Metropolitan area of Vienna
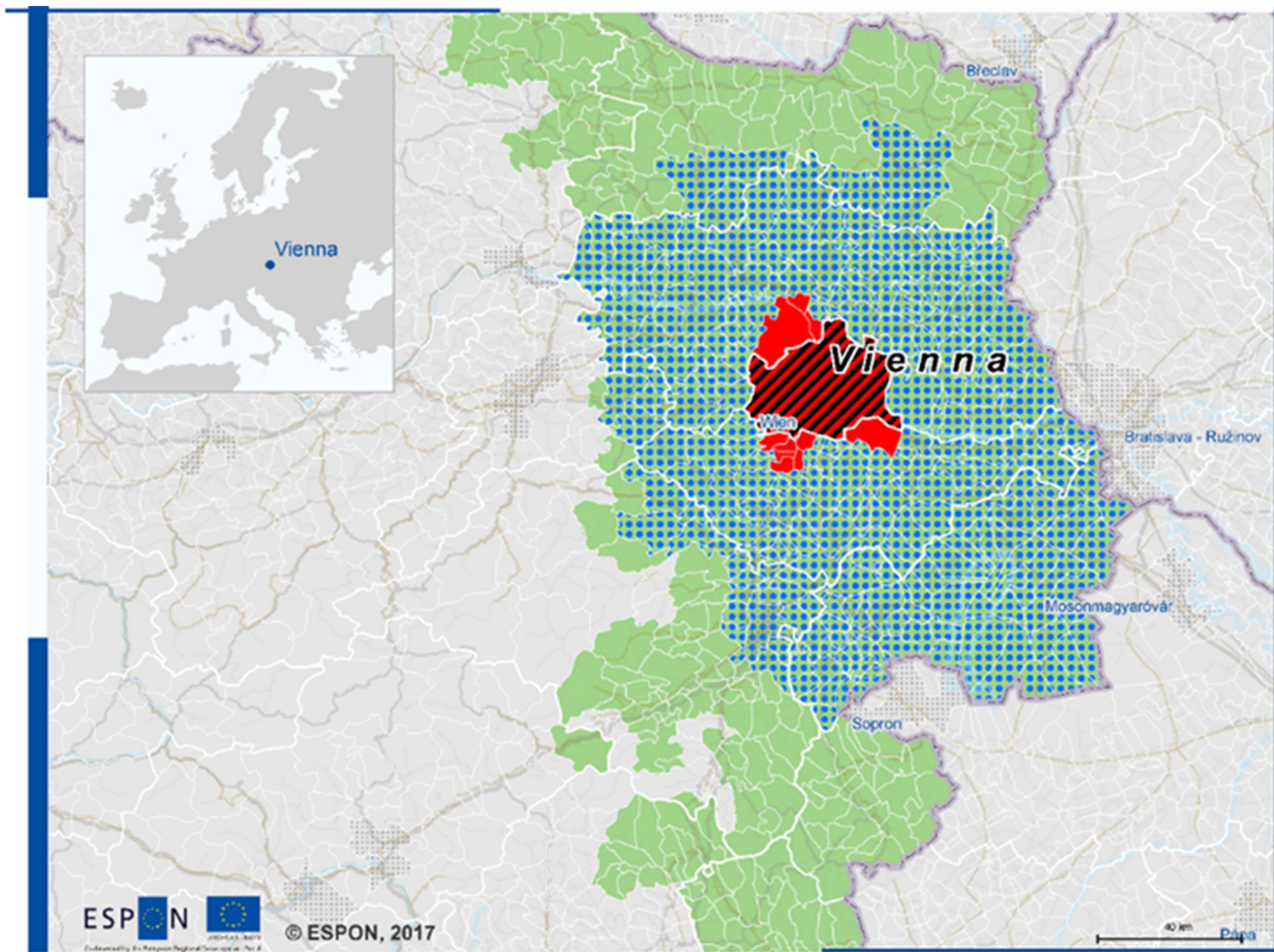## Spatial dynamics and strategic planning

The Metropolitan development of Vienna

Vienna's rapid urban growth has been a key factor in the formation of its larger metropolis that covers a vast number of local authorities. The current metropolitan area of Vienna is embedded in the Stadtregion+ strategy (2011). Vienna's metropolitan area is not a formally established administrative territory. It stretches over 7 552 km² and includes Vienna, part of the surroundings of Lower Austria region and part of Burgenland region. In 2015 the area consisted of 2.75 million inhabitants with a population density of 365 inh./km². With its high territorial potential, including diverse landscapes, economic opportunities and attractiveness to new inhabitants, Vienna's metropolitan development has a strategic importance at national and regional scale. Achieving a balanced urban growth is a key challenge as well as an opportunity for better quality of life in and around Vienna.

Metropolitan Development Area (MDA)

Map of the MDA of Vienna

Legend:
- ///// Core city municipality
- ▓ MUA of the core city (ESPON 2013 Database)
- ⁙ Surrounding MUA's (ESPON 2013 Database)
- ⁙ Metropolitan Development Area (MDA)
- ▓ FUA of the core city (ESPON 2013 Database)
- ── National border
- ┼┼ Railroad
- ── Motorway
- ── Primary road
- ── Other road
- ── rivers

Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
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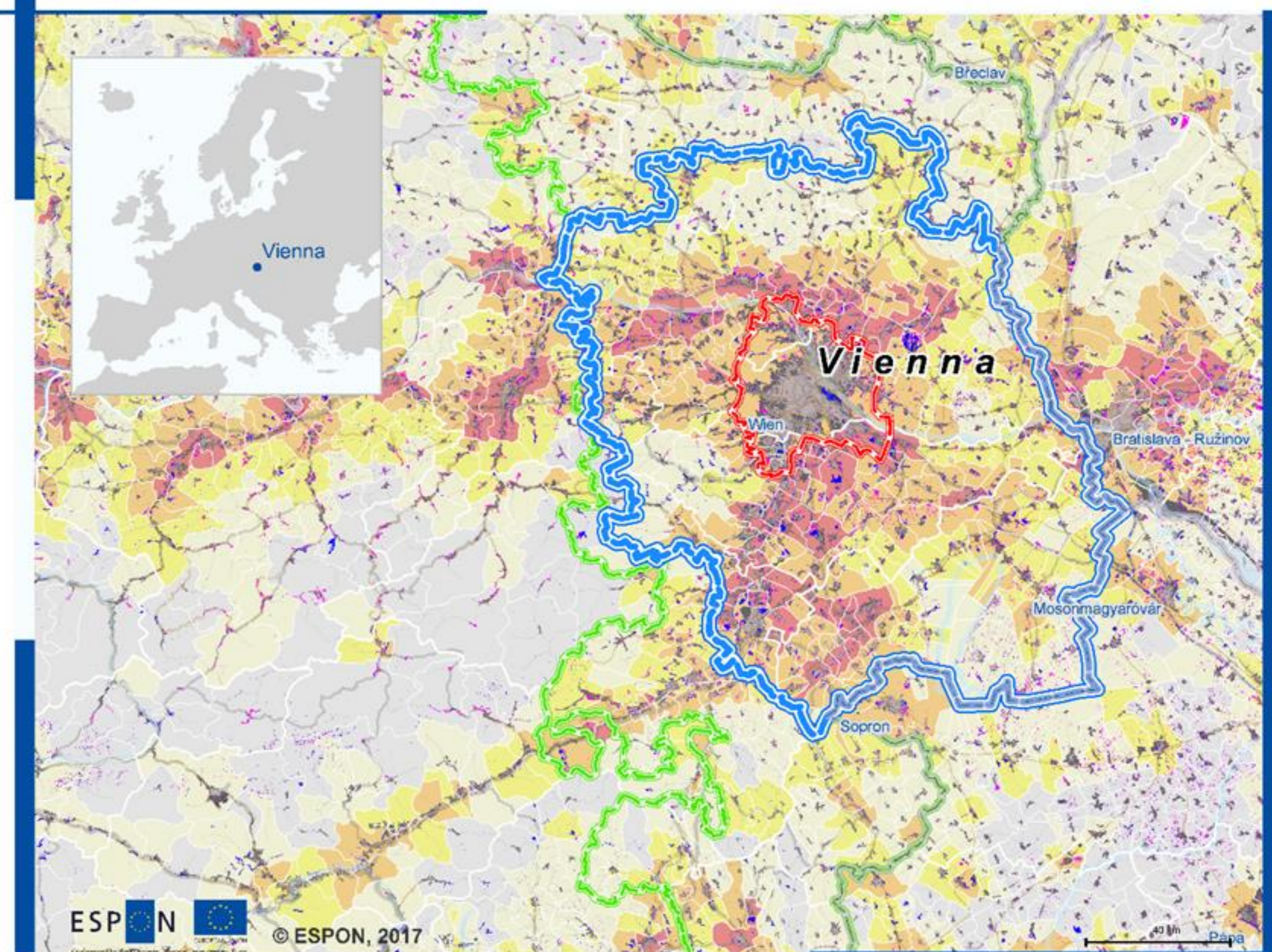
Current spatial development challenges

- The key urban trends in Vienna show increasing population growth, which may reach about 400,000 inhabitants in the next 10-20 years.

- There are increasing demands in housing and employment in the area. Ensuring affordable housing and services in a sustainable and cost-effective way, while dealing with escalating land prices is an important challenge.

- There is a need to improve the transportation infrastructure to meet current and future commuting needs of the local population, living or working in the core city and in the suburbs.

- A strategic polycentric spatial development is considered as an opportunity to allow more effective allocation of land use functions and make interlinkages between the spatial plans of a vast number of municipalities. The challenge is to achieve commitment among all municipalities for a common spatial development strategy.

- A consensus building is needed among key stakeholders, regarding the management of the urban growth in and around Vienna.

Map of the Urban Sprawl in MDA, FUA and MUA of Vienna

Urban Sprawl 1975-2014

Increase in Night Light Intensity 1992 - 2012

< -5 Dn | -4,9 - -1 | -0,9 - 1 | 1,1 - 5 | 5,1 - 10 | 11 - 20 | >20 Dn

Territorial level: LAU2 (version 2011)
Source: Geographical information system of the Commission (GISCO), 2017
Origin of data: EUROSTAT, 2011
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- ▭ MUA of the core city (ESPON 2013 Database)
- ▭ Metropolitan Development Area
- ▭ FUA of the core city (ESPON 2013 Database)
- ── National border
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- The deliberated MDA of Vienna is based on the Stadregion+ spatial concept (2011). It represents an area of 268 municipalities, located partly in the region of Lower Austria, and partly in the Burgenland region.

- The area has no formal status and is not covered by a specific administrative level. There is no consolidated body for metropolitan planning in Vienna. Organisations that support a coordinated spatial planning efforts across the area, include:

  o Planungsgemeinschaft Ost (PGO) the planning cooperation of 3 regions - Vienna, Lower Austria and Burgenland.

  o Stadt-Umland Management (SUM), which consists of 11 outer districts of Vienna and 70 neighbouring municipalities as a platform for dialogue, in implementation of common projects.

  o Since 1984 the public transportation of Vienna, Lower Austria and Burgenland is coordinated by the Verkehrsbund Ostregion (VOR) organiazation.

- Vienna's spatial development is characterised by steady urbanization and densification patterns, alongside main infrastructure, and by a rapid population growth trend.

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Strategic priorities, opportunities and incentives

- The Stadtregion+ strategy needs to be upgraded with regard to the recent urban development trends and sptial patters in order to explore new opportunities for sustainable urban growth.
- The spatial plans and strategies at local and regional level need to be based on a coordinated approach for establishing a „structured urban region" with more balanced distribution of functions and growth poles.
- A joint vision for a urban growth strategy of Vienna is an emergent priority.
- Bottom-up initiatives for metropolitan planning and current collaborative arrangements such as the PGO, SUM and VOR can be used as a trigger for a strategic metropolitan planning process, involving all municipalities in the area.

SOEI matrix of the Metropolitan city of Vienna

Strategic priorities
- To implement smart, inclusive and sustainable growth alongside the main infrastructure lines and identify potential urban development poles
- To reduce and control urban sprawl and ensure compact spatial structure
- To preserve the rural settlements from large urban developments.
- To protect the natural environment
- To strengthen cooperation structures
- To strengthen public participation.

Emergent problems
- Transport infrastructure shortages
- Mobility & Accessibility problems
- Accommodation and management of emerging population growth
- Controlling moderate suburbanisation
- Ensuring affordable land and housing
- Anti-growth attitude in many smaller sub-urban settlements
- Unequal distribution of services
- Lack of recognition of the MA
- Need for broader actors' involvement
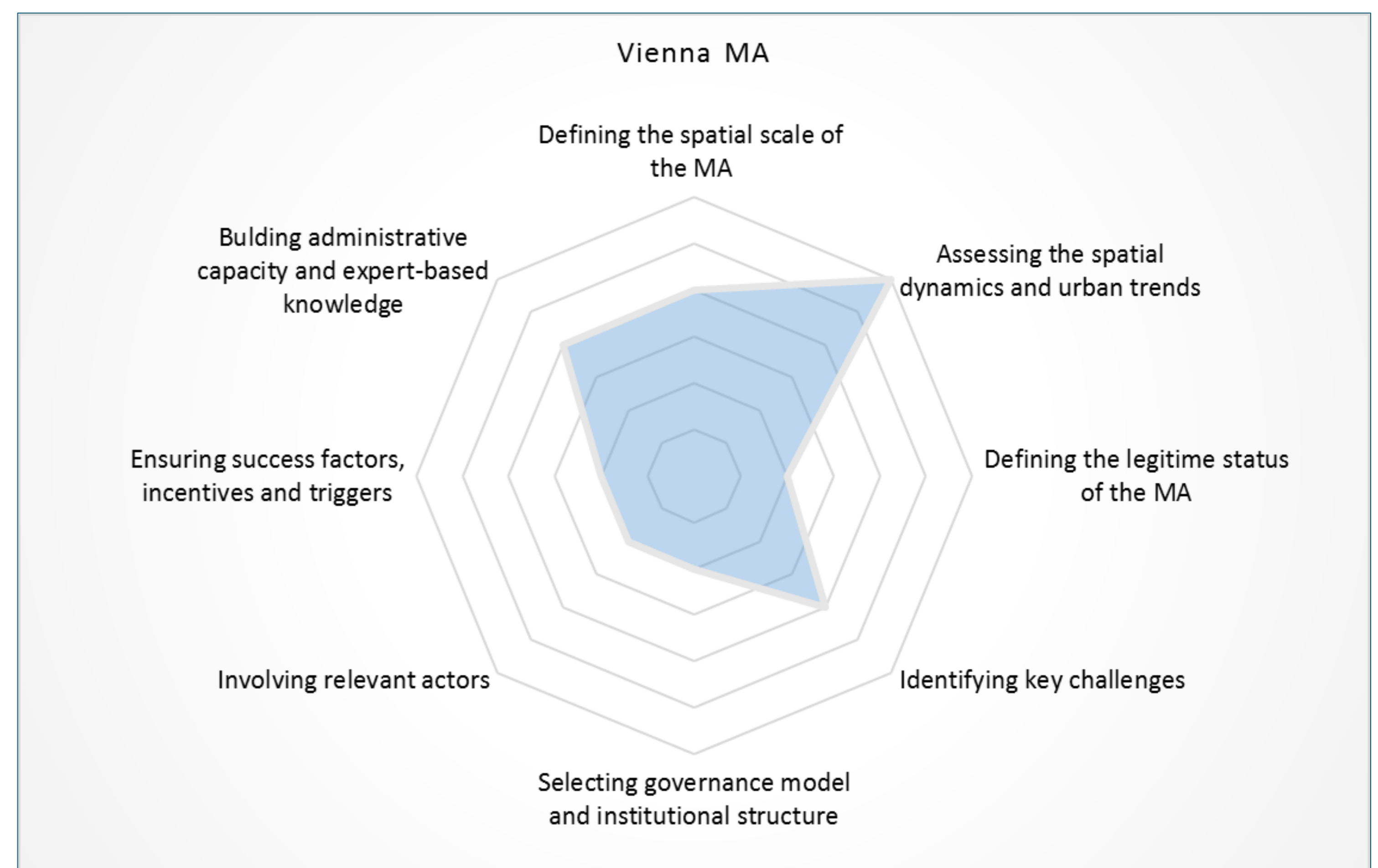- Need for multilevel collaboration.

Opportunities
- New major infrastructure developments (e.g. railway and motorways nodes)
- Developing zoned land reserves
- Renovation and optimization of build up areas (housing, services etc.)
- Optimising multifunctional land use
- Creating sub-centres, providing workplaces and services
- Securing green spaces in urban areas
- Developing pro-active land policy
- Pilot projects for regional planning
- Implementing district level planning

Incentives
- Current collaborative arrangements (VOR, PGO, SUM)
- The strategic plan Stadtregion+
- Launch of bottom-up metropolitan development initiatives on specific area or issue to generate common benefits for the metropolitan area
- Developing planning and policy tools for managing urban growth
- Strengthening the relations between local and regional decision makers.

Key recommendations and relevant policy tools

Progress in Metropolitan Planning Approach within eight action areas

Vienna MA — radar chart with axes: Defining the spatial scale of the MA; Assessing the spatial dynamics and urban trends; Defining the legitimate status of the MA; Identifying key challenges; Selecting governance model and institutional structure; Involving relevant actors; Ensuring success factors, incentives and triggers; Building administrative capacity and expert-based knowledge

- The implementation of a Metropolitan Planning Approach in Vienna, according to the eight action areas developed by the SPIMA project (see figure above) is in its beginning.
- Currently the local and regional actors have gained better understanding about the urban development trends and about the important challenges ahead.
- More efforts are needed in building consensus between all municipalities about a future vision of the area and how the current challenges can be addressed and by whom.
- A coordinated metropolitan development requires that municipalities and regions engage in a shared governance process with input of their specific competences.
- The commitment of the local politicians, decision-makers, businesses and planners is essential for developing a common metropolitan strategy.
- The sub-urban communities need to be aware about the potential common benefits that can be achieved for the different municipalities by coordinating their spatial plans.
- Vienna's metropolitan development needs to be managed by combination of policy tools, including development of strategic plans, coordination and inter-regional collaboration:
  - Strategic planning process and upgrade of the *Stadtregion+* strategy, regarding recent urban growth patterns.
  - Coordination and consultation process between all municipalities for developing a joint spatial planning process for identifying common benefits in managing urban growth.
  - Demonstrating the potential of current collaborative structures such as VOR, PGO and SUM in building awareness and trust among the local authorities.
  - Increasing the coordinating capacity and accountability within the local and regional administrations.
  - Enhancing the collaboration process and initiating consensus-building between the regions (Länder).
  - Identifying bottom-up pilot projects (triggers) that may generate common benefits and a shared "problem ownership" (e.g. in transport, environment, public services, housing).
  - Building on existing relations and financial incentives with the higher levels of government (national and EU).

Wien! voraus — Stadtentwicklung
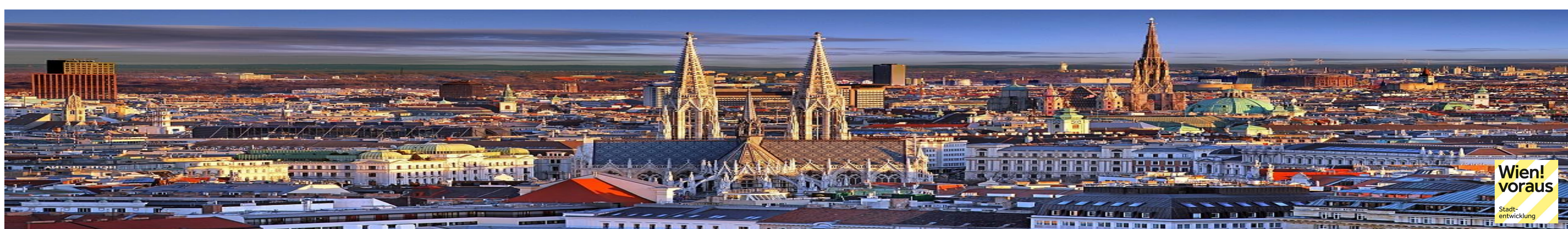
References:

SPIMA final report https://www.espon.eu/metropolitan-areas

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