encouraged. Creative individuals should be supported by prizes, scholarships, commissions, etc. and also by assistance in the publicizing and sale of artistic works by means of events, exhibitions, performances, etc. Thematically-linked series of events such as the Festival of Vienna, literature weeks, etc. should serve to attract new audience groups throughout the year. Selective tourist advertising for Viennese culture in the field of international city tourism should strengthen the economic basis. The access to all cultural facilities for everyone should be made economically possible by subscription systems, favourable borrowing conditions, etc. Initiatives



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65 "Time of the dolls" — Festival of Vienna 1984
66 Revitalization of historically-valuable building stock in Schönlaterngasse in the 1st district

67 Primary schools
Trends in the numbers of pupils and classes 1967—1984
68 Trends in attendance at the 5th—8th school grades 1967—1984
69 Projected school in Köhlergasse in the 18th district

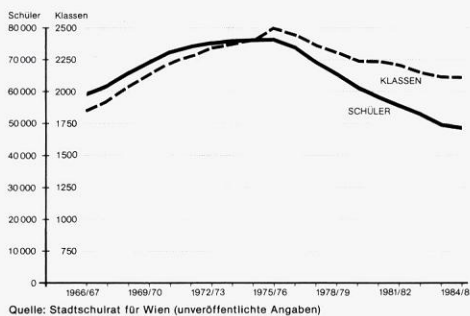
for the constructive use of leisure-time and further education facilities should be supported and advertising for group activities of a cultural nature should be made easier. The establishment of new cultural and communication centres should be enabled, for example by the rezoning of vacant groups of buildings in suitable locations. Scientific and research themes of particular relevance to Vienna should continue to receive special support. Cultural activities in the districts should be further expanded by the encouragement of local initiatives, district cultural societies, etc. With the help of legal and taxation measures other sponsors, in addition to public funds, should be found to a greater extent than hitherto. The conservation and care of historically-valuable architectural monuments and urban groups of buildings must be supported, as must the design of the townscape in the entire area of the city.

Education

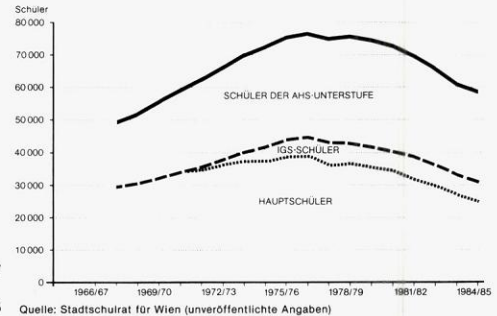
Vienna offers a wide range of educational and training opportunities which is without equal in any other Austrian province. Education should provide the individual with the foundation for a purposeful life by clarifying social structures, teaching solidarity and encouraging powers of judgement. Education should under no circumstances be reduced to the imparting of the skills necessary for future employment.



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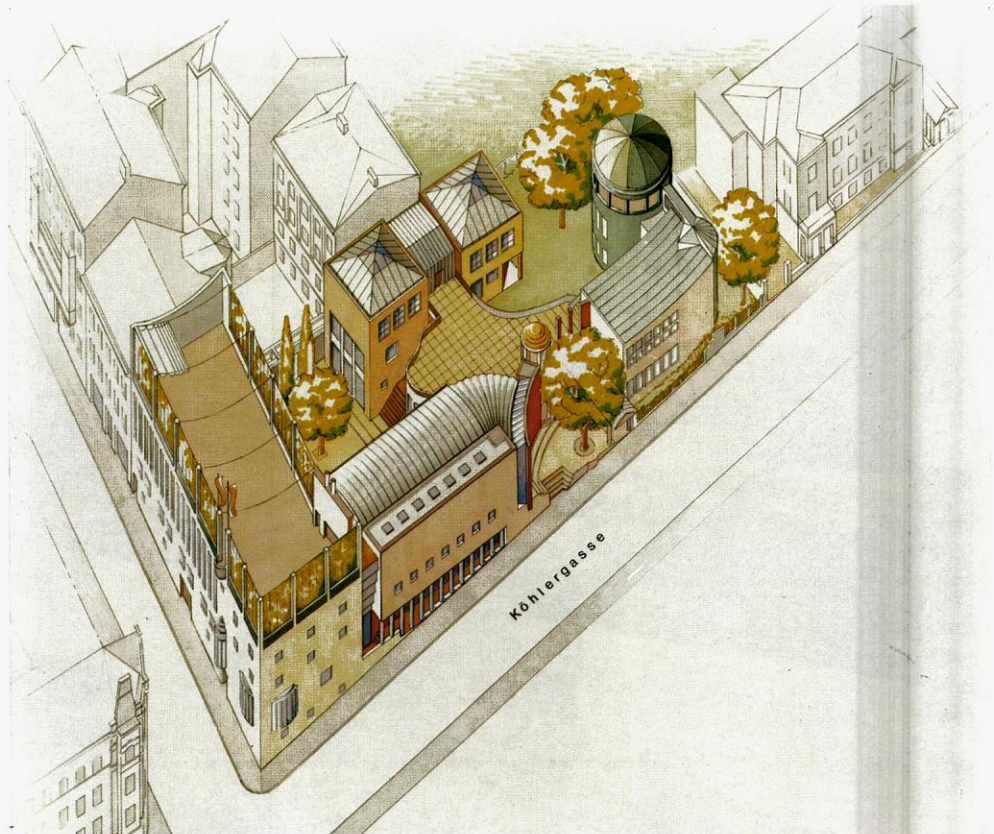


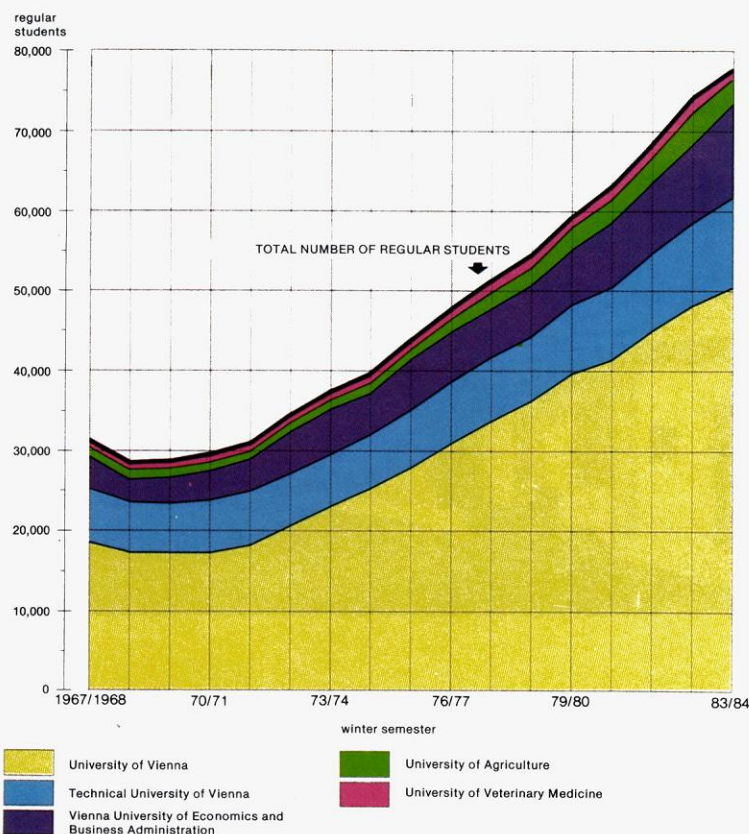
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The currently-falling numbers of children of statutory school age not only enable smaller classes but also simplify rebuilding measures. A qualitative improvement in the compulsory schools should therefore be effected in the course of urban renewal; for example, the shortage of open spaces in schools in the densely-developed city areas could be overcome by creating additional open space adjacent to the school or by moving the school to a more favourable location. Whenever new schools are built care should be taken that the location is optimum and that adequate open space is available. The protection of the routes to and from school by means of traffic organization measures or traffic reduction in the vicinity of the schools is also important. Compulsory schools should be flexibly designed, so that other forms of instruction as the conventional are also made possible. In order that constructive recreational activities and assistance with school-work can be offered to children in their school-free afternoons the necessary constructional and organizational measures must be taken. In addition to an increase in the number of all-day schools a sufficient number of other easily-accessible all-day child care facilities should be made available.

Young people who are about to make a vocational choice should be provided with suitable information about the opportunities and possibilities of an apprenticeship. In addition, a further trade school should be erected in the north-east or the south of the city and the already-instituted modernization programme steadily continued.

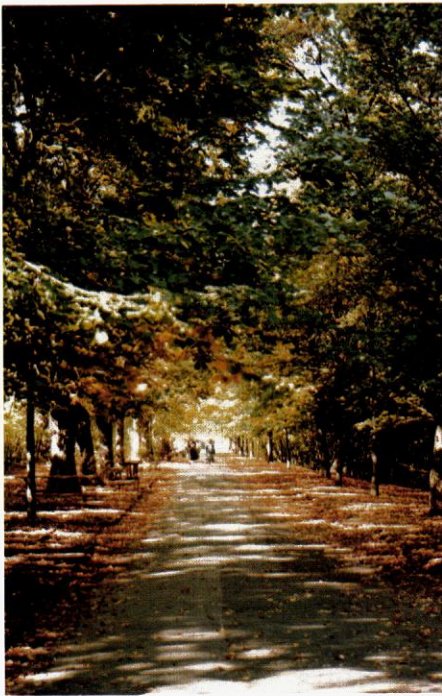
The access to higher general secondary schools, particularly for residents of the outer districts in the north-east and south, must be improved by the construction of new schools. In view of the increasing demand the number of middle and higher vocational secondary schools should also be increased.

Suitable buildings must be erected to meet the need for additional space in the universities resulting from the increasing numbers of students and the expanding research requirements. Scientific research should be supported, especially when it is aimed at developing innovations for domestic firms. In addition to assistance with the construction of student hostels older flats should also be made available for students.

Schools should also become centres of communication for the surrounding neighbourhood and contribute to extracurricular youth care, adult education and sport. In order that adult education and extracurricular youth care facilities can satisfactorily fulfil their function of providing guidelines for a meaningful life, they must be located in such a way that distance is not a factor in preventing participation. Cooperation between public and private bodies in the planning of educational facilities should be encouraged.

70 Trends in the numbers of regular students at the Viennese universities, 1967—1983

71 The new Vienna University of Economics and Business Administration on the roofed-over Franz-Josef railway station in the 9th district



72

Open spaces, recreation and sport

Around half the Viennese municipal area consists of open spaces, but the access to open spaces in the different parts of the city is very varied. The areas dating from the *Gründerzeit* suffer above all from a serious lack of local recreation space, the estates on the outskirts of the city are adequately supplied with open spaces, but their design is often inadequate.

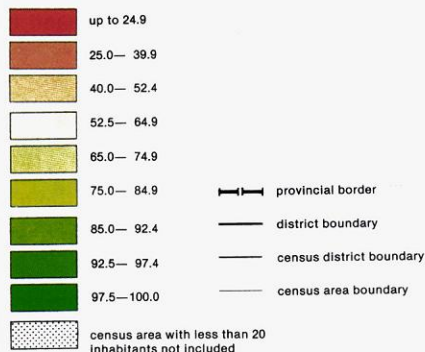
The typical natural and cultivated landscapes within and without the Viennese municipal boundaries must be taken into account in the course of urban development; they should be preserved and made accessible. Legal safeguards must be implemented for the landscape protection areas, particularly in the south, the south-east and the north-east of the city. Structure improvement measures such as an increase in the proportion of woodland on the southern periphery and in the north-east

72 Schwarzenbergallee, natural park in the 17th district

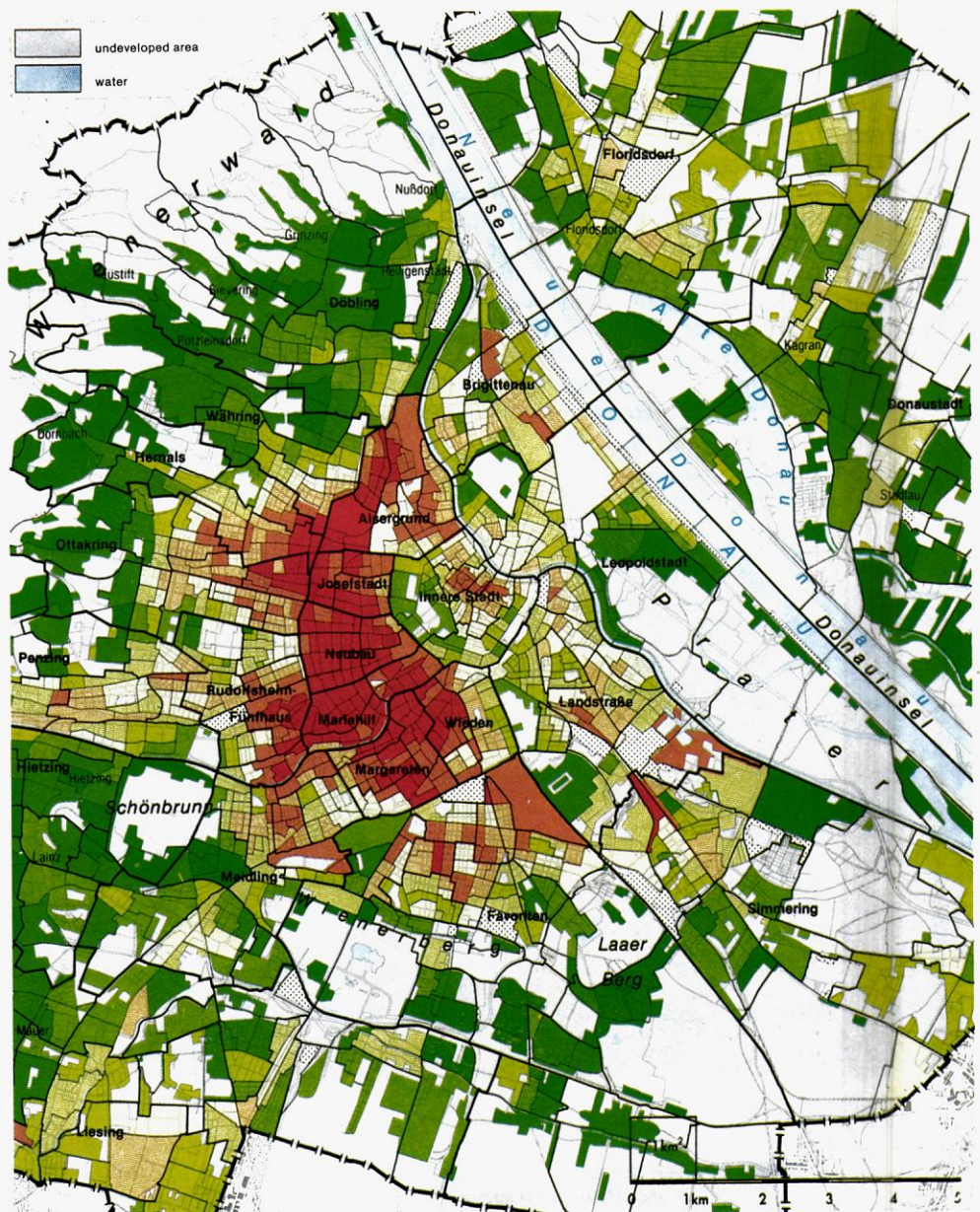
73 Recreational activities on the Danube Island

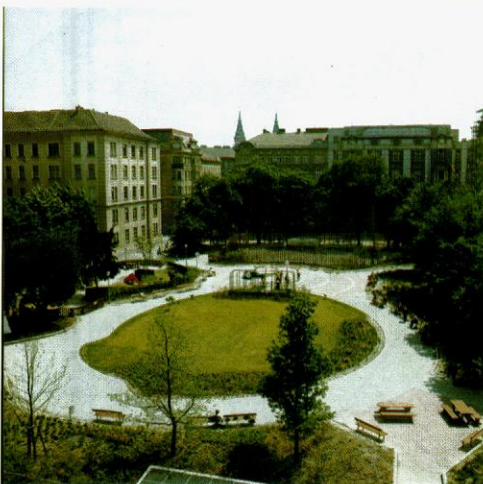
74 Assessment of the availability of open spaces by the population, 1982

Proportion of persons who feel that there are "sufficient" open spaces in the vicinity of their dwelling, by census areas in per cent:



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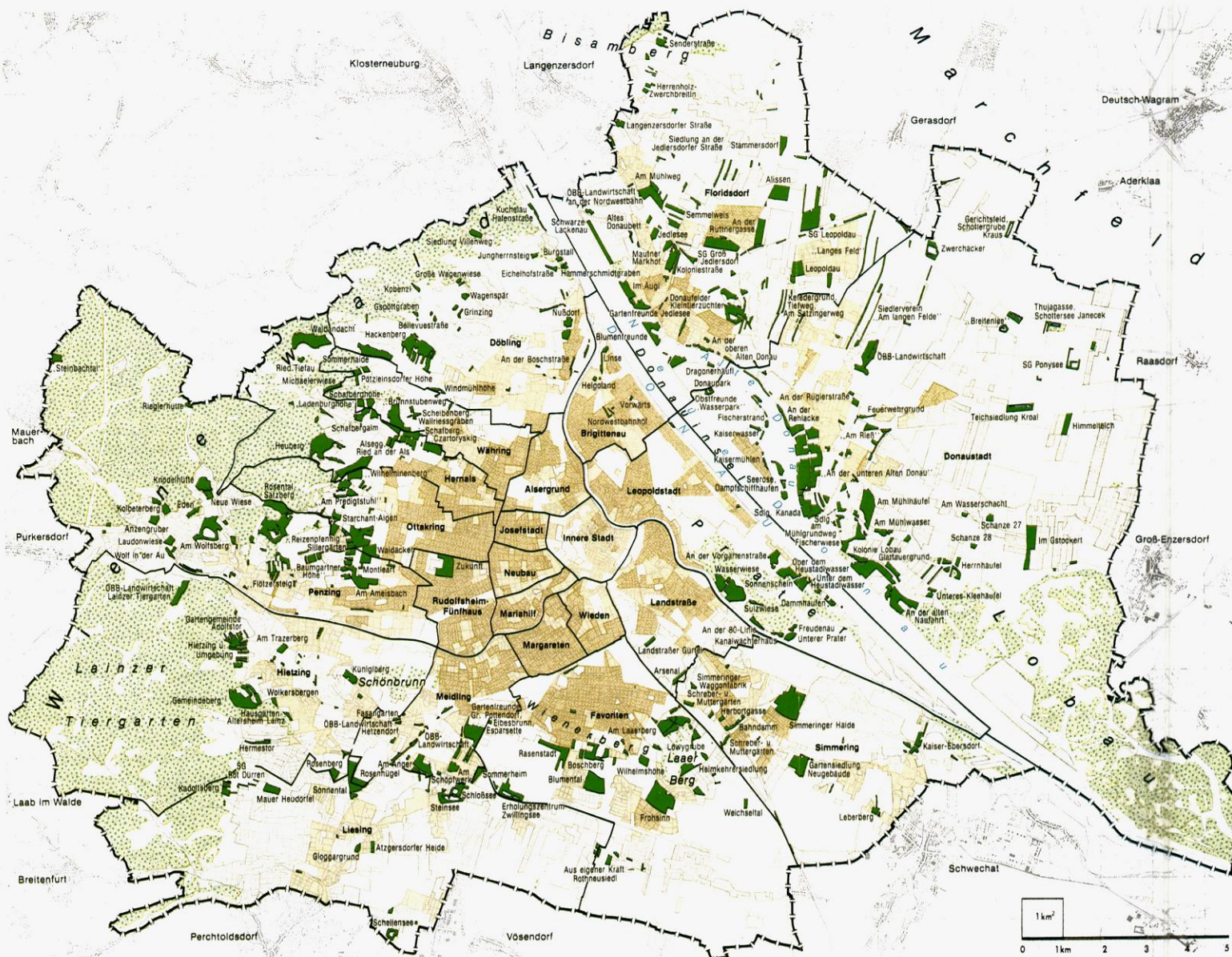


and the improvement of the ground-water situation in the Prater and the Lobau should serve to retain the vitality of the various strongly characteristic landscape types on a long-term basis. Areas in the north-east and at the foot of Bisamberg should be designated as "protected wood and field belt". This also applies to the completion of the green belt on the southern periphery, where the scenic and recreation areas on Goldberg and Johannesberg should be rezoned. The development of the Wienerberg grounds should be sped up.

Radial green wedges should be created and kept free of all development. They should be driven as deeply as possible into the densely-developed city areas and be connected with one another by tangential green corridors. The access to open spaces in the outer areas of development should be improved by the creation of green connections. The purchasing of land for the creation of parks and open spaces in the densely-developed areas must be intensified. The range of leisure-time and recreation facilities in existing parks should be increased by the differentiation between play areas and rest areas, and they should be adequately separated from nearby traffic. Streets and squares should be designed in accordance with their suitability as places to frequent. Existing parks should be enlarged by the integration of the surrounding streets and qualitatively improved. The various parks should be linked by a network of foot and cycle paths. Existing inner courtyards should be converted to gardens for the use of all residents. The existing standards for the pedagogic design of children's playgrounds should be more closely observed in Vienna. Alternative facilities for children and young people such as residential streets and playrooms should be provided, especially in the densely-developed city areas. Industrial and commercial areas should also be relieved by open spaces which provide the employees with readily-available recreation opportunities.

In order to counteract the tendency to equate free time with the flight from the city the leisure-time facilities should be expanded and the city itself made into a leisure-time experience. Open and covered facilities should be made generally accessible where possible and smaller facilities enlarged. Opportunities for sporting activities must be created in the densely-developed areas, particularly inside the Gürtel. Possibilities for ball-games should be provided in children's and young people's playgrounds. Further sports halls should be built to meet the growing demand for sporting opportunities which are independent of weather and season.

Existing free children's swimming pools should be qualitatively improved by the provision of additional playgrounds and sporting facilities. Smaller indoor pools should help to overcome the lack of opportunities to swim in the inner districts. In the course of the development of the Wienerberg grounds a site should be reserved for a swimming pool as part of a leisure-time centre. Freely-accessible swimming places and lakes should be further improved and provided with the necessary facilities.



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Existing cemeteries should be preserved and enlarged and land for expansion reserved. In order to increase their recreational value and improve the ecological situation cemeteries should be provided with larger gardens.

New allotment gardens should be created within an acceptable distance from the residential areas. The regulations governing plot and building size in the Allotment Gardens Act should be modified in order to retain the rural land use character of allotment gardens. The pressure of demand on allotment gardens should be relieved by the provision of alternatives such as terraced flats, garden courtyards, etc. The possibilities of traversing allotment garden estates should be increased as a contribution to the network of public foot and cycle paths. New allotment gardens should be established, above all in the 21st and 22nd districts and on the southern outskirts of the city.

Location of allotment gardens

- areas under use as allotment gardens
- undeveloped area
- wood

Population density (simplified representation)

- sparse (up to 80 inhabitants/hectare building land)
- middle (80—270 inhabitants/hectare building land)
- dense (more than 270 inhabitants/hectare building land)

- 75 Green wedge between Floridsdorf and Kagran in the north-east of Vienna
- 76 Hamerling park in the 8th district
- 77 Inner courtyard in Siebensterngasse in the 7th district
- 78 Idyllic allotment gardens
- 79 Areas under use as allotment gardens as of 1983

Realization

The financing of the City Development Plan

The goals set in the City Development Plan impose as a whole heavy demands upon the City of Vienna's investment budget. But to estimate the investment expenditure which will actually be required is just as impossible as to specify the period of time within which these investments could be carried out. Since the realization of long-term investment plans must in any case constantly be adapted to new technical, economic and social demands and possibilities and is furthermore to a large extent subject to budget revenue, it is more appropriate to establish basic principles for investment activity than to draw up precise plans for the middle- or long-term.

The fact that a financial time-plan for all measures listed as necessary and desirable in the city development plan cannot be drawn up does not mean that it is unnecessary to calculate the financial requirements and the supplementary costs for the large, decisive projects. Only then can middle- and short-term financial decisions be taken which are in accordance with the long-term goals of Viennese municipal policy. The estimates of financial requirements which appear realistic according to the current state of information provide the basis for the drafting of the annual budget. These budgets must also be judged according to the extent to which they contribute to the realization of the goals contained in the city development plan. The long-term goals of the city development plan, the city's middle-term revenue estimates and the expenditure estimates for larger investment projects and the annual budget must all represent a coherent whole. That painful but necessary compromises between the municipally desirable and the financially possible must often be made is understandable.

The extent of these compromises depends to a large degree upon the City of Vienna's financial room for manoeuvre. This is in turn decisively influenced by the general economic development. All middle- and long-term forecasts assume a lower growth rate compared with the nineteen-seventies for Austria and therefore—probably more so—for Vienna. At all events, the lower the growth rate is, the smaller the budgetary room for manoeuvre. On the other hand, municipal budgetary policy can and should make a positive contribution to the development of the economy and the employment market. In addition, the protection of the socially disadvantaged from the unrestrained effects of the economic crisis is also a prime municipal responsibility. Although budget reductions are certainly necessary and the economic situation must be recognized, the abovementioned emphases must be taken into account in the budget and in the reductions. The existing basic principles should increasingly form the foundation for such decisions in coming years.

Although the goals set by the city development plan will be reached by public invest-

ment for the most part, such investments can only represent a part of the necessary measures. Social objectives and those of relevance for smaller groups must also be fulfilled by private activities—in times of financial difficulty even more so. The major objectives in urban renewal can only be attained with a combination and expansion of public investment, public subsidies and private initiative. Not just private investment and other measures, but the considered and purposeful behaviour of all citizens is necessary if the desired goals are to be reached. This is true of the increased employment of public transport just as much as the greatest possible "avoidance of rubbish", in order to minimize the concomitant financial and social costs (air pollution, landscape damage) of refuse disposal. As a continuation of the municipal objectives in the inter-war period—for example Julius Tandler's public health and social welfare policy—it must once again be attempted, by means of economical precautionary and preventative measures, to avoid problems that later prove expensive to remedy.

Another fundamental starting point for all considerations must be the realization that the great benefits brought by investments often involve high costs. A few examples from the immediate past are listed, without a value judgement being implied (1983 prices). One kilometre of underground railway costs 1,800 million schillings in tunnel construction and 800 million schillings in cut and cover technique. One kilometre of main sewer costs 10 million schillings, the construction of a 80—90 m² flat around one million schillings. The frequently-high financial burdens which some investments involve should at all events be made much clearer to all citizens than has been the case in the past. Furthermore, cost-benefit analyses should be increasingly employed in the evaluation of various investment projects.

Several larger and more long-term investment projects were begun in the last few years. The "free" investment capacity for the coming years is therefore limited by the future financial requirements of the investment projects already under way. This is particularly true of the new underground railway lines and the General Hospital. The latter will reach its investment peak in 1985—1989, when it will represent a burden on the municipal budget of somewhat more than 2,000 million schillings annually.

Projects with the same level of investment expenditure can generate varying resulting and running costs according to the nature of the project. These resulting costs must be more strongly emphasized in the evaluation of projects than was done in the past. This should not, however, imply that different investments should be evaluated, and priorities set, simply according to the resulting costs. But when the investment expenditure is identical and the benefits are roughly the same the projects with the lower resulting costs should be favoured. The financial burdens on the City of Vienna caused by the financing of investments and operating costs vary—at least in the long-term. In some cases a part of the costs are being met by other authorities, particularly

the federal government, for example part of the investment expenditure on the new General Hospital and the underground railway or the operating costs for the conference centre and the "additional clinical expenditure" for the General Hospital; in other cases the costs (of the investment or the management) are more or less met by the users (e.g. for flats as part of the rent and the running costs). The more statutory authorities (federal government, provincial governments, social insurance authorities) are prepared to carry part of the costs, the smaller the budgetary burden on the City of Vienna. The same is true of contributions by users to the financing costs. In this case social factors should however be taken into account to a greater extent. An essential investment objective would not be reached if the structure or the level of the contributions to costs represented an unacceptable burden for the socially disadvantaged or even meant that such groups were excluded by financial barriers from the enjoyment of benefits of public facilities, services etc.

As a result of the Austrian financial constitution the financial latitude of a province or a local authority is to a very large extent dependent upon the funds made available by the financial revenue adjustment and similar financial provisions. The trend in recent years has been for Vienna's relative share of the total revenue available to sink. In spite of some successful agreements concerning the financial revenue adjustment in recent years a number of Viennese wishes and demands have remained unfulfilled. For example the increased recognition of the requirements of urban renewal in the distribution of the resources for housing construction or the financing of projects concerning public transport or private traffic. In the field of hospital expenditure demands have been made on the federal government (e.g. a larger contribution to the additional clinical expenditure), on other provinces (compensation for the costs generated by non-Viennese patients and the provision of training) and on the social insurance authorities (a larger contribution to the costs of ambulant and mobile services designed to relieve the pressure on the hospitals).

The statistics derived from the population census show a decrease in the population of Vienna, which leads to a relative reduction in the revenue at the city's disposal. However, the demands on the urban infrastructure do not decrease to the same extent. Furthermore, public investment is not least necessary precisely in order to raise the attractiveness of the city. This is particularly true of measures and facilities of benefit to children and young people, such as kindergartens, playgrounds and youth centres. The fact that such investments are non-productive in a narrow sense and are not externally conspicuous should not be permitted to lead to the neglecting of these measures, which are dispersed throughout the city. Not just the larger investment projects, such as the construction of the underground railway, determine the character of a city, but also a wealth of smaller projects. Precisely in periods of reduced financial latitude such projects

become more important within the framework of measures to increase the attractiveness of the City of Vienna, thanks to their more easily-adaptable planning, design and use.

Participation by residents, decentralization

There are important reasons why residents' participation should play a greater role in city development in future:

In recent years this participation has been more audibly demanded by the people. The social development of the last decades was accompanied by a more marked differentiation of the population. Many different groups made the justified demand that their wishes should be taken into account. People are increasingly learning to voice their needs unambiguously themselves. The raised standard of education and the increased leisure time have enabled them to do so. New interests, for example in ecology, have motivated above all young people to engage themselves in local government politics. All these developments, most welcome for a democratic community, demand revised planning, decision-making and implementation procedures in which the direct participation of the population should play a greater role. It is important that the population is included in the development process at an early stage in order to avoid unnecessary delays later.

The danger must not be overseen that individuals and groups which articulate their interests loudly and radically may succeed in realizing these interests, even when they are at odds with the wishes of the frequently silent majority and are accompanied by negative consequences for the community. It will be necessary to find a satisfactory compromise here if important decisions are not to be left to chance or the law of the strongest. One must further take into account that processes of planning and transformation can extend over a number of years and that the composition of those population groups affected, their interests and their awareness of the problems, can change in the meantime. The participation of the population demands both from the municipal administration and from the population itself the readiness to learn and the willingness to cooperate.

One must bear in mind that the main focus of urban development in the future will be on urban renewal. This involves the restructuring of areas which are already developed and inhabited. Politics can only be successful here if a close cooperation can be established between the resident and affected population on the one hand and the administration and the renewal agencies on the other hand. This is even more so since the municipal administration has committed itself to "gentle" urban renewal, that is to a careful consideration of the existing population and built environment. The participation of the population even promises to increase the efficiency of gentle urban renewal.

In order to ensure the optimal participation of the population alterations in the structure of the municipal administration have

been being made for some time now. There can however be no final goal here. It will be equally necessary in the future to eliminate bureaucratic barriers, to intensify the flow of information, to simplify the access to authorities, to expand the right to inspect and comment on official documents and to increase the opportunities for direct participation. This will also enable an improved cooperation between various technical authorities at the district level.

The smaller and more easily comprehensible the sphere of life with which the citizen is faced, the easier it becomes for the population to offer opinions and participate. The decentralization of the administration is accordingly a corner-stone of the continuing move towards increased democracy. Improved access to the organs of administration should be brought about by a narrowing of the gap between the administration and the population.

The spatial development concept of the City Development Plan is simultaneously a step towards greater decentralization. It emphasizes the strengthening of the main and district centres, which encourage the independence of district life.

In recent years more powers have been transferred to the districts, which has enabled the cooperation between the central administration and the district administrations to be intensified. Further suitable areas of competence should be transferred to the districts in the future. It is unquestionably far from easy to determine the extent and the type of decentralization; in a complicated structure such as a large city a part of the planning and decision-making competence will always have to rest with a central administration if the overview is to be preserved. On the other hand it may sometimes make sense to decentralize at the level of a group of districts, sometimes even down to the level of a larger housing estate.

It must however be borne in mind that decentralization should not be an end in itself, but rather an instrument for the increased democratization of the process of urban development.

Adaptation of the planning machinery

In order to ensure the effectiveness of city development planning as a steering instrument, measures must be taken to guarantee the implementation of the City Development Plan. The extent of this implementation determines the stability of the planning and of the important planning objectives. At the same time the flexibility of the planning must nevertheless remain protected. The following measures are proposed:

Two-stage planning procedure

In order to ensure the continuity and stability of planning and to enable the guideline-function of the City Development Plan to take effect, the existing planning machinery must be brought into line with the requirements of urban development planning. The currently applicable one-stage zoning and development planning procedure should therefore be converted to a two-stage procedure.

At the superior stage the land uses and the distribution of functions which form the middle- and long-term objectives should be verbally and graphically presented. This stage should furthermore form the basis for the coordination of all spatially relevant activities.

The contents and procedures of these two planning instruments should be harmonized with each other with respect to their functions.

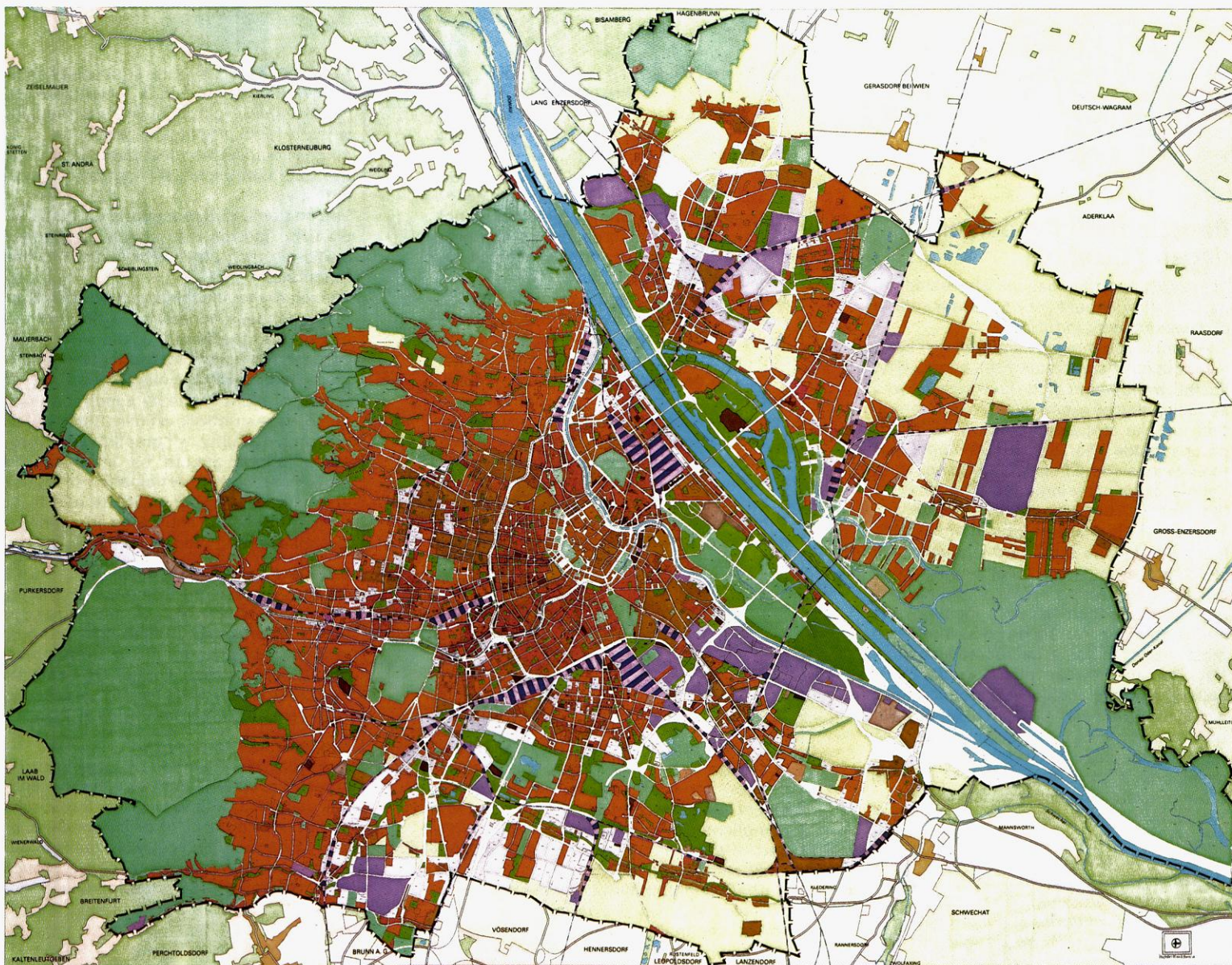
The planning machinery should incorporate extended cooperation with other area authorities. Furthermore, the information content of planning instruments should be increased, e.g. by the clarification (presentation) of plans made by superior authorities or of restrictions on use. Similarly, the comprehensibility of graphic and verbal presentations should be improved. Improvements in the participation of interest groups and affected residents and in the right to be heard should be incorporated into all planning stages.

City Development Commission

A City Development Commission shall be installed in which all departments are politically represented. It shall deal with matters of importance for urban development. In particular, it shall discuss concepts and measures which could lead to an alteration of the existing City Development Plan.

Organizational measures

It should be ensured, by organizational measures, that the activities of the municipal administration and of all those other bodies within the field of influence of the City of Vienna which carry out tasks of relevance for urban development are brought into harmony with city development policy.



80 Zoning in Vienna and neighbouring council areas

Vienna

Building land

- Residential area
- Residential and commercial area
- Residential (garden settlement) area
- Mixed-use area
- Mixed-use area—commercial
- Mixed-use area—industrial
- Industrial zone
- Storage area

Area reserved for traffic use

Open spaces

- Agricultural area
- Recreation area
- Protected area
- Cemetery

Special use area

Additionally mapped

- Area for public purposes
- Water
- Railway installation

Neighbouring councils (simplified zoning)

- Large recreation area
- Predominantly agriculturally-used area
- Zoned development area, high density, predominantly residential use
- Zoned development area, medium or low density, predominantly residential use
- Zoned area, predominantly industrial use