The *Strategy Plan for Vienna* is a modern planning tool designed by the Vienna city government to provide guidance for future developments. It formulates objectives for an ideal development of the city, which transcend the traditional urban development concepts (such as the 1994 Urban Development Plan).

The *Strategy Plan* creates links between the programmes, concepts and measures of many different areas, while at the same time taking account of socio-political visions and global challenges. This approach emerged as a result of an interactive dialogue between community representatives, which created the basis from which the *Strategy Plan* evolved.
Strategy Plan for Vienna

Summary

Our commitment to quality
Innovation for Vienna

An initiative of the Vienna city government
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Preface

The *Strategy Plan for Vienna* is the result of an initiative involving the entire city government. Its objective is to create an attractive vision for the future development of the City of Vienna and provide concrete impulses through strategic projects.

In the face of new challenges and opportunities, the primary goal of the plan is to ensure the best possible overall development of Vienna. This requires a continued proactive planning effort taking economic, social and ecological qualities equally into account, all of which contribute to make a city attractive. Social justice and co-responsibility, viable economic systems for the future and responsible management of the natural environment constitute the main pillars of the strategy for Vienna. The *Strategy Plan* is based on an integrated approach which correlates and consolidates the city's strategic objectives over and beyond sectoral borders and individual projects.

The *Strategy Plan* aims at safeguarding and enhancing Vienna's rich and manifold qualities in all areas of urban life, the city's economy, labour market, sciences, culture and education, its natural environment and urban landscape.

This requires innovation, and innovation requires openness. The *Strategy Plan* provides a reference framework within which Vienna, as a cosmopolitan centre, can make full use of its intellectual potential and geopolitical location. Moreover, this proactive plan will contribute to European urban policymaking and enhance Vienna's role in the European integration process.

Science and technology, community life, culture and the economy need an innovative climate to prosper. By creating and promoting an innovative environment, the Vienna city government has set the stage for a competitive, dynamic and creative metropolis adjusting to a changing environment.

The *Strategy Plan for Vienna* provides framework conditions and sets targeted impulses. In addition, it encourages Vienna's business community, social groups and organisations, political players and all interested citizens to actively shape Vienna's future in public-private partnership.

Michael Häupl  
Mayor of the City of Vienna

Bernhard Görg  
Vice Mayor and Executive City Councillor for Planning and Future Developments
The Strategy Plan

More than just a plan

The Strategy Plan for Vienna is a modern planning tool designed by the Vienna city government to provide guidance for future developments. It formulates objectives for an ideal development of the city, which transcend the traditional urban development concepts (such as the 1994 Urban Development Plan). The Strategy Plan creates links between the programmes, concepts and measures of many different areas, while at the same time taking account of socio-political visions and global challenges. This approach emerged as a result of an interactive dialogue between community representatives, which created the basis from which the Strategy Plan evolved.

Five Strategy Areas define the medium- and long-term policy targets for the further development of Vienna and create a binding, but flexible framework for urban policymaking. In this sense, the Strategy Plan is a process guideline rather than a "final" product. Its implementation is primarily based on strategic projects (of which only one illustrative example is described for each strategy area). These projects include ambitious and
large-scale propositions as well as short-term commitments. But all of the projects are innovative in nature imbuing the Strategy Plan with life.

The Strategy Plan requires the interdisciplinary commitment of policy-makers and administrative authorities. In order to meet these requirements, the City of Vienna has initiated a comprehensive modernisation programme encompassing all of the city’s administrative departments and institutions. Like all strategic projects, the implementation progress is closely monitored. Moreover, the Strategy Plan is intended as an invitation to the economic agents, scientific institutions, public agencies and private individuals to co-operate in public-private partnerships to attain a concerted and co-ordinated development of the city. Thus, the Strategy Plan for Vienna is a further step closer to citizens’ involvement and democratisation in urban policymaking.

The principle of sustainability

Together with other European cities, Vienna has committed itself to the principle of sustainable development. This implies that equal value has to be attributed to economic, ecological and social aspects. In line with this principle, the Strategy Plan for Vienna gives priority to good stewardship of the city’s natural resources and the further enhancement of the city’s high environmental standards. The economically and ecologically efficient use of land, water, air and all sources of energy must become a basic principle of all political and administrative action, in business and in private life.

An issue of equally central import is to enhance social justice. This objective is to be achieved by mainstreaming equal opportunities and the targeted promotion of specific groups of the population and minorities. Besides an adequate legal framework, resolving the problems of disadvantaged groups such as women and migrants requires promoting an open-minded attitude among the population in general. One of the central objectives of the Strategy Plan was to define ways of creating equal access to education, work, and housing as well as a high quality of life and political involvement of all population groups.

Business location policy

The economic policy goals laid down in the Strategy Plan focus on strengthening the economic structure of the Vienna Region and on promoting Vienna’s export competence. These efforts, which have to be backed up by a forward-looking infrastructure and transport policy, aim at buttressing the city’s competitiveness as an international business location. Key labour market policy measures include incentives to generate and secure employment and other sources of income, and to enhance education and training to improve the qualification level.

Science, culture and art assume high priority in the Strategy Plan for Vienna. Promoting Vienna’s intellectual and creative potential is seen as a major prerequisite for the positive further development of the city and its people. To preserve Vienna’s attractiveness as a living space, the city’s leisure and recreation sites and facilities need to be expanded and adapted in line with present-day needs.

Last, but not least, the Strategy Plan views Vienna’s further development against the backdrop of its surrounding regions as well as Europe in general and the Central and Eastern European transition countries in particular. Increased regional identification coupled with internationalisation and co-operation with its neighbours will enable Vienna to achieve the ambitious goals formulated for the city’s future.
1. Strategy Area: Vienna within Europe and the region
1.1. Cross-border co-operation

Vienna boasts long-standing and multifaceted relations with its closer and further surroundings: as a central city with its neighbouring municipalities and surrounding regions, as a national capital with the other federal provinces and as a metropolis with other European and international centres.

Generally, this high degree of integration constitutes an asset of mutual benefit. However, detrimental competition may arise in some instances. As the globalisation process continues, the time has come to resolve the rivalry between regions in order to create a basis for coping jointly with supra-regional issues and for holding common ground in today’s competitive international environment.

Regional partnerships

Vienna is facing a number of challenges relating to co-operation with its environs and the federal provinces of Lower Austria and Burgenland. A priority issue consists in improving coordination in the fields of settlement and transport policy. One of the goals is to divert the pressure exerted by
the current growth and development push away from Vienna's immediate environs and towards the region's long-established towns, and thus to transform the urban sprawl into quality development patterns and prevent the despoilment of the landscape in the surroundings of Vienna.

The local regional centres already boast high quality service and social infrastructure, as well as access to the high-capacity public transport network, which could be used more efficiently or further expanded. With a view to saving public funds and protecting nature and the environment, a more restrictive policy needs to be adopted to check the settlement trends in peripheral regions that are not linked to the public transport system. Co-operation is a must, above all in implementing large-scale projects (e.g. shopping centres or entertainment resorts) whose impacts go far beyond the city precincts and even provincial borders.

Only a joint effort will guarantee the preservation of the attractive landscape and countryside, which characterise Austria's three easternmost federal provinces. In the Vienna Region, the recommend-ed approach is to link the agricultural land and forest areas of the city districts and the surrounding municipalities and thus create a supra-regional green and forest belt that serves as an ecological reserve and a recreation area for the population. Vienna, Lower Austria and Burgenland should link their national parks (Lake Neusiedl area, Danube, Thaya and Marca wetlands, Natura 2000 projects) to create an unbroken nature preserve. The joint promotion of low-impact tourism would additionally help to enhance and strengthen the national park area as a whole.

New structures, new awareness

The governments of the three federal provinces have already started to co-operate within the framework of the Planning Association East (PGE). However, other players must also be involved in mapping out a common development policy: small regions, districts and municipalities as well as private businesses and associations. The larger the number of partners, the more important it will be to make up for initial information deficits, to intermediate between the different interest groups and to create a basis of confidence. If necessary, profits and losses arising in this context could be offset by way of new revenue equalisation arrangements or bilateral agreements.

Co-operation cannot be restricted to planning alone, but must increasingly focus on the joint implementation of projects. This will help to further the population's awareness of Austria's Region East and to enhance the Vienna Region's international standing as a high-grade business location to which all three federal provinces contribute their individual strengths. Co-operation at the European level

At an international level, common goals create a link connecting Vienna with the cities in the neighbouring Central and Eastern European countries. Promoting their economic strength and improving the quality of life and environmental standards in the transition countries is an objective that goes beyond the interests of these countries alone. Vienna's and the Vienna Region's attractiveness will greatly depend on the successful development of Central Europe as a whole. For this reason, it is important to integrate the Central and Eastern European cities into a common European urban development policy even before EU eastward enlargement becomes reality.

After decades of strict separation, administrative and economic policies will have to be revised especially in eastern Austria to support the integration process. However, these changes should not be seen as a threat. They open a door towards modernisation, an opportunity for Vienna and the Vienna Region to remain competitive in the long term. Financial assistance from the European Union aims at easing the structural adjustment...
process within and outside of EU borders and at supporting forward-looking development projects. Cross-border regional policy concepts are a suitable means of stifling in the bud possibly ruinous competition between neighbouring cities and benefiting everyone involved. Vienna plans to position itself as the future hub of an enlarged internal market and as the centre of a European region whose outlines are defined by the cities St. Pölten, Wiener Neustadt, Györ, Bratislava and Brno, among others. On an enterprise level and notwithstanding the enormous labour cost differential to the neighbouring countries, cross-border joint ventures and participation agreements may help to secure the Vienna area and eastern Austria in general as a focal point of manufacturing activity, and thus contribute to the stabilization of the entire border region.

Intermediator between East and West

Many Vienna-based companies and institutions possess valuable know-how and experience in co-operation with Central and Eastern European countries. Bundling and networking this existing “Eastern Europe competence” would permit better marketing of this locational quality and facilitate access for interested western enterprises and investors. The “Centre of Legal Competence”, a legal services agency for businesses in Central and Eastern Europe, is a first step towards establishing Vienna as an international service centre offering very high information density on market opportunities and institutional framework conditions in the transition countries.

Vienna is more than just an intermediator between East and West. Vienna’s "competence for Western markets" makes the city a gateway to the European Union for Central and Eastern European players. Austria’s experience on its way into the EU represents valuable knowledge for the accession candidates. Preparatory, for instance, is a project targeted at providing assistance in formulating economic and regional policy decisions for outer EU border regions in Central Europe. As a centre of competence in the field of urban and environmental technologies, Vienna’s Urban Technology Network offers Eastern European partner cities comprehensive know-how and expertise.

Need for action in many areas

The initiatives of Vienna’s city authorities go beyond business promotion and urban and regional management. Another priority is to promote the integration of Central and Eastern Europe in matters relating to transport policy and scientific co-operation on a university level. Other fields of action include cross-border school projects and co-operation among institutions for the promotion of women. In this field, a series of joint action measures have been initiated with MILENA 2000, an East-West network for women.

Vienna supports the continued exchange of views and information with partners on the other side of the eastern EU border. The objective is to create a forum to formulate joint problem solution strategies and to prepare common guidelines in all areas of mutual interest. Co-operation agreements with cities of Brno, Bratislava, Budapest, Zagreb and Ljubljana already exist, Praha, Warszawa, Kraków and Györ are to follow. However, if these initiatives are to be efficient, the tasks involved have to be split up among public and private sector players and new financing schemes have to be elaborated on a co-operative cross-border level.

Finally, an issue of central importance is to achieve broadly based popular acceptance for the vision of a joint Central Europe. Besides information and the discussion of issues involved—especially in educational institutions and the media—common cultural projects staged in public space (e.g. the Danube Culture Path) will play a key role in this context, because this type of measure is particularly suited to promoting people’s identification with the underlying goals.
1. Strategy Area: Vienna within Europe and the region

1.2. Project: Vienna Region TEN Junction

Europe’s further economic development depends strongly on the successful development of the Trans-European Networks (TEN) and their extension into Central and Eastern European accession countries. For this reason, this issue has become one of the priority areas of EU transport and communication policy. The Vienna area will necessarily assume a central role within this network alone on account of its geographical location. It is one of the objectives of the Strategy Plan to strengthen Vienna’s position as a strategic hub for European freight and passenger traffic. This policy aims at promoting the establishment of high-potential businesses, which require a location that offers international links and contacts.

In order to create this environment, Vienna must be linked up to the main Central and Eastern European transport routes, while at the same time improving the urban and regional infrastructure. In this context, development efforts must focus on ecologically sustainable transport systems, i.e. above all rail and water transport. However, the trans-European Network concept is not restricted to traditional means of transport, but also aims at promoting the interconnection and...
interoperability of future telecommunication networks, which will increasingly constitute an alternative to material goods transport.

**Higher quality and flexibility**

By striving towards complete interconnection and interoperability, these networks will provide a choice between the different means of transport as well as the possibility of combined use (road-rail, road-water, etc.). However, interoperability requires upgrading of the transport system on a trans-national level (e.g., more uniform rail gauges and electricity systems, shorter customs clearance stops). Last, but not least, high-capacity networks will require state-of-the-art logistics infrastructure at the junction points, to safeguard that distribution, transhipment and changeover processes can be efficiently organised and handled.

Even though transport volumes will increase, they may well require less traffic in the future. By distributing transport flows over several goods and passenger transport centres, on the one hand, and bundling traffic flows, on the other hand, it should be possible to use the existing capacities fully while still meeting the respective requirements. Avoiding traffic pays, economically as well as ecologically.

The development of the Vienna Region TEN junction renders the entire area more attractive as an investment location and opens up additional opportunities for creating value added, provides an incentive for technological innovation and generates high-grade employment. Attaining these goals requires the continued focused cooperation of all the parties involved, i.e., besides the federal provinces of Vienna, Lower Austria and Burgenland, the federal government, transport undertakings such as the Austrian Federal Railways and the Vienna Port, the chambers of commerce, the regional business promotion agencies of Vienna and Lower Austria as well as private transportation companies.

**Concrete measures**

The first co-operative planning stage (1998–2000) encompassed the elaboration of an infrastructure programme and the definition of two start-up projects: the establishment of a “competence centre for logistics” and the joint development of a freight terminal (Vienna-Inzersdorf, Vienna Port, etc.). The second, extended planning phase (expected to be concluded by 2002), focuses, among other things, on elaborating the terminal concept for the Vienna Region in greater detail, preparing the planning procedure for the North-East Terminal and defining the framework conditions and functions of a TEN Junction management body. Moreover, research and development efforts in the fields of logistics and telematics and the joint marketing and lobbying for the Vienna region as a network hub have to be increased. Finally, cooperation with other domestic and foreign transport centres must be intensified.
1. Strategy Area: Vienna within Europe and the region

1.3. Overview of further strategic projects

The CCC Project

The programme Cross-Border Business Cooperation for Central Europe (CCC) for the promotion of cross-border economic co-operation in Central Europe coordinates existing know-how (Eastern Europe competence) and specialised services offered in the Vienna Region: education and training, consulting services and technology transfer. Furthermore, the programme aims at promoting cross-border activities of small and medium-sized enterprises in the border regions of Austria and its neighbouring countries in Eastern Europe by establishing contacts and initiating partnerships. A first project, which has already been realised, consists in an electronic CCC network with a database including economic data, information on promotion and financing facilities, training opportunities and co-operation exchanges in many countries. Together with Burgenland's and Lower Austria's regional government agencies for the promotion of business establishments, a CCC office was established at the Vienna Business Agency. Efforts are being made to obtain further EU co-financing of the CCC Project within the context of the INTERREG Programme.
Regional management Vienna–environs

This project is a response to the increasing functional and economic relationships between the federal provinces Vienna, Lower Austria and Burgenland. On the one hand, it aims at establishing the Vienna Region as a common location in international competition and, on the other hand, at providing a platform for forging a common approach to solving problems concerning the region as a whole. A regional management body for the development axis Vienna-Simmering–Schwechat was set up as a pilot project. A similar regional management body will be created in several steps for Vienna and its southern hinterlands. This initiative focuses on checking the ongoing sub-urbanisation process (suburban sprawl, implementation of numerous large-scale projects, etc.). Moreover, the co-ordination of concrete regional transportation projects (federal Highway 301 or the high-capacity railway line from Vienna–Vienna Airport–Wampersdorf) will be put into the hands of a specifically created transportation advisory council for Austria’s Region East.

Vienna Central Railway Station

The existing railway system with several railway terminals limits Vienna’s capacity as a regional and international railway junction. This project envisages the transformation of Vienna’s Railway Station South into a modern central station, which involves a revision of the underlying urban planning concept and will upgrade the entire local district. The project’s goals go beyond ensuring smooth railway transit operations: it provides for a fully interconnecting railway system by integrating not only the railway lines to the east and to the south but also to the west (through the Lainzer tunnel) and the rapid transit and regional railway lines connecting at this junction. In order to create an optimum connection between long and short haul transport systems, the walking distances at transfer points to the Vienna underground U1–Südtiroler Platz, tramways and busses will be considerably shortened. The planning and construction of the central station (planned to be completed by 2010) will be financed by the Austrian Federal Railways. The costs for upgrading the local transport junction Südtiroler Platz (to be completed by 2006) will be borne by the federal government and the City of Vienna and will be made available from the so-called 30-billion-schillings package.
2. Strategy Area: Perspectives for the economy and the labour market

2.1. Innovative business location and employment policies

Economic policy and labour market promotion are by no way contradictory, but each is imperative for the other. Only a modern and forward-looking market economy will be able to safeguard jobs in the long run, while, in turn, a functioning labour market with an adequate supply of qualified and creative professional staff is a prerequisite for a competitive business location.

Both markets require continuous public support, such as subsidies for start-up entrepreneurs and technological innovations, training and further education or social security. The Vienna city authorities have been endeavouring to target promotion measures in a way that they benefit both the local and regional economy and the urban labour market. This approach is essential to ensure that Vienna continues to feature among the European cities with the highest employment rates.

International specialisation

Vienna’s economy consists of a wide range of industrial, trade and service companies, which are able to satisfy the major part of regional demand.
A rich multitude of different lines of business concentrated in a single location is what characterises the economic structure of a functioning metropolis. Hence, it is imperative to maintain this variety. On an international level, however, Vienna competes with urban regions in other highly industrialised countries, while in the global marketplace large global players are increasingly taking the lead in the different industries. In order to prevail in the emerging global economy, it is therefore an urgent and essential priority for Vienna to specialise in specific economic sectors.

On the one hand, this requires finding and developing business niches that have not yet been claimed by a number of European competitors. On the other hand, any such specialisation must be based on the existing regional potential and the specific advantages of the business location Vienna.

Vienna already boasts innovative research and development institutions and successful companies in areas with a high future potential such as medical technology, biotechnology and pharmacology, environmental and transport technology as well as telecommunications. Promoting these areas and making Vienna attractive to both foreign and domestic players in these industry segments is a prime target of urban policy.

Leveraging locational advantages

Vienna’s greatest advantage as a business site is its geographical position at the heart of Eastern Central Europe. Explicit political support of EU enlargement as well as public awareness of the economic and social opportunities involved are essential for making full use of this advantage.

The City of Vienna encourages the orientation of domestic businesses towards new markets in the transition economies to strengthen their specific competences and international competitiveness. Backed by the pertinent EU programmes, also small and medium-sized enterprises will be able to co-operate with businesses in Central and Eastern Europe.

The more comprehensive Vienna’s business network with transition economies becomes, the better are the city’s chances of developing into an economic centre at the crossroads between Eastern and Western Europe. Therefore, Vienna also strives to become the host of the EU institutions that steer and support the process of EU eastern enlargement. One of Vienna’s objectives is to provide an attractive setting for international groups as a location for their Central and Eastern European headquarters. The large number of immigrants with Eastern European mother tongues may well be an additional asset in this context.

Creating a supportive business environment

The City of Vienna encourages specialisation and higher quality standards in specific economic sectors by seeking to create optimum business conditions, operational procedures and infrastructure. Providing the general urban infrastructure (transport links, energy supply, etc.) is essential, just like basic operational input factors such as high capacity telecommunications facilities and specific service agencies. High quality housing and recreational facilities are equally important to make the city attractive to employees and investors alike.

Generally speaking, the “soft” or symbolic factors—such as image—are gaining importance in evaluations of business locations. Therefore, Vienna has been pursuing an offensive city marketing strategy aimed at highlighting the city’s specific qualities. Vienna is a highly attractive city in international comparison, boasting a rich cultural and urban environment, high-quality recreational facilities in and around the city (about 50% of the city territory are parks and green areas), a beautiful city landscape and surrounding countryside and a high degree of personal and social safety.
A factor with considerable influence on the set-up of innovative and internationally established enterprises is the quality of local science, research and development institutions. In this respect, Vienna offers top quality in many areas, above all in select fields such as biotechnology, medical, urban or environmental technology. There is, however, room for improvement in terms of knowledge and technology transfer between universities and research institutes and the corporate sector.

Public sector services

Another important factor for the successful foundation and establishment of businesses is the quality of public administration. One of the Vienna city authorities’ priority objectives is to raise the efficiency of administrative procedures and to reinforce the service character of public sector agencies by creating one-stop-shops ensuring efficient handling of bureaucratic requirements arising for entrepreneurs.

Moreover, municipal and private counselling programmes need to be coordinated and made more flexible, for instance by offering concerted financial and legal information. If an innovative entrepreneurial spirit is to be fostered, subsidies, taxes, standards and regulations must be adapted accordingly.

Last, but not least, specialising in new lines of business at the European level also requires financial support and backing. For this reason, the City of Vienna also provides assistance in the form of start-up capital.

Modern business location management

In order to ensure adequate co-ordination and handling of the different requirements of businesses planning investments in Vienna, the City of Vienna intends to put together a marketable business site package, containing a comprehensive list of attractive development areas along with a quality assessment of the various sites. The evaluation comprises information on the availability status of the sites, a schedule of potential developments, available infrastructure as well as a review of the effects of investments on the urban economy. Marketing activities relating to the location “Erdberger Mais” for instance, an area earmarked for the development of biotechnology and telecommunications businesses, are already based on these criteria. This approach allows optimising business and construction site management, and improving access for international players.

With the private-sector institutions Vienna Business Agency (VBA) and Vienna Land Procurement and Urban Renewal Fund (WBSF) as well as standardised statutory planning tools, Vienna has the necessary instruments for controlling business location development. Modern business location policy, however, requires additional land policy and management strategies, especially to provide access to suitable development sites at adequate prices. To this end, a political consensus and the development of modern procedures are essential.

The social value of employment

A high employment rate is an important factor for the development of a city. Employment creates social security and makes social integration possible. The structural changes from an industrial to a service society, and from there to an information and communication society, a process under way at present and further reinforced by the concurrent globalisation trend, call for extensive labour market promotion on a political and administrative level.

Employment policy focuses on training and further education in qualification areas with a high future potential. Moreover, while maintaining existing labour legislation standards, existing
forms of employment and standard working hours need to become more flexible. Additionally, the transition from gainful employment to periods of other, personally or socially valuable activities such as further education, childcare and participation in cultural or social programmes must also be covered by social security plans.

An active labour market policy requires that public-sector institutions, both sides of industry and the private economy co-operate. The Vienna Employment Promotion Fund (WAFF) is an exemplary cooperative institution that is jointly operated by the City of Vienna, the different interest groups, the Labour Market Service Vienna (AMS) and private parties.

Active labour market policy for women

Targeted promotion of employment options for women remains an important priority issue. The City of Vienna provides incentives for individual companies or groups of enterprises to offer women re-entering the labour market the means to gain additional qualifications and to provide childcare facilities close to the place of work. A central issue is stronger vocational support of female immigrants to facilitate their social integration through the labour market.

Especially with a view to meeting the needs of young people, labour market policy must be geared at providing access to new career options and innovative qualifications. Such an approach helps to increase the employment perspectives of young people and may even motivate them to start independent businesses. The traditional distinction between male and female professions must be overcome, as this concept still limits individual career options both on the level of apprenticeship training and professional college and university education.

Social responsibility

A central issue in fighting unemployment is to provide relief for the long-term unemployed. Specific job orientation measures that help to identify individual abilities, strengthen self-confidence and personal initiative and to gain the required qualifications are to improve their chances of finding new jobs. Bridging the gap between theoretical training and its practical application is an aspect of particular importance in this context. However, these measures will not always achieve the re-integration of the long-term unemployed into the labour market.

The further development of a so-called “second” labour market, where the remuneration of work rendered is not exclusively measured on the productive value of labour, assumes an important function in this context. This labour market creates an environment in which people get the chance to gain job experience, which in turn enables them to change over to the “first” market. Moreover, the authorities also intend to promote suitable employment options for jobless persons with limited earning capacities such as the handicapped or chronically ill. Generally speaking, the City of Vienna in its position as largest employer and one of the most important investors in the region is called upon to take a proactive stance towards promoting innovative employment schemes designed to meet future requirements.
2. Strategy Area: Perspectives for the economy and the labour market

2.1. Innovative business location and employment policies

Economic policy and labour market promotion are by no way contradictory, but each is imperative for the other. Only a modern and forward-looking market economy will be able to safeguard jobs in the long run, while, in turn, a functioning labour market with an adequate supply of qualified and creative professional staff is a prerequisite for a competitive business location.

Both markets require continuous public support, such as subsidies for start-up entrepreneurs and technological innovations, training and further education or social security. The Vienna city authorities have been endeavouring to target promotion measures in a way that they benefit both the local and regional economy and the urban labour market. This approach is essential to ensure that Vienna continues to feature among the European cities with the highest employment rates.

International specialisation

Vienna’s economy consists of a wide range of industrial, trade and service companies, which are able to satisfy the major part of regional demand.
A rich multitude of different lines of business concentrated in a single location is what characterises the economic structure of a functioning metropolis. Hence, it is imperative to maintain this variety. On an international level, however, Vienna competes with urban regions in other highly industrialised countries, while in the global marketplace large global players are increasingly taking the lead in the different industries. In order to prevail in the emerging global economy, it is therefore an urgent and essential priority for Vienna to specialise in specific economic sectors.

On the one hand, this requires finding and developing business niches that have not yet been claimed by a number of European competitors. On the other hand, any such specialisation must be based on the existing regional potential and the specific advantages of the business location Vienna.

Vienna already boasts innovative research and development institutions and successful companies in areas with a high future potential such as medical technology, biotechnology and pharmaceuticals, environmental and transport technology as well as telecommunications. Promoting these areas and making Vienna attractive to both foreign and domestic players in these industry segments is a prime target of urban policy.

Leveraging locational advantages

Vienna's greatest advantage as a business site is its geographical position at the heart of Eastern Central Europe. Explicit political support of EU enlargement as well as public awareness of the economic and social opportunities involved are essential for making full use of this advantage.

The City of Vienna encourages the orientation of domestic businesses towards new markets in the transition economies to strengthen their specific competences and international competitiveness. Backed by the pertinent EU programmes, also small and medium-sized enterprises will be able to co-operate with businesses in Central and Eastern Europe.

The more comprehensive Vienna's business network with transition economies becomes, the better are the city's chances of developing into an economic centre at the crossroads between Eastern and Western Europe. Therefore, Vienna also strives to become the host of the EU institutions that steer and support the process of EU eastern enlargement. One of Vienna's objectives is to provide an attractive setting for international groups as a location for their Central and Eastern European headquarters. The large number of immigrants with Eastern European mother tongues may well be an additional asset in this context.

Creating a supportive business environment

The City of Vienna encourages specialisation and higher quality standards in specific economic sectors by seeking to create optimum business conditions, operational procedures and infrastructure. Providing the general urban infrastructure (transport links, energy supply, etc.) is essential, just like basic operational input factors such as high capacity telecommunications facilities and specific service agencies. High quality housing and recreational facilities are equally important to make the city attractive to employees and investors alike.

Generally speaking, the "soft" or symbolic factors – such as image – are gaining importance in evaluations of business locations. Therefore, Vienna has been pursuing an offensive city marketing strategy aimed at highlighting the city's specific qualities. Vienna is a highly attractive city in international comparison, boasting a rich cultural and urban environment, high-quality recreational facilities and around the city (about 50% of the city territory are parks and green areas), a beautiful city landscape and surrounding countryside and a high degree of personal and social safety.
A factor with considerable influence on the set-up of innovative and internationally established enterprises is the quality of local science, research and development institutions. In this respect, Vienna offers top quality in many areas, above all in select fields such as biotechnology, medical, urban or environmental technology. There is, however, room for improvement in terms of knowledge and technology transfer between universities and research institutes and the corporate sector.

Public sector services

Another important factor for the successful foundation and establishment of businesses is the quality of public administration. One of the Vienna city authorities’ priority objectives is to raise the efficiency of administrative procedures and to reinforce the service character of public sector agencies by creating one-stop-shops ensuring efficient handling of bureaucratic requirements arising for entrepreneurs.

Moreover, municipal and private counselling programmes need to be coordinated and made more flexible, for instance by offering concerted financial and legal information. If an innovative entrepreneurial spirit is to be fostered, subsidies, taxes, standards and regulations must be adapted accordingly.

Last, but not least, specialising in new lines of business at the European level also requires financial support and backing. For this reason, the City of Vienna also provides assistance in the form of start-up capital.

Modern business location management

In order to ensure adequate co-ordination and handling of the different requirements of businesses planning investments in Vienna, the City of Vienna intends to put together a marketable business site package, containing a comprehensive list of attractive development areas along with a quality assessment of the various sites. The evaluation comprises information on the availability status of the sites, a schedule of potential developments, available infrastructure as well as a review of the effects of investments on the urban economy. Marketing activities relating to the location “Erdberger Mais” for instance, an area earmarked for the development of biotechnology and telecommunications businesses, are already based on these criteria. This approach allows optimising business and construction site management, and improving access for international players.

With the private-sector institutions Vienna Business Agency (VBA) and Vienna Land Procurement and Urban Renewal Fund (WBSF) as well as standardised statutory planning tools, Vienna has the necessary instruments for controlling business location development. Modern business location policy, however, requires additional land policy and management strategies, especially to provide access to suitable development sites at adequate prices. To this end, a political consensus and the development of modern procedures are essential.

The social value of employment

A high employment rate is an important factor for the development of a city. Employment creates social security and makes social integration possible. The structural changes from an industrial to a service society, and from there to an information and communication society, a process under way at present and further reinforced by the concurrent globalisation trend, call for extensive labour market promotion on a political and administrative level.

Employment policy focuses on training and further education in qualification areas with a high future potential. Moreover, while maintaining existing labour legislation standards, existing
forms of employment and standard working hours need to become more flexible. Additionally, the transition from gainful employment to periods of other, personally or socially valuable activities, such as further education, childcare and participation in cultural or social programmes must also be covered by social security plans.

An active labour market policy requires that public-sector institutions, both sides of industry and the private economy co-operate. The Vienna Employment Promotion Fund (WAFP) is an exemplary cooperative institution that is jointly operated by the City of Vienna, the different interest groups, the Labour Market Service Vienna (AMS) and private parties.

**Active labour market policy for women**

Targeted promotion of employment options for women remains an important priority issue. The City of Vienna provides incentives for individual companies or groups of enterprises to offer women re-entering the labour market the means to gain additional qualifications and to provide childcare facilities close to the place of work. A central issue is stronger vocational support of female immigrants to facilitate their social integration through the labour market.

Especially with a view to meeting the needs of young people, labour market policy must be geared at providing access to new career options and innovative qualifications. Such an approach helps to increase the employment perspectives of young people and may even motivate them to start independent businesses. The traditional distinction between male and female professions must be overcome, as this concept still limits individual career options both on the level of apprenticeship training and professional college and university education.

**Social responsibility**

A central issue in fighting unemployment is to provide relief for the long-term unemployed. Specific job orientation measures that help to identify individual abilities, strengthen self-confidence and personal initiative and to gain the required qualifications are to improve their chances of finding new jobs. Bridging the gap between theoretical training and its practical application is an aspect of particular importance in this context. However, these measures will not always achieve the re-integration of the long-term unemployed into the labour market.

The further development of a so-called “second” labour market, where the remuneration of work rendered is not exclusively measured on the productive value of labour, assumes an important function in this context. This labour market creates an environment in which people get the chance to gain job experience, which in turn enables them to change over to the “first” market. Moreover, the authorities also intend to promote suitable employment options for jobless persons with limited earning capacities such as the handicapped or chronically ill. Generally speaking, the City of Vienna in its position as largest employer and one of the most important investors in the region is called upon to take a proactive stance towards promoting innovative employment schemes designed to meet future requirements.
2. Strategy Area: Perspectives for the economy and the labour market

2.2. Project: Biotechnology Location Vienna

Biotechnology is a sector with a huge future potential—scientifically as well as economically—which is why Vienna has selected this branch of industry as one of its priority promotion targets. In terms of research and development as well as production and marketing, this branch of industry offers a promising potential of long-term growth and specialisation, which will benefit Vienna’s economy in general and the labour market in particular.

Even though Vienna already boasts several leading research institutions, and a number of large international pharmaceutical groups have established operations in the city, new businesses of this booming sector have only recently started to settle. In its Strategy Plan, the City of Vienna develops initiatives aimed at fostering a biotechnology centre of European scope in order to keep the existing know-how in Vienna and to prevent a brain-drain.

Linking research and the economy

In addition to promising developments at the Vienna University and the Vienna University of...
Agricultural Sciences, it is especially the Vienna Biocenter in the city’s 3rd district that exhibits a reassuring development towards a biotechnology research and business location. Business initiatives going beyond research have already been taken up especially in the field of biomedicine.

The Vienna Biocenter will be extended. On the one hand, more companies need to be located there in order to raise the importance of the location as a centre of business, while on the other hand, additional research co-operations are required. One such cooperation was formed within the framework of an Austrian Academy of Sciences project subsidised by the City of Vienna and federal agencies.

The extension of this biotechnology location cannot be limited to providing the traditional infrastructure. What is needed are new buildings with technical equipment meeting specific requirements as well as a range of concrete assistance services for enterprises. Another important step was the introduction of a business site management programme by the Vienna Business Agency.

The successful further development of the biotechnology centre Vienna constitutes a contribution of great import for the promotion of Vienna as a state-of-the-art centre of economic activity.
2. Strategy Area: Perspectives for the economy and the labour market

2.3. Overview of further strategic projects

Technology Park Vienna–Tech Gate

The development and economically efficient implementation of modern technologies in Vienna require a central point of intermediation where research institutions and economic agents can exchange research results and entrepreneurial know-how on an ongoing basis. To this end, the technology park “Tech Gate” with its focus on telecommunications is being set up at a highly attractive business location, Vienna’s “Danube-City”. A number of enterprises, technical university institutes and research institutions are already settling there. Funded by the City of Vienna, federal agencies and private investors, the first phase of the technology park will become operative in 2001.

Cluster Support Programme

A shortage of qualified staff is a frequent problem of the so-called growth sectors. In addition, the qualifications required of employees change so quickly in some fields that specific training programmes are doomed to lag behind. With its Cluster Support Programme, Vienna labour
market policy provides support for enterprises ready to fill their vacancies with unemployed persons, train them on the job and thus make up for the shortage by training their own expert staff. The rapidly growing information and communications technology sector is one example where this concept of training people on the job according to demand has already been successfully employed.

Urban development zone
Erdberger Mais–Aspanggründe

High-quality transport connections such as the underground line U3 and their vicinity to the airport Vienna-Schwechat render extensive and available plots of land in Vienna's 3rd and 11th districts a focal point of Vienna's urban development efforts. In this area, which has been developing into a valuable asset for Vienna as an international business location, the City of Vienna offers top-quality sites to companies in search of high-grade business locations. Further advantages are the area's vicinity to the city centre and the Prater, Vienna's huge recreational park bordering on the city centre, as well as the site's urban setting characterised by the presence of modern trading and service enterprises as well as residential quarters planned in this area. The first development phase is to focus on a project that centres on the conversion and development of old industrial monuments, the so-called Gasometer, and their surroundings in the city district of Simmering.

The Eco-Business Plan

Despite numerous environmental regulations that businesses in Vienna need to comply with, there is still considerable scope for improvement especially in industry and trade. In co-operation with the Vienna Business Agency, the responsible chambers, the Federal Ministry of the Environment and other agencies, the City of Vienna offers companies specific preventive environmental programmes, including expert counselling, assistance in implementing measures as well as efficient financial assistance. The Eco-Business Plan not only contributes to improving the quality of life and the environment in the city, it also benefits the corporate sector, permitting considerable improvements and savings for enterprises and thus enhancing economic competitiveness in the Vienna area in general.
3. Strategy Area: Promotion of science, education and culture

3.1. Innovation–modernisation–qualification

In modern economies, knowledge is becoming an increasingly important input besides the classical production factors of capital, labour and land.

Moreover, knowledge also determines the development of urban society as a whole: In fact, the knowledge factor is not only a determinant of urban culture and intellectual climate but also of the quality of a city’s labour force and the population’s willingness to accept social integration and an open society. The knowledge referred to is more than merely scientific or technological know-how, it also covers communicative, creative and social competencies. Art and culture enrich a city’s intellectual life.

Modern knowledge management

Making this knowledge available requires adequate intermediation between the principal sources of knowledge and society.

The City of Vienna supports means that help to improve knowledge sharing and co-operation among the city’s numerous and diverse universities, research institutions and associations.
Moreover, it also coordinates the programmes of all the city's educational institutions.

The ultimate and highly ambitious goal is to build a "virtual" network of all institutions including compulsory schools, general education and vocational secondary schools, universities, adult education institutions, libraries, archives and museums. Besides this, the City of Vienna is working on creating a "real" network that provides multiple accesses to educational institutions. These measures are aimed at improving the quality and performance of the various institutions, as well as at making people increasingly aware of the importance of knowledge.

**Education to meet new demands**

In recent years, the application of knowledge in science, administration and business has undergone considerable changes. Interdisciplinary work, teamwork and flexibility, organisational and communicative capabilities have become key requirements in professional life. Vienna's schools try to train these skills by interdisciplinary and project-oriented teaching methods that foster pupils' sense of responsibility.

Adult education institutions increasingly face the task of helping people to understand and master the accelerating dynamics of social development and change that also affect everyday life, such as globalisation, migration and telecommunications. Vienna's urban policy-makers need to keep learning as well. The recently founded Science Centre Vienna (WZW) will provide scientific consulting services for strategic policy development.

Access to educational institutions and their curricula must be planned and organised according to the needs of their users, regardless of whether the users are people with small children or immigrants, daytime workers or handicapped persons. For all of these target groups, knowledge must become more open and easily accessible.

**Higher goals**

The goals of the City of Vienna's educational policy also encompass societal and socio-economic effects. On the one hand, the necessary willingness and ability to lifelong learning are to be promoted, and on the other hand, additional qualifications and specialisation are encouraged as a sound foundation for professional and social advancement, which, in turn, reinforces Vienna's position as a business location.

In addition to its main functions, urban cultural policy is an important instrument for encouraging integration. Urban culture distinguishes itself by its variety and is enriched by differences. It is the socio-political task of urban cultural policymakers to raise the awareness of ordinary people of this fact and to increase the acceptance of different ways of thinking and living.

It is a central task of cultural policymaking to increase people's openness for things new and different both at the individual level, and between nations. Vienna's geographical location at the heart of Eastern Central Europe and its partnerships with cities in the transition economies has given rise to manifold and close cultural contacts in recent years. These relationships have helped to prepare the ground for EU enlargement and European integration. Against this background, the City of Vienna continues to promote and facilitate private and public sector cross-border cultural initiatives.

**New forms of financing art and culture**

As budgets become tighter, urban policymakers promote new forms of financing for art and culture. Private sponsoring must increasingly complement public subsidies. The City of Vienna seeks to create the framework and incentives for the establishment of cultural foundations and a higher commitment of private businesses, and...
also offers advice and support to those engaged in art and culture for the presentation and marketing of their activities.

Cultural work therefore requires alternative or complementary forms of organisation and sponsoring. In addition to public-sector and commercial cultural initiatives, the City of Vienna intends to promote a model of private-public partnerships.

**Tradition and everyday-life culture**

Vienna’s rich historical and cultural heritage implies a special responsibility for policymakers and administrative authorities. The City of Vienna encourages a proactive and contemporary approach to the past in order to make this valuable legacy accessible for present and future generations. This, however, requires people’s awareness of their historical heritage.

Modern information and dissemination systems in the city that make use of the technical options available, and a creative approach to communication are designed to enhance this awareness. The target groups addressed are not only tourists, but especially the inhabitants of Vienna.

Municipal policy puts a special emphasis on local cultural events. Vienna provides financial aid for decentralised cultural activities in the city’s districts and supports local cultural activity centres as important factors to shape urban life.

Local libraries, schools of music, theatres, cinemas and concerts ensure that cultural event locations can be reached safely and easily (especially in the evenings and at night) by all citizens, including people with limited mobility. In addition, local urban culture offers possibilities of active participation and personal involvement and thus strengthens human relations in the local districts.

**Recreation resources policy**

The rich variety of leisure-time and recreational facilities available in Vienna is maintained and continuously expanded by the city administration. Plans, for instance, focus on improving public leisure-time facilities and facilitating access to public resources (e.g. for sports).

These measures are designed to benefit low-income groups disadvantaged by the rapidly growing market of expensive private leisure-time activities.

New facilities for recreational activities will preferably be built in residential areas. Local, decentralised locations will benefit not only persons with limited mobility or people requiring particular protection or supervision.

Free time is often scarce and leisure grounds can be used more flexibly and spontaneously and by more local residents if they are within easy reach. Furthermore, new facilities are being planned with a view to possible multiple uses.

**The needs of young people**

The City of Vienna promotes self-organised recreational initiatives by groups of young people, because these types of activities are best suited to match their wishes and requirements. Logistical and organisational support, such as the provision of premises and sites on which to stage events, is often more valuable than financial assistance.

Public leisure-time facilities for children and young people must put greater emphasis on the needs of girls and young immigrants. The trend of young people to spend more free time using the new communication technologies, but also engaging in art and educational activities (e.g. Internet, electronic music, etc.) is worth supporting, as these activities promote the new qualifications.
The urban recreation industry

Large-scale amusement and entertainment projects must be comfortably accessible by public transport and be in line with the objectives of urban or regional development. The City of Vienna welcomes innovative large-scale leisure-time projects that stimulate life in the local areas of the city and make them more attractive.

Such projects, however, should evolve from local initiatives and, under ideal circumstances, constitute a further development of existing entertainment infrastructure and cultural institutions.

The City of Vienna wants to be able to influence the content and design of any such large-scale projects to make sure that Vienna’s recreation infrastructure preserves its unique features and does not enter into unnecessary competition with other regional and international locations.
Vienna boasts a large number of scientific institutions of international renown with highly qualified staff and excellent technical equipment. However, there is a need to improve the transfer of know-how to local companies and the direct practical application of innovative findings.

The Strategy Plan for Vienna calls for enhanced efforts and assistance from public, scientific, and private bodies geared towards a fundamental and sustainable improvement of this situation in all areas involved ranging from research, the management of research results and qualifications offered to innovative ways of practical implementation and the market introduction of the final product.

**Comprehensive assistance**

The recently established Technology and Future Fund is an instrument designed to optimise this process. Its tasks include keeping track of promising scientific qualifications and results, encouraging communication among research institutions and business, and offering related services to enterprises in developing production.
technologies and production processes. The fund also provides for further education and training of specialists, and assists companies in preparing their innovative products and services for the market.

Support from the fund is not limited to financial assistance. Equally important tasks are, for instance, finding and analysing potential development obstacles and providing the means to eliminating such barriers. The Technology and Future Fund will start operations in 2001. The Fund’s annual budget in the range of a three-digit-million ATS figure will be made available by a special-purpose foundation endowed with the proceeds from the privatisation of Bank Austria.
3. Strategy Area: Promotion of science, education and culture

3.3. Overview of further strategic projects

Knowledge Base Vienna

The objective of the first project phase (as of 1999) was to identify specific qualifications and talents with a high future potential that distinguish Vienna from most other large cities in Europe. At the international level, Vienna plays a leading role in the fields of electronic music, media design and innovative residential construction. The promotion of these merits is a high-ranking priority of the city authorities. A second project phase now focuses on preparing projects such as improved distribution channels for electronic music, the construction of a Mediapark Vienna and the foundation of an innovation platform for urban development and residential construction.

The Vienna Education Network

In order to give all of Vienna's children and young people the opportunity to access computers and modern communications technologies without barriers, all 400 compulsory schools in Vienna will be equipped with about 10,000 computers and linked together in a high-performance net-
work. 200 additional locations such as youth centres, libraries and community adult schools will be linked with the educational network in the near future to promote extra-curricular activities. These links will also be offered to public and private schools in Vienna. An investment volume of about ATS 250 million for the public compulsory schools alone makes this one of the most ambitious educational projects in Europe.

The Main Library—a new symbol for Vienna’s educational policy

The City of Vienna’s new Main Library will be located on the Gürtel in a representative and spectacular building that is a prominent symbol of the importance of lifelong learning. This central institution of Vienna’s network of municipal libraries will represent the state-of-the-art of library science and work, and will meet all the requirements of the multimedia age. Offering consumer-friendly extended opening hours and premises for exhibitions and workshops, the library will serve as an educational and training centre for individuals. Moreover, the new Main Library is also an enhancement of the local community due to its embedment in the local urban structure, its functionality and cultural offerings. The project costs about ATS 360 million and is to be completed by the end of 2001.

Children’s Quarter in the Museum Quarters

Early sensitisation to art and culture is essential for fostering creativity in small children. This is why the City of Vienna, in addition to the children’s museum “Zoom” founded in 1994, is establishing a children’s theatre located at the site of the Museum Quarters. Moreover the authorities are also setting up a service and information centre as an exchange platform for cultural and recreational activities for children in Vienna. This is an important step towards raising the value of “culture for children” among the population.
4. Strategic Area: Preserving and improving natural and urban spaces

4.1. Ecology, urban life and recreation

The city is more than a centre of business activity, a transport hub or a dwelling place—above all, it is a space in which people live and work. Vienna is therefore committed to a sensitive treatment of natural spaces and enhancement of urban quality. This means promoting urban structures which favour economical land use, urban diversity and environmentally benign transport modes.

To achieve a sustainable development of the city’s natural spaces, ecological needs must be given the same priority as economic and social aspects in all future development policy decisions and planning processes.

**Sustainable urban planning**

A uniform evaluation of the city’s natural resources is required even before any interventions take place, so that the consequences of future developments become clear at an early point, and alternative approaches can be developed, if necessary. Every action that affects nature must be assessed in a holistic manner, taking into account other interventions as well, because only...
A contextual view will ensure an accurate picture of the overall impact on ecological systems.

As more and more green areas are used for construction, the city's natural spaces diminish. This type of individual land use should no longer be possible at the expense of the general public. Similarly, the often significant rise in the market value of real estate that occurs as a consequence of public investment (e.g., construction of major transport lines) should no longer be provided gratuitously. The City of Vienna is trying to create the necessary regulatory framework to establish a "user-pays principle" under which the use of societal or public resources, hitherto free of charge, will be subject to compensation requirements.

The City of Vienna wants to introduce regulatory provisions and policy principles for public subsidies that will promote economical land use in building construction and business activities to ensure the continued existence of green spaces also in areas earmarked for building development. The objective of these measures is to create optimum usable building space, while maintaining a minimum of sealed surfaces. In addition, compensatory measures of developers can help to ensure the quality of new construction by planning and maintaining open spaces.

Long-term policy for green areas

Vienna's especially sensitive and structurally important green landscapes must be preserved and protected against damage. In the periphery of the city, an unbroken "green belt" must be maintained and expanded into the territory of the surrounding communities. To provide the necessary finance for the purchase and design of open spaces, funds, sponsors and public-private partnerships should play an increasing role to supplement public funds. Financial assistance and consulting services have to be provided to farmers in this zone to ensure the continued existence of farms, which make an indispensable contribution to the maintenance of cultural landscapes, in addition to providing the city with fresh produce at short distances.

Popular recreational areas, such as the Wienerberg and Laaer Berg areas in the south, the Prater zone near the Danube, the Danube Island, or the park of Schönbrunn Castle, must be maintained and improved, in addition to improving access by public transport. So-called "green wedges" are to be established, linking Vienna’s major green areas to the densely built-up districts, and these in turn will be connected to social institutions, such as schools, kindergartens, senior citizens' homes and sports facilities via footpaths and bicycle paths.

Sufficient recreational opportunities within the city must be ensured through diverse green and open spaces. These include: visible and usable surface bodies of water, attractive walking and cycling routes, car-free squares, streets with traffic-calming regimes, sports facilities, small parks and green backyards. In addition, limited access shall in future be provided to a number of non-public gardens and parks, which have hitherto been closed to the public.

Urban conservation and development policies

While preserving Vienna's historical cityscape is a cultural obligation for the city, the overarching task of policy-makers and administrators is to keep the city alive and functioning for its inhabitants. In addition to preserving historical monuments and maintaining the historical cityscape, sufficient opportunities must be provided for the proactive integration of forward-looking forms of architecture and urban planning—for only this will ensure that Vienna can cope with the needs and necessities of a big city today.

One essential aspect in this endeavour is to maintain a continued high quality of design. Vienna's
traditional image as a city of architectural design—from Art Nouveau to the building styles of the 1920s and 1930s right up to the present—must be preserved and enhanced. New street design, attractive contemporary buildings and cultural initiatives will add new appeal to hitherto less aesthetically pleasing neighbourhoods. A special asset of Vienna is the mix of living, working and recreation, of shopping, education and culture, which still persists in many city areas. Maintaining and further developing this urban structure will be crucial challenges.

To ensure the quality of urban development in terms of both design and function, Vienna’s urban planning authorities strive to define clear rules, apply transparent procedures, find interdisciplinary project teams and conduct international competitions in particular for major projects such as high-rise buildings, which represent a novel building style in Vienna. This requires a new set of rules and regulations based on the planning objectives that have been in place up to now to ensure balanced and orderly development and architectural design within the overall context of the city.

Urban living space

City inhabitants are entitled to an environment that provides quality of life and everyday functionality, which implies the need for an attractive public space. But public spaces are a “scarce commodity” in densely built-up cities and are excessively burdened by motorised traffic, advertisements, etc. In many cases, a restructuring of functions or design is necessary if public space is to be regained as an “open space” for people. The objective is to provide inhabitants from diverse groups with an opportunity to occupy such spaces spontaneously and use them according to their needs: for playing, as islands of recreation or places of communication. Flexible solutions that allow multiple uses help to meet different needs side by side at the same time.

Safety is an essential criterion for the usability of public space. Measures which help to increase objective safety as well as the subjective feeling of safety must become a standard criterion of architectural design and urban planning. More open vistas and orientation aids, improved overview and better lighting will contribute to safety and also increase the subjective feeling of safety, especially of women.

Cross-departmental framework planning

Planning policy and the administration of urban planning are neither able nor meant to provide a detailed blueprint for the development of Vienna. Rather, their task is to create basic structures and define a long-term framework with sufficient room and flexibility for private initiatives. In this way, Vienna’s existing economic, social and creative potential can be fully utilised for urban development.

As regards the planning process as such, democratic forms of discussion and decision-making must be further developed. This includes the participation of many different players from an early stage onwards, as well as co-operative and interdisciplinary working processes. For example, the competent authorities for the protection of nature and the environment should be involved in every project, participating right from the start in the discussion process. Similarly, the participation of women at all levels of planning and implementation should be promoted.

A continued strong need for regulatory measures exists with respect to the basic definition of how city spaces are used. Different forms of use must be compatible with local infrastructure (transport, social institutions, retail and service supply, etc.) and with the use of adjacent areas (residential, industry and commerce, green zones, recreational areas, etc.). In areas with a fundamentally lower need for regulation, the city has to ensure that “less robust” forms of use also find
their place. In this context, particular attention has to be paid to social and ecological interests and the needs of social fringe groups.

**Efficiency and innovation**

New construction should in principle take place next to the built-up areas of the city, or on unused inner city land reserves. Both approaches allow an economical use of land. Inner city projects can as a rule count on existing technical infrastructure and social institutions in their vicinity, as well as a network of retail and service businesses. As the basic urban infrastructure is already in place in such development areas, enormous public expenditure is saved. New projects on the periphery of the city should, wherever possible, be planned along existing development axes, i.e., along major public transport lines, to ensure cost-efficiency, compatibility with urban life quality and environmentally sound development.

As experimental forms of residential building and urban planning can open up new ways of enhancing the quality of life in the city, particular attention has to be paid to the promotion of further development of such proactive projects. These include model residential settlements with social objectives, such as "inter-cultural housing" or "integrated housing for senior citizens", as well as environmental initiatives such as "car-free housing" or "low-energy building". In principle, the City of Vienna supports all projects which are characterised by a high degree of participation and self-determination and which help to strengthen mixed urban structures.

With an initiative on housing satisfaction, the City of Vienna wants to promote all those criteria which the inhabitants of the city view as determinants of their quality of life. In addition to architectural quality, a good local supply of goods and services and the necessary transport infrastructure, the immediate environment of people's dwellings, their quality and appeal are of particular importance. For example, improved green spaces and recreational areas in close proximity to residential quarters can help to cut down weekend traffic and curb the trend towards second homes outside the city.
4. Strategic Area: Preserving and improving natural and urban spaces

4.2. Project: Local inner city centres and shopping streets

Vienna’s retail structure is characterised by a city-wide network of local shopping streets. They supply goods and services close to people’s homes in the densely built-up parts of the city and ensure the vitality of bustling public spaces. Thus, in addition to playing an important role in the city’s economy, they are a basis for the quality of life in the inner city and determine the identity of Vienna’s districts.

In recent years, however, the traditional local centres have lost more and more of their economic power to shopping malls and specialised supermarkets. These exploit all the cost advantages of peripheral locations in the outer reaches of the city or its environs—from lower real estate prices to increased floor space to unlimited parking space—and have become a threat to the continued existence of the inner city retail structure.

For this reason, one of the top priorities of the Strategy Plan is to support Vienna’s shopping streets and to preserve their role as centres of public life and trade at the district level. Urban planning measures, such as the redesigning of streets and transport reorganisation, in combina-
tion with measures to enhance the attractiveness of local retail, are taken in pursuit of this objective.

A variety of benefits

The measures to promote Vienna's shopping streets will benefit the city economically, as they reduce the drain of purchasing power to the environs, but they will also have social and ecological effects, and will add recreational value. As the shopping streets are easily accessible, they serve all inhabitants equally, including the young, the elderly and the handicapped. As regards environmental policy, they make an important contribution to a “city of short distances”, cutting down on traffic. And finally, the variety of goods and services offered is a major contribution to the quality of the city experience.

The measures are implemented within the scope of a cross-departmental project, which the City of Vienna conducts in co-operation with business partners from the shopping streets and their associations, district policy-makers, the Institute for Economic Development of the Austrian Chamber of Commerce (WIR), the Vienna Business Agency (VBA), and the Vienna Land Procurement and Urban Renewal Fund (WBSF).
4. Strategic Area: Preserving and improving natural and urban spaces

4.3. Overview of further strategic projects

Implementation of the Vienna Green Belt '95

In 1995, the Vienna City Council approved the Green Belt Masterplan for a network of green zones and open spaces throughout the city. It foresees the conservation of whole land tracts or contiguous portions of land as recreational areas and ecologically valuable zones, which are to be kept free of buildings. Special zoning ordinances, public land purchases, designation of protected zones under nature conservation legislation and in some cases, specific design measures will be used to ensure the continued existence of these zones.

Linking bodies of water and green zones

So-called “green wedges” will function as links between the green belt and other recreational areas and the densely built-up urban zones. Visible and usable surface bodies of water in a near-natural state are especially suited to this purpose because of their inherent connecting function. Thus, the project foresees the restoration to a near-natural state of the Danube Canal, the Wien river and the Liesing brook. A number of other brooks, which enter the city from the Vienna Woods and are currently channelled off through
pipes, will make a "reappearance" as bodies of surface water. In a final step, a regional network will be created, comprising the Marchfeld Canal, the Old Danube—a former cut-off meander of the Danube—and the Lobau wetlands.

Improving the appeal of public spaces

The programme provides for a great variety of projects, all of which are adjusted to the different types of urban spaces. The programme "Art on Buildings" is designed to promote the cultural dimension of the cityscape, while other projects are concerned with redesigning inner city parks or further improving the quality of the city furniture (benches, street lights, advertising pillars, etc.). Public squares throughout Vienna are also among the target areas of several projects with the aim to improve their appeal and link them by attractive routes. Some of the planned projects have already been implemented (in the 5th, 6th and 15th districts). In all these projects, the city administration relies on contributions from Austrian and international experts for planning and design.

Management of the Gürtel area

In the wake of the EU-sponsored URBAN project for the renewal of the Gürtel area, a co-ordination unit is to ensure that improvement measures which have been taken up will be continued also in the future. In addition to a long-term reduction of the heavy traffic and pollution burden, the Gürtel area between the transport node Gaudenzdorf and the Spittelau end of the area shall be infused with a new quality in terms of architecture, public spaces, economic, social and cultural life. Management of the various projects will be funded through concerted use of existing budgets and private investment. The initial programme stage is scheduled for a period of five years.

Gender-sensitive public spaces for children and young people

Like many other urban spaces, most recreational areas have hitherto been designed from the perspective of male adults, which in most cases does not correspond to the real needs of users from many different population and age groups. Future planning and design of playgrounds and parks will pay attention to gender-specific aspects, taking into account, for example, the specific needs of girls from immigrant families. Several concrete model projects are already being implemented with a view to creating at least one park of this type in each district within the next five to ten years.

"single–multiple"

This project responds to the scarcity of free public spaces in inner city areas, which acts as a constraint, especially on children's and young people's need for playing and moving around. The City of Vienna attempts to ameliorate the situation by providing and co-ordinating interim and multiple uses of space. In close co-operation with the district councils and other parties that are prepared to make a contribution, available spaces, such as school yards and school sports facilities, are opened to the public on weekends and during holidays, or children's outdoor swimming pools are made available for other uses outside the summer season.
The quality of urban life is determined by the diversity it offers. The larger the choice of housing and jobs, the broader the range of recreational facilities in green areas, the more a city has to offer in terms of culture and education, shopping and entertainment, the more likely it is that its inhabitants will be able to lead a self-determined life and satisfy their personal needs.

Quality of life is the sum total of all factors involved in urban development and is defined by economic, ecological and social standards. City governments have to ensure that all inhabitants alike enjoy such standards. To enhance the quality of life and the environment of disadvantaged groups, more opportunities have to be created for social integration.

Development through integration

One significant quality criterion is the urban society’s level of tolerance. Vienna seeks to promote conditions in which different cultures, religions and lifestyles flourish side-by-side in peace and equality. The integration of migrants has always been a major factor contributing to the city’s
prosperity. This integration effort will have to be continued if Vienna is to prosper as metropolis in the heart of Europe and to develop its potential. Immigration strengthens a city’s innovative power and creative potential. In view of declining birth rates in cities like Vienna, immigration also contributes significantly to social and economic stability.

Vienna’s attractiveness depends to a large extent on the availability of local grocery and retail stores and a rich variety of restaurants and eating places. These two segments benefit quite substantially from migrants’ entrepreneurial activities. With their businesses, they make a valuable contribution to the continued existence of a retail business structure in the individual districts. In order to further encourage migrants’ willingness to go into business and to improve their qualifications, the City of Vienna provides counselling, training and support. With their knowledge of foreign languages, cultures and regions, many migrants are moreover ideally poised to assist Vienna in its economic orientation towards the east and other international activities.

A prerequisite for the integration of foreigners, particularly at the federal level, is the existence of certain legal framework conditions. In addition, the City of Vienna may take specific measures against discrimination and promote projects at the social, economic, municipal, educational and cultural levels. More effective social mixing in the job and housing markets as well as in schools and leisure activities is aimed at achieving the harmonious coexistence of people from different cultural backgrounds.

Urban renewal and structural enhancement

One of the principal objectives of urban planning is to maintain and promote a healthy mix of urban functions in Vienna, a conflict-free coexistence of housing and work, shopping and recreation.

Areas with poor amenities and services are to be given a new lease on life through measures targeting infrastructure, urban architecture and economic development. Of equal importance, however, is to improve the image and people’s identification with their neighbourhood, and to enhance cultural activities at a district level. These factors may serve as impulses to make shopping streets and neighbourhood centres more attractive and to upgrade public spaces.

In rehabilitating buildings and complete blocks of buildings, the Vienna model of gentle urban renewal is to be continued. Particularly in neighbourhoods built in the Gründerzeit era (period of promoterism in the late 19th century, a time of rapid urban development), the primary concern is the improvement of substandard dwellings without driving out low-income tenants. The principal aim of city planners is to encourage initiatives by tenants, owners and developers. In emergency cases, however, the government may take direct action by buying old buildings or actively managing construction work. The quality of housing is improved not only through building rehabilitation and, partly, new housing construction, but also by creating and enhancing open spaces, e.g. by a reasonable policy of demolishing structures in built-up courtyards.

On the other hand, a reasonable increase in building density on housing estates built between the 1950s and 1980s may enable additional improvements in the quality of infrastructure and services. In the case of new housing developments, responsible managers should be urged to attract service businesses to create mixed-use urban neighbourhoods. Another key concern is the adequate designing of outdoor spaces.

Urban and environmentally compatible transport

The transport concept of 1994 adopted by Vienna’s City Council aims to meet the mobility needs...
needs of all groups of the population in an environmentally friendly, safe and economically reasonable manner by promoting the changeover to sustainable means of transport. The measures involved include traffic avoidance as a long-term objective as well as an increased shift of urban passenger traffic from motor cars to cycling, walking and ecologically-friendly public transport. A key measure of the transport concept is parking space management in the city districts 1 to 9 and 20.

The reduction of motor traffic results not only in lower emission levels and thus in benefits for public health and the climate, but has other positive effects on the city and the quality of urban life: less noise, more safety, particularly for children and elderly people, the reclamation of streets and squares as spaces for living, a boost to neighbourhood retailers and city commerce, increased attractiveness of urban living, etc.

**Sustainable urban structures by promoting intelligent mobility**

All urban development planning for Vienna has to be brought in line with Vienna's basic principles of transport policy. To create a compact "city of short distances", urban renewal and urban development must be given priority over peripheral expansion. New developments on the city fringe should be located along the axes running through the outer districts and, where possible, within walking distance of efficient public transport.

In areas being newly developed, excessively low construction density should be avoided; within existing settlements, building density may be increased by building on hitherto unused spaces. This creates the prerequisites for more attractive service intervals and cost-effective operation of public transport. As a forward-looking measure, urban planners also have to act early to secure the land needed for a possible future extension of major public transport lines.

Major projects and facilities attracting large numbers of people (shopping centres, leisure and entertainment centres, public institutions) should be erected only at public transport nodes. Businesses that fit into a residential environment should be encouraged to settle in as many parts of the city as possible in order to avoid the need for long trips to work.

The aim is not the complete elimination of cars from the city but their intelligent and environmentally friendly use. Vienna, for example, promotes electric cars and supports alternative efficient car uses, including carpooling, shared ride taxis available on call, and car sharing. Extensive public relations efforts and awareness-building campaigns are needed to win broad public acceptance of the measures required to implement such ambitious transport policies. Information about attractive transport services is to be provided to the public also through modern information technology.

**Safeguarding the future**

The City of Vienna seeks to reduce the high consumption of raw materials by today's affluent society to ensure that future generations will be left with sufficient natural resources and, most importantly, a liveable environment. This approach calls for a sustainable use of nature, i.e. a conservative management of the basic resources required for human life and of all energy sources. Therefore, all efforts must focus on the non-polluting generation of solar, wind, water and geothermal energy. The use of renewable sources of energy such as biomass should therefore be promoted to a predefined extent, whereas non-renewable energy resources (crude oil, natural gas, coal) must be employed more economically.

The Vienna City Council 1999 has decided to implement these environmental policy goals under an ambitious climate protection programme.
As a first step, so-called material balances were drawn up for the entire city in order to analyse the city’s utilisation of resources and define suitable control measures. Resource management will help to increase the efficiency of Vienna’s use of natural resources in the future. Additional instruments are to help identify and control environmental hazards at an early stage and investigate whether the trend in the city’s management of resources is sustainable. The business community and local government have already been called upon to integrate a conservative approach to the utilisation of raw materials into their plans as a key principle.

A prime factor contributing to the quality of life is an efficient health care system. Apart from setting medical and social standards, the city policy must be designed to protect the basis for healthy living by initiating appropriate measures in the fields of urban planning, environmental protection and transport as well as leisure and recreation.
5. Strategy Area: Developing the quality of life and the environment

5.2. Project: Development of Prater–Messe–Krieau–Stadion

Vienna is a top destination with unique attractions for European city tourism, among them, most prominently, architectural monuments bearing witness to its rich history and cultural events of international renown. Nonetheless, there are still some gaps that remain to be filled, particularly from the perspective of young people and young families. These target groups also seek entertainment outside the realm of high culture. As tourism has become a key economic factor in Vienna, these needs have to be met within the framework of the general objectives of urban planning.

The systematic development of the area encompassing the Volkspark (the Prater amusement park)–Messegelände (the Prater fair grounds)–Krieau–Stadion area envisaged by the Strategy Plan for Vienna will close this gap. The entire area is a traditional location for a variety of leisure-time activities, events and recreational resources and situated within easy reach of the Prater and Danube green space areas. It does, however, also suffer from some substantial shortcomings that will be exacerbated even further in the future by growing competition from new entertainment projects in the larger Vienna area.
Dynamic changes

Current problems include the partly unstructured and partly unattractive appearance of the area, its lack of modern amenities, the often chaotic routing of traffic and a lack of easy access to some of the sites. Even though the existing facilities attract a total of about 3.6 million visitors per year, there is no evidence of any mutual benefits. The upcoming extension of the U2 underground railway will provide the area with an efficient public transport link and thus with a strong impulse for its further development. Another boost will come from the planned restructuring and intensified utilisation of the Wiener Messe (Vienna Fair) grounds. In this connection, additional land—most of which is owned by the City—will be made available for extensive amusement facilities and important additions to the existing infrastructure.

Restructuring and redesign

The principal goal of the project is to balance Vienna’s architectural and cultural standards with the demands made on a supra-regional leisure and theme part in a way that is compatible with urban living. The objective is to preserve the quality of life in adjacent recreational and residential areas and to create meaningful additions rather than creating more competition for existing leisure-time attractions. Last, but not least, the facilities on offer should be attractive to both the Viennese and visitors from outside.

Current plans foresee joint management and marketing of the entire development zone, attractions for new target groups, the removal of spatial barriers, and the creation of efficient connecting links. As a first step, a master plan for urban development has been defined. In parallel with the development of detailed concepts, first talks are being held with potential investors and suitable organisational structures are being developed. The timeframe for the project extends to 2008 (completion of the U2 line). Total cost is estimated at ATS 5 to 6 billion, most of which will have to be contributed by private investors.
5. Strategy Area: Developing the quality of life and the environment

5.3. Overview of further strategic projects

The City of Vienna’s climate protection programme

Under a programme designed to control the causes of the greenhouse effect, Vienna is seeking to reduce its CO2 emissions by 50% by the year 2010, in accordance with the International Climate Alliance target. For this purpose, a comprehensive package of actions plans has been developed by the city administration for implementation in five areas responsible for CO2 emissions, namely power generation and district heating, housing, industry, city administration, and transport. A co-ordinating body specifically set up for this purpose is to monitor the effective implementation of the programme.

Integrated public health plan 2000 for Vienna

The purpose of the project is to achieve more effective integration of the in-patient and out-patient facilities of Vienna’s public health system to safeguard quality standards in medical care and social services. The cornerstones of the programme are reforms of system organisation and in the cooperation between the parties involved in Vienna’s public health system. In addition, integrated model projects need to be developed in fields such as geriatrics (health care for senior persons), oncology (treatment of cancer patients), and neurology (treatment of disorders of the brain and the nervous system). In addition, improvements are needed in the regional organisation of health care in the City of Vienna and the federal provinces Lower Austria and Burgenland with the objective of creating an integrated health care system for Austria’s Region East.

Gender mainstreaming in planning

Gender-specific data about life in Vienna are collected and analysed with the aim of creating equal living conditions for women and men. On this basis, women’s needs with regard to space and mobility can be taken into account in urban and transport planning. A co-ordinating body on “planning and building to meet the needs of women and of everyday life” in the City Planning Bureau represents the female population’s interests at all levels of municipal planning and monitors the implementation of projects from a gender-sensitive viewpoint.

Urban renewal through public-private partnerships

With this programme, the City of Vienna seeks to place its successful urban renewal activities onto a sustainable basis by increasingly integrating private initiatives and investors. This is to be accompanied by streamlining and accelerating administrative procedures. Four different types of blocks of buildings have been selected for pilot projects designed to demonstrate model refurbishing practices. Each project is co-ordinated by a so-called “building block manager”, who is in charge of project development, co-operation with investors, and the integration of property owners, tenants and businesses located within the designation block.

Elderly migrants and the eldercare system

A study conducted in the 15th district showed that the existing eldercare system is not fully able to address the situation of elderly migrants. In order to meet the needs of this new and growing target group, providers of nursing care and social service organisations as well as support services for migrants and migrants’ self-help organisations need to network. The aim is to obtain deeper insights into this problem and to develop a cooperation-driven pilot project within the coming five years.

Community Interpreters

Particularly in the areas of health and social services, linguistic and cultural barriers between migrants and service staff may result in poor-
quality medical and social care. Starting from this specific area, the project promotes the employment of language and culture mediators across the entire city administration to ensure communication with non-German-speaking residents. In order to meet the great demand for such mediators, it is planned to set up a university programme for community interpreting.

PUMA

PUMA, a project targeting environmental management in district administrative offices aims at the ongoing improvement of the environmental impact of property owned by the City of Vienna (district administrative offices, schools, children’s day-care centres, baths, etc.). Environmental management systems are to produce positive ecological effects and serve as models for the general public and the business community. In addition, the project makes significant contributions towards the health and safety of the city’s own employees, cost reduction and organisational optimisation and thus also helps to modernise the administrative system.

Building rehabilitation and new housing construction meeting the needs of everyday life

In the 12th district, the rehabilitation of the Schöpfwerk housing estate (with about 1,700 dwellings) built in the 70s is to be co-ordinated with a new housing construction project planned on a 6.4-hectare industrial brownfield site (KDAG development, 700 to 900 dwellings) in a model project. The aim of the project is to leverage the advantages of co-ordinated planning and development for the entire area. Benefits will include an expansion of shopping, service and recreational facilities, the creation of jobs compatible with a residential environment, and higher safety standards through “planning and construction designed to meet the needs of everyday life and of women”.

Housing improvement and thermal insulation–THEWOSAN

In the past, housing improvement efforts in Vienna were basically restricted to the upgrading of substandard dwellings, particularly in Gründerzeit buildings. Existing programmes failed to earmark funds for the rehabilitation of dwellings already fitted with modern conveniences. However, estates built in the 60s and 70s are now in great need of improvement, particularly where thermal insulation is concerned. The THEWOSAN programme provides funding with a focus on the rehabilitation of multi-family dwellings built between 1945 and 1980, including measures for the improvement of the physical properties of buildings, the installation of efficient heating and hot water systems as well as the conversion to renewable sources of energy.

Housing, work and leisure time

This project wants to achieve a better functional and social mix in the urban environment by providing different types of housing (leasehold, owner-occupied, different types of subsidising and financing) as well as by achieving a conflict-free combination of housing, work and recreation. Two major urban development areas serve as pilot projects for city planners: the conversion and development project involving the Gasometer buildings (former gas storage structures that have become city monuments; to be completed by 2001) and the Wienerberg City development (to be completed by 2002).
The Strategy Plan for Vienna was prepared by the Municipal Department 18 in co-operation with external experts and with the participation of the interested public (Vienna City Dialogue) within the context of a two-year project.

Responsibility of content was with a steering group headed by Director of City Planning Arnold Klotz and the following representatives of the individual Municipal Departments’ executive policy groups:

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