BEYOND THE
BORDERS

Inclusive strategies for social innovation in the case of Macondo in Vienna.

Corso di laurea in

Architettura Costruzione Città

BEYOND THE BORDERS.

Inclusive strategies for social innovation in the case of Macondo in Vienna.

Relatore:

Chiar.mo Prof. Mauro Berta

Corelatore:

Chiar.mo Prof. Simon Güntner

Candidata:

Ilaria Ragozza

Anno accademico 2021 - 2022

"At that time Macondo was a village of twenty adobe houses, built on the bank of a river of clear water that ran along a bed of polished stones, which were white and enormous, like prehistoric eggs. The world was so recent that many things lacked names, and in order to indicate them it was necessary to point."

Gabriel García Márquez

One Hundred Years of Solitude

INDEX

ABSTRACT
INTRODUCTION
METHODOLOGY

ABSTRACT

The migratory flows that characterised Europe between the 1950s and the 1990s made Austria a destination or transit country for refugees seeking political asylum or humanitarian reception. The district of Simmering, on the outskirts of the city of Vienna, is a suitable place to respond to the growing housing's need by converting abandoned barracks in the area into dwellings for refugees.

Perceived as a satellite reality of the city due to the decentralisation of the territory, it is necessary to identify urban planning strategies that allow the development of projects that meet the needs of the inhabitants, involving them with a participatory approach in the definition of objectives, contributing to the creation of a multicultural community through the design of urban spaces that avoid any form of spatial or social segregation.

The objective of the study will be the realisation of a project on the area popularly known as "Macondo", a name that recalls the fictional city in the book "One Hundred Years of Solitude" by Gabriel Garcia Marquez, the neighbourhood in Vienna where refugees were housed in disused barracks, with the intention of collaborating in the construction of a sense of community among the area's inhabitants and that the area may become a catalyst for attention both from the public authorities and by attracting potential new users to the area.

An attempt will be made to identify which urban planning strategy is most suitable for the case study, through the use of the principles of social innovation, sustainability and collaborative design proposed in the context of smart cities. This approach will make it possible to formulate flexible and differentiated planning solutions based on the needs and requirements of the inhabitants, but always anchored in the sociological theories of equity, inclusion and social innovation, in order to build an arrangement with which the inhabitants can identify.

The local government has provided a number of sustainable design support tools for the city of Vienna, such as the 'Urban Development Plan STEP 2025' and the 'Smart City Wien - Framework Strategy 2019-2050', which provide guidance to planners to help them in high quality urban design that consolidates the role of the Austrian capital both in the regional context and in the international arena. The two strategic plans highlight which elements should be strengthened with new urban regeneration projects, such as the theme of living, green and public spaces, sustainable infrastructure management and the economy, based on the Sustainable Development Goals (SDGs) proposed by the United Nations 2030 Agenda.

In order to elaborate the strategy, projects that have been implemented or are under construction aimed at making Vienna a Smart City are explored, since they show potentially replicable solutions to solve problems related to public space design, the topic of sustainable mobility and social inclusion practices in peripheral neighbourhoods.

Given Vienna's international role and especially its participation in network projects with other European cities, strategies adopted by other smart cities will be investigate as well as their research addressed at solving similar problems, with a view to promoting common urban development based on knowledge sharing.

INTRODUCTION

For some years now, world geopolitical scenarios have shown a change respect the condition of peaceful coexistence that in utopian way was expected from the fall of the Berlin Wall; the realisation of this aspiration has been hampered by several subsequent events which have particularly affected Africa and Asia, putting Europe in a position to deal with the need to manage important migratory flows, not only from the countries of the South of the World, but also those from Eastern Europe.

Austria has been considered as a destination or transit country by refugees seeking political asylum or humanitarian reception as a result of war events, because of its central European position, of a revolutionary nature or of economic and social crises that occurred in their territories of origin.

In particular, between the 1950s and 1990s migration flows were linked to the Hungarian crisis, the Prague spring, the Polish government's repression of Solidarność and, finally, the disintegration of Yugoslavia.

The reception policies have made it necessary to search for properties to accommodate asylum seekers; in Vienna the area identified as best suited to respond to the numerous requests for temporary housing was Simmering, district of the Austrian capital within which are intertwined multiple and complex realities, including historical ones.

Place with a stratified background that make it difficult to understand which are the dynamics inside this district, accommodating refugees in this area means give them a dwelling but excluding from Viennese life, accepting them but keeping them hidden.

The city's public transport network connects the Macondo area with the rest of the Vienna with a few bus and tram lines, and the passage by Simmeringer Platz - one of the two main squares in the 11th district - is almost obligatory.

The last stop of the U3 line is Simmering. Leaving the underground station, it feels like being in another place, but not in Vienna.

A dense network of highways open up to view. Crowds of people from all over the world throng the means of transport to reach the suburbs of the outskirts.

It is the gateway to another world.

It is necessary to go beyond the borders.

METHODOLOGY AND OBJECTIVES

Between the months of March and June I attended the course "Trespassing Grounds - Macondo" in which I had the opportunity to acquire knowledge about the area of Macondo, thanks to some meetings with representatives of "Architektur Ohne Grenzen" and personal research. Then there was the opportunity to talk with one of the leaders of the association "Diakonie", who described the legal and social dynamics of the place after a brief introduction of the history and evolution of the area.

During these meetings we had the chance to discover further the activities proposed by Architektur Ohne Grenzen and Diakonie, understanding better the role that they play in supporting communities and the project that they developed together in Macondo between 2016 and 2017, aimed at the realization of the central square of the residential settlements through a participative approach to the design phase. The involvement of local habitants was particularly useful to build a relationship between refugees and the project team, which demonstrated that is possible work in a transparent way, sharing knowledge and trust each other.

In particular, the representative of Architektur Ohne Grenzen explained us several project on social architecture that have been realized in Austria with a particular focus on the difficulties that emerged during the design phase. A frequent theme shared by many projects was the participation of people in the decision-making process, which wanted to give different perspectives that could be useful for the realization of a human-scale place.

The personal approach to the complex reality of the project area took place through individual and group inspections in the area of Macondo and in the whole district of Simmering which allowed me to go deeper into the knowledge of the social and community mechanisms that characterize these spaces.

During the first survey with the teacher we had the possibility to meet one of the members of the organisation Diakonie who still follows the community's dynamics in Macondo. He clearly explained us the history of the former barracks, stimulating our interests to further study this topic, and how these buildings have been converted into apartments for refugees. Talking with him, we had the chance to ask some questions about the Viennese system of refugees' housing and an external point of view on the community, in particular which are the dynamics between people coming from different countries and backgrounds or belonging to conflicting ethnic groups.

Personally, I conducted other surveys with some course mates and we had the opportunity to meet some locals, who shared with us their stories, explaining the structure of the current community and the relationships that exist within it. At the same time, they have clarified shared needs and necessities, helping us to identify the objectives that our projects had to achieve both by responding to the requirement of the inhabitants of the area and those set out in the urban development plan of the city of Vienna.

One of the biggest difficulties we had to deal with, was the language barrier. Most of the women living in the settlement do not speak German, or probably they were not allowed to talk with us, and only men or teenagers were available to having a conversation.

These people are afraid by external visitors and our presence was immediately perceived into the settlement, so even if we found people to talk with, they did not want to be recorded or filmed. We had to deal with oral conversation which we wrote immediately after we left the area.

Another aspect we had to face with, was the necessity to accurately plan the surveys during the week, in order to find people in the settlement to talk with, since during the first visit it seemed to be an abandoned place, a still place where we met a couple of people throughout the morning.

To help us fully understand the importance of knowledge exchange and mutual collaboration, Ass. Prof. Schürr organized a simulation of the participatory phase of the project, pretending the interaction between inhabitants and designers. Using the method of the World Café, it was possible to discuss problems related to the area in small groups, sharing the information gained during the previous interviews, carried out with different people. Based on the comparisons made with the inhabitants of Macondo, we interpreted some "idealtype" of residents of the area, allowing to know different perspectives and be able to develop a project that could best respond to the reported problems.

This meeting was interesting from several point of view. Firstly, this was the first time I participated to a similar experiment and I found application of the participative strategies in urban development, which until that time I only knew at theoretical level. Secondly, it was a really formative moment because there was the possibility of discussing with people with different backgrounds, so the outcomes were particularly interesting.

One of the most relevant topics we discussed was the type of approach we should considered into the design process and it became clear that origin's countries or religious aspects were not relevant topics as it could be the dwell time in the settlements. This theme let us to understand that people need spaces in relation to the time they will spent in the residential complex, both in terms of years of living and in terms of daily use of the public space.

In this framework we tried also to understand what does mean "integration". Is it only a passive acceptance with mutual coexistence of cultures? How urban planners and architects deal with this issue?

Integration does not mean only providing services and forcing people to use what we designed for their public space, but perhaps it is an attempt to help refugees to build social relationships with other individuals with whom they can share the services that urban planners have designed for them. In this way, local communities and new settlers will be able to compare their worlds and the cultures they come from, sharing time and engaging in group activities such as sports, culture or entertainment, always respecting diversity.

Together with this approach, we discovered how create a multifunctional flexible building for the community. It should be able to answer to multiple needs of people thanks to an easy adaptation to a wide range of configurations that make it possible to use contemporary for different purposes during the day as well as during the diverse period of the time.

Simultaneously with this direct research developed during the course, I carried out indirect research of a theoretical nature, through a bibliographical investigation on the historical and urban development aspects of the city, with particular attention to the district of Simmering.

The study was complemented by the consultation of the strategic development plans proposed by the city of Vienna, which aim wants to encourage a bottom-up planning starting from the needs of the inhabitants through a direct confrontation with them and the designers, encouraging a new collaboration between the citizens and the local administration. In fact, the Austrian capital, like many other cities, has neighbourhoods characterized by problems related to social phenomena that have developed over time and often remain abandoned to themselves without any attempt of rapprochement with the city.

The local government has provided some tools to support sustainable design for the city of Vienna, such as the "Urban Development Plan STEP 2025" and the "Smart City Wien - Framework Strategy 2019-2050" that provide guidance to designers, to help them in a high quality urban design that consolidates the role of the Austrian capital both in a regional and international context.

The two strategic plans highlight the elements to be enhanced with new urban regeneration projects, such as housing, green areas and public spaces, sustainable infrastructure management and the economy, on the basis of the Sustainable Development Goals proposed by the 2030 Agenda of the United Nations. The study of these two documents allowed me to understand in which direction urban planning is directed, in particular for the development of social sustainable communities based on the related SDGs.

The main Sustainable Development Goals I refer to are "10 – Reduce inequalities" and "11 – Sustainable Cities and Communities" since were helpful to understand the extremely need of considering equity, inclusion and social innovation during the design phase of a neighbourhood in order to provide flexible and differentiated design solutions according to the needs and necessities of the inhabitants.

Figure 1: Overview of the problem highlighted by the SDGs n.10. Source: Author's own elaboration based on data provided by UN Sustainable Development Goals.[1]

Figure 2: Overview of the problem highlighted by the SDGs n.10. Source: Author's own elaboration based on data provided by UN Sustainable Development Goals.2

---

1   United Nations. Department of Economic and Social Affairs., 'Goal 10 - Reduce Inequality within and among Countries', accessed 20 November 2022, https://sdgs.un.org/goals/goal10.
2   United Nations. Department of Economic and Social Affairs., 'Goal 11 - Make Cities and Human Settlements Inclusive, Safe, Resilient and Sustainable.', accessed 20 November 2022, https://sdgs.un.org/goals/goal11.
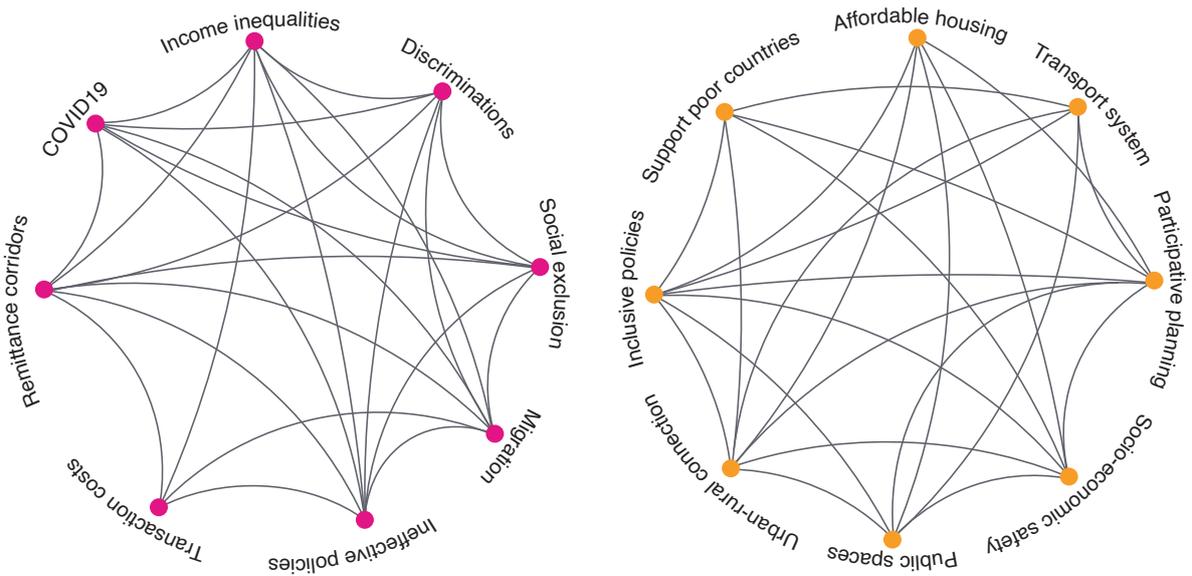
Figure 3: Targets that goals 10-11 want to work by 2030 to achieve sustainable urban development. Source: Author's own elaboration.

In order to elaborate the planning strategy, the activities already carried out on the Simmering area or in Vienna are studied to understand which policies are currently adopted in the city and in each single district. Five case studies will be analysed for the solutions the municipalities applied in terms of sustainable mobility, realizing new connections between the city centre and the outskirts, the development of public space and the management of neighbourhoods where there are different forms of spatial or social segregation.

The same topics will be investigated in five European cities that are working with Vienna into city networks which aim is the sharing of their knowledge on common issues and the identification of the strategies to address the problems, also through the use of the so called "Good Practices", tested solutions already experimented by leader cities which have become replicable and transferable models in other case studies.

The aim of the project is provide a urban regeneration of the residential area, creating an infrastructural and functional connection with the city of Vienna, stimulating a reciprocal confrontation between the districts involved, annulling the perception that these two realities are separate dimensions and related exclusively by a relationship of dependence of the new suburbs towards the historic centre of the city.

The goals of this work is the definition of guidelines for the development of urban neighbourhoods affected by social issues, elaborated studying and comparing the strategies experienced in Vienna and European cities. This will give a direction for future urban development of these places, designing more attractive spaces for new potential investors and users, where they will feel safe and will be able to carry out activities within a community context.

1.

THE ROLE OF SIMMERING NEIGHBOURHOOD

The current urban structure of Vienna derives from a long history of expansions sought by the monarchs and sieges by foreign armies, such as the two posts by the forces of the Ottoman Empire in 1529 and 1683, the Hungarian raids or the occupations carried out by Napoleonic troops in the first decades of the nineteenth century, which led to numerous destructions. These events led to consequent reconstructions of new urban cores outside the city walls, which then became an integral part of the capital, that currently presents a radial scheme.

The Simmering district is located south-east of the Austrian capital and belongs to the second urban expansion wanted by Franz Joseph I which took place between 1890 and 1892 following a resolution of the municipal council which provided for the annexation of the suburbs of Simmering, Kaisereberstdorf, Albern, Schwechat and Kledering, with the reservation of being able to modify the boundaries to adapt them to the municipal ones and therefore define the new districts.

A place with a complex past, Simmering has seen the succession of numerous events that intentionally or unintentionally have left significant traces on the territory, still visible today.

Figure 4: Second urban expansion with the annexation of the outlying districts of the city. Source: Wien Museum, Otto Wagner (1892).
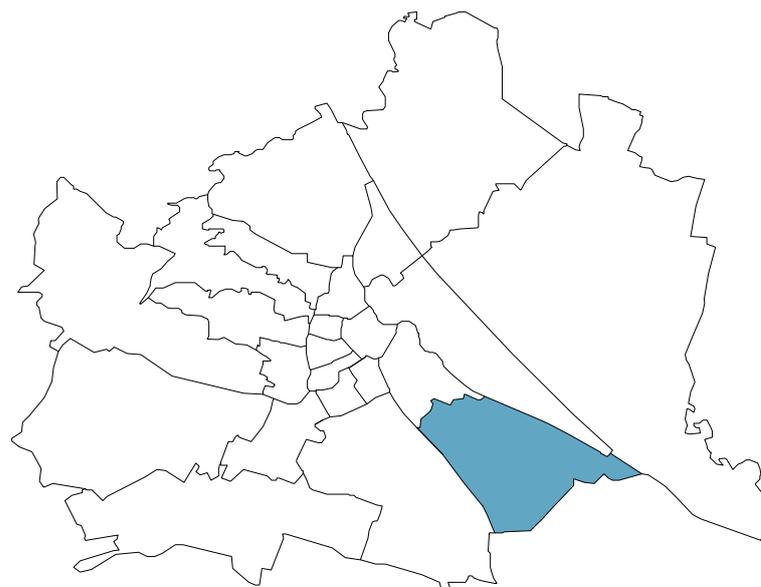
Figure 5: Collocation of Simmering neighbourhoods. Source: Author's own elaboration

Governed by a stately system, the area was municipalized in the mid-nineteenth century but only from 1896 it had its own district office at Enkplatz, an institution that will build new infrastructures in the district, such as the connection to the water, sewer and electricity networks. [3]

The first half of the twentieth century is the historical period that marks Simmering the most, first with the economic crisis of 1929 which strongly affected local companies and industries, then with the succession of clashes linked to political conflicts that resulted in social fights, lastly with the annexation of Austria to Germany and the outbreak of the Second World War, a concentration camp was built near the district, the satellite camp of Mauthausen.

---

3   'Stadterweiterung', Wien Geschichte Wiki, 30 November 2021, https://www.geschichtewiki.wien.gv.at/Stadterweiterung.

In the same period, the transformation of the Kaiserebersdorf castle took place in Simmering, a hunting lodge built in 1499 at the behest of Maximilian I, first into a juvenile prison and then, in 1975, into a penal institution. [4]

Even today, the eleventh district has multiple stratifications on its territory which derive from the succession of events that have resulted in conditions of social and economic inequality not only in comparison with the city, but also within the district itself.

1.1 SIMMERING AS AN INDUSTRIAL DISTRICT

The topological and climatic conditions of the territory of the eleventh district have allowed, over the centuries, this area to become a place that is not easily urbanizable, unlike other peripheral districts such as Meidling and Lerchenfeld which have become residential districts. Simmering is strongly anchored to its agrarian-rural character, which did not prevent the development of a relationship of functional mutual dependence with Vienna.

Thus Simmering has become both the seat of several multifunctional activities, and a transit place not only from the city to the countryside but also from Austria to Hungary, as since Roman times it had a road network that led to Bratislava and Budapest, today connected with the highway and the railway.

The economic development of Simmering is a consequence of the opening of numerous industries and factories starting from the second half of the nineteenth century, when the construction of connecting infrastructures, such as the railway and the Wiener Neustadt canal, favoured the establishment of new factories.[5]

The types of industries located in the district were generally linked to the construction of wagons and machines, contributing to the industrialization process of the capital, but also textile companies and municipal gas factories, which were flanked by small artisan activities, especially concentrated around the central cemetery of Vienna, located in the 11th district.

The area became the seat of the Thurnhof brewery, already present in some documents from the early fifteenth century, which later became one of the main economic sources of Vienna. Despite the generous size of the production complex, the beer was sold in the city and the business continued until 1930, when, after numerous management changes of the brewery among local entrepreneurs, the company closed definitively.

In addition to the brewery, the most important settlements were the Simmering-Graz-Pauker factory, a company from Salzburg that extended its business to Vienna and after a period in which it produced railway carriages and machines entered the engine and boiler market, but also the airfield frequented by the pioneers of Austrian flight, on which Louis Blériot carried out a series of demonstration flights in the autumn of 1909, after the success obtained a few months earlier with the crossing over the English Channel.[2]

During the Second World War, factories engaged exclusively in the production of armaments and war materials were established in Simmering, which were then destroyed at the end of the conflict. An example is represented by the Waggonfabrik, a company that moved from the district of Leopoldstadt to

4   'Kaiserebersdorfer Schloss', Wien Geschichte Wiki, 24 April 2021, https://www.geschichtewiki.wien.gv.at/Kaiserebersdorfer_Schloss.
5   Sabine Pollak, Das Andere der Stadt : Projektion Simmering (Wien: Facultas.WUV, 2008).
6   'Simmering', Wien Geschichte Wiki, 19 January 2022, https://www.geschichtewiki.wien.gv.at/Simmering.
7   Felix Czeike, Historisches Lexikon Wien, vol. 5: Ru-Z, 6 vols (Wien: Kremayr & Scheriau, 1997).

the eleventh district before the war, in which Russian and Italian prisoners were employed by the Nazi authorities as a forced labour camp between 1943 and 1944.

The plant was subsequently destroyed, only to be rebuilt and nationalized in 1946.[6]

Figure 6: Small shops on Simmeringer Hauptstraße. Source: Österreichische Nationalbibliothek, Stauda (1903)

Figure 7: Louis Blériot's flight over Simmering airfield. Source: "Simmering - In alten Fotografien", Leitner, Hamtil (1909)

If during these years Simmering had distinguished itself for the economic boost it provided to the city of Vienna and for its role in industrial growth, in the sixties of the twentieth century there was a turn-around, with progressive deindustrialization of the area which led to the closure of numerous companies. Nevertheless, the district continues to be an important productive pole, with a high commuting coming not only from the city, but also from the bordering region of Lower Austria, with which there are economic and commercial exchanges as well as it has been active in the field of worker mobility in both directions.

The proximity to infrastructure such as highway, railway, Danube canal and Schwechat airport, is an aspect that still today influences the choice tied to the positioning of the companies on the territory and Simmering continues to characterize itself for the presence of great industries and commercial activities of different dimensions, from small shops located near residential areas, to large shopping malls or numerous logistics services related to the shipment of goods and located near the river artery.

1.2 THE MONARCHICAL BARRACKS

The barracks, a term that derives from the Italian word "baracca" that is another way to call "caserma", literally "casa d'armi" ("house of arms"), is a building that has as its destination the ordinary accommodation of military departments in permanent positions or of personnel belonging to special civic or state bodies, such as firefighters or customs officers.

The construction of the first barracks, attributed to the Bishop of Metz, expressly intended as house the troops in its garrison seat dates back to the time of Louis XIV, while the barracks in the modern sense were built in France in the seventeenth century by the will of the minister Louvois, also to exempt the population from the obligation to provide accommodation to the soldiers of the garrison, as well as for organizational reasons of the military institution.

In the eighteenth-century barracks were built in Prussia at the time of Frederick II and in Austria under the reign of Maria Theresa, while in England during the Pitt ministry. [8]

---

8   Sergio Pelagalli, «Introduzione Alla Storia Militare (Milano: Scuola Militare dell'Esercito, 2000).

The use of barracks to house soldiers in the service of the Habsburgs began to spread from the 18th century, when the first cavalry barracks were built in Leopoldstadt in 1723.

In the period between 1740 and 1780, when the kingdom was ruled by Maria Theresa of Austria, the policies adopted by the empress led to a massive construction of barracks, as although the city guard had been dissolved, it had to expand the number of army units to face the long conflict that has developed over the years against Prussia.

In 1760 Maria Theresa decided to give to the Army the palace of Neugebäude, a property built in 1569 by the will of Maximilian II of Habsburg, which was unused in that period due to the numerous damages that the structure presented, as consequence of the destruction carried out by the Turks during the siege of 1683, making it a powder keg and ammunition depot for artillery.

Within these practices of conversion of private buildings to military use, the Kaiserebersdorf palace was also used as an artillery and infantry barracks between 1773 and 1883.

While the Habsburg empress oriented her policies towards the construction of military buildings of a defensive nature, her successor Joseph II ordered the construction of numerous barracks for the growing number of soldiers who were enrolled in the army, but also the transformation of civilian buildings existing in housing for its soldiers, with a view to strengthening the Army for offensive purposes, but with little concrete results. [9]

In the following centuries, the expansion of the city led to a displacement of the barracks from the outskirts or suburbs of Vienna to the inhabited centre, causing numerous logistics problems and, due to the overcrowding of the buildings, of a worsening of the liveability and sanitary conditions of military housing.

Following the English model, in the last twenty years of the nineteenth century it was decided to build the barracks with pavilion structures, to improve the ventilation conditions, with a maximum of two floors above ground to accommodate two hundred men in each level. Another novelty in the design of military complexes was the separation of the stables from the military quarters, a choice that made it possible to obtain a better level of hygiene in the structures, drastically reducing the death rate from diseases of soldiers. With the increase of the Viennese population, the Austro-Hungarian government decided to expand the boundaries of the capital towards those suburban settlements which then formed the "outer districts" of the city, those identified starting from number eleven up to nineteen and located beyond the Gürtel, that is the belt that marked the perimeter of the previous suburbs.

As a consequence of these urban expansions, there was a shift towards the new periphery of the barracks for the soldiers, which were thus rebuilt, and also of the small craft businesses, which a few years later developed as factories, creating the large workers' quarters.

These massive operations were part of the plan known as "Kasernentransaktion". These activities consisted in the relocation of the barracks located within the walls to those areas of Vienna that had been annexed to the city at that time, with a progressive abandonment of the previous buildings, favouring mobility departments and their access to training areas. [10]

In this context, the last barracks of the Habsburg monarchy were built in 1915, those of Kaiserebersdorfer Landwehr in the Simmering district, intended to host artillery units of the Austrian army, but also used as depots during the First World War.

---

9   Martin Senekowitsch, 'Truppendienst. Magazin des österreichischen bundesheeres.', Militärische Einrichtungen Wiens im Wandel der Zeit. 30 (April 1991): 407–13.
10   Felix Czeike, Historisches Lexikon Wien, vol. 3: Ha-La, 6 voll., Historisches Lexikon Wien: in 6 Bänden (Wien: Kremayr & Scheriau, 1994).
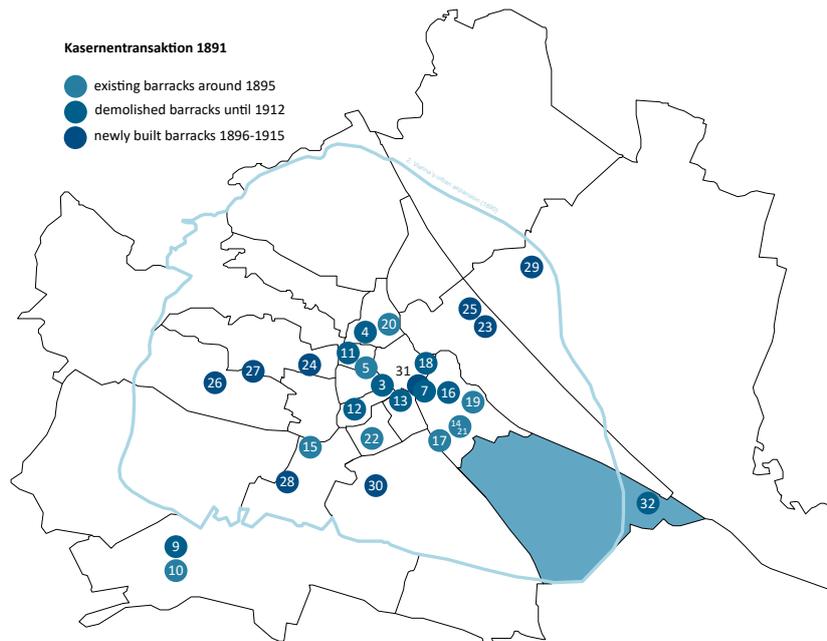
Figure 8: Barracks involved in the "Kasernentransaktion" plan. In the Simmering district, the Kaiserebersdorfer-Kaserne is the only complex involved in the operation. Source: Author's own elaboration based on "Truppendienst. Magazin des österreichischen Bundesheeres", Senekowitsch (1991).

1.2.1   THE GERMAN AND SOVIET OCCUPATION

With the collapse of the Austro-Hungarian Empire and after Hitler's rise to power, the desire to annex Austria to National Socialist Germany began to increase among the German-speaking populations, so that the Third Reich could benefit from the raw materials present on the Austrian territory, especially wood, gas fields and the numerous metals that could be extracted at lower costs.

As Germany's pressure on Austria grew heavier, many National Socialists were invited by Göring to provoke the local government through demonstrations in various Austrian regions and eventually Federal Chancellor Schuschnigg, against the annexation of Austria, was forced to resign and accept the new National Socialist government.

The German Wehrmacht entered Austria on 12th March 1938, and, finding no resistance from the Austrian population, they reached Vienna the same day and began to apply techniques of repression against the opponents, conducting arrests between Jewish citizens and the replacement of public officials with their own managers. As in the rest of the city, where the Nazis burned and destroyed numerous Jewish houses, places of prayer and shops, some buildings in Simmering also suffered considerable damage, the Synagogue at the end of the 19th century was destroyed.

Following the annexation of Austria to Nazi Germany, the German troops took possession of all the military structures present in Vienna, which however were not able to meet the logistical needs necessary for an army like that of the Third Reich of large dimensions and decidedly more modern than other contemporary ones.

The city underwent further expansion of its borders in 1938 to allow the occupants to construct new public and private buildings, as well as new barracks, anti-aircraft towers and military infrastructure such as shooting ranges, hospitals and warehouses.

This city expansion was part of the project known as "Groß-Wien" which wanted to make Vienna the largest city of the Third Reich by incorporating additional neighbouring municipalities and bringing the number of districts to twenty-six.

In addition to numerous work camps scattered throughout the city and Simmering, there were also concentration camps that depended on main concentration camps, such as the KZ-Außenlager Saurerwerke which was active from 1944 to 1945 and functioned as a satellite camp of Mauthausen. Intended for the imprisonment of political prisoners from all over Europe, the Saurer workshops operated in the camp which, even before the Anschluss, produced armoured vehicles, a war industry that also integrated a part of the Neugebäude building to expand the spaces of its production activities.[11]
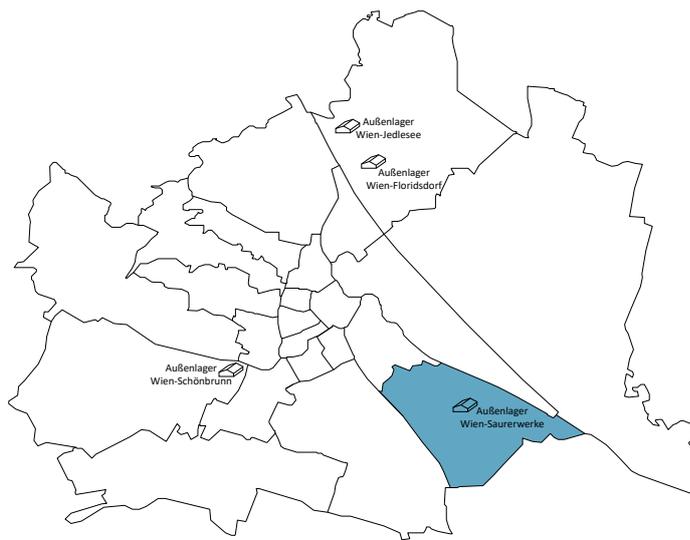
With the end of the war, the allied powers entered Austria and, as well as the entire state, Vienna was divided among the different occupiers: France, the United States, the United Kingdom and the Soviet Union.

The respective armies immediately took over the military infrastructure that had been built by the German government, adapting it to their own needs.

Figure 9: Location of the concentration camps in Vienna during the Nazi occupation. Source: Author's own elaboration based on "Das Andere der Stadt", Pollak (2008)

The entry of the Red Army into Vienna took place on 13th April 1945 after a last clash with some German units, which surrendered at the Floridsdorf bridge, the twenty-first district in the north of the city.

The Allied troops tried to restore order in the country, but between the Soviets and the Western Allies there were conflicting opinions about the management of Austria as the former wanted to restore the borders present before the Anschluss, while Anglo-Americans and French preferred to keep those to guarantee the possibility of building air infrastructures to face the Soviets following the start of the "Cold War" in 1947, as well as to gain control of more territories.

In July 1945, the Allied Control Authority of Germany and Austria was established, a military political governing body that had the task of managing the coordination of the Allied occupation and also of approving the proposals of law drawn up by the Austrian government. [12]

Faced with the risk of the Soviets putting in place an air blockade, as had happened in Berlin from June 1948 to May 1949, both the United States and the United Kingdom designed some airstrips in Simmering, which was under English control at the time, without communicating these intentions to the other Allies, who were informed of the desire to build airports only in 1950, when the risk of the Soviet blockade was no longer real, at the same time as the request for authorization from the Austrian government.

---

11   'KZ-Außenlager Saurerwerke', Wien Geschichte Wiki, 22 October 2021, https://www.geschichtewiki.wien.gv.at/KZ-Au%C3%9Fenlager_Saurerwerke.
12   Dávid Maróti, «Comparison of the International Administration in Berlin and Vienna after World War II», Central European Papers 5, n. 2 (18 September 2018): 65–77.

Although both the US and British armies had obtained permission to start construction, in the fall of 1951 the project was halted and abandoned.

Following the approval at the end of October 1955 by the Nationalrat, in other words the House of Representatives, of the Constitutional law with which Austria assumed the obligation of permanent neutrality, the allied occupation and in particular the Soviet occupation ceased with the stipulation of the treaty of Vienna.

So when the allied armies withdrew from the country, the Austrian government had to face the problem of the numerous barracks and military structures that had been built in previous years and which were in danger of falling into a state of neglect. Some lodgings were intended for armed corps such as the Police and the Gendarmerie, others were adapted to host public offices, services or residences, as in the case of the Kaiserebersdorfer-Landwehr barracks which became accommodation for refugees starting from 1956, as a result of the anti-Soviet insurrection of the Magyars, in the autumn of that year, and of the repression that caused the flight of thousands of people to the West.

1.2.2   THE RE-FUNCTIONALISATION OF THE BARRACKS: FROM THE ARRIVAL OF HUNGARIANS UNTIL TODAY

The concept of "asylum" has changed over time and with it has reformed the approach to the request for refuge of people by governments.

In fact, while in the past this term referred to the need to welcome and protect people accused of crimes who risked being revenged or executed without trial, starting from the nineteenth century the request for asylum is linked to political reasons, but also a consequence of situations resulting from persecution against ethnic groups and still from conflicts that have broken out in their own country.

Since the mid-twentieth century, as well as by individual States, the commitment to these categories of people who are victims of wars or persecutions but also of natural disasters has also been profuse by international organizations such as the UNHCR, the High Commissioner of United Nations for Refugees, established by the United Nations General Assembly on 14th December 1950.
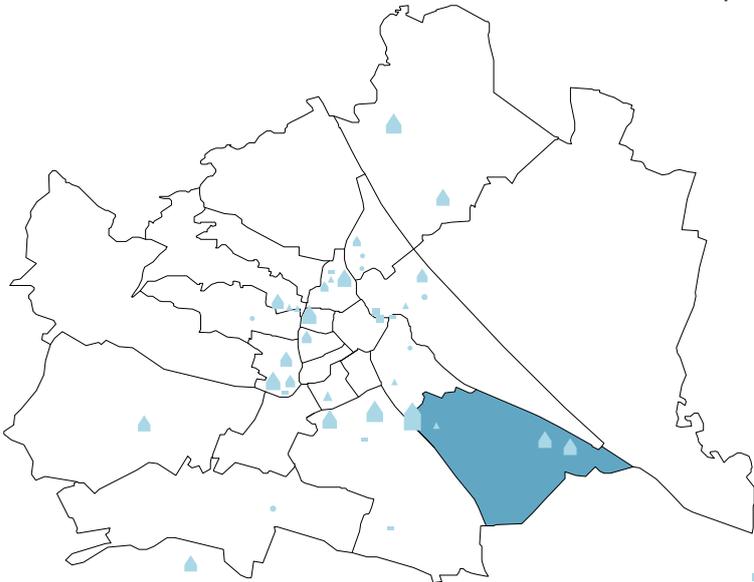
Figure 10: Map of the barracks used as temporary or permanent shelters for refugees. Source: Author's own elaboration based on "Das andere der Stadt", Pollak (2008).

UNHCR is the world's leading organization statutorily committed to saving lives, protecting the rights of millions of refugees, displaced persons and stateless persons, and building a better future for them, operating in 132 countries around the world and caring for of over eighty million people.[13]

---

13   'A Fianco Dei Rifugiati, Ogni Giorno', UNHCR - The UN Refugee Agency | Italia, 2022, https://www.unhcr.org/it/chi-siamo/.

In Vienna there have always been structures used to welcome asylum seekers, the buildings identified to meet this need were initially only monasteries but with the increase in asylum requests in the mid-seventeenth century, it was decided to extend the reception permit also for churches and free houses, despite the fact that a few years earlier the Emperor Ferdinand III of Habsburg had accused the religious orders of obstructing the intervention of justice and favouring the increase of crime in Austrian cities.

Also for these previous disputes between the rulers and the religious orders, the empress Maria Theresa decided, in 1775, to abolish the right of asylum in monasteries.

After the end of the Second World War, the concept of the right of political asylum had to be redefined, as in Europe there were important migratory waves linked to the numerous political revolutions and uprisings in the context of the Cold War in some countries of Eastern Europe.

Following the passage in 1955 from the First Austrian Republic to the Second one, with the declaration of independence and neutrality of Austria, the barracks and other military buildings were no longer owned by the army and the new government was able to approve their use for the reception, starting from the following year, of the first Hungarian refugees fleeing the anti-Soviet revolt.

Since 1956, the Kaiserebersdorfer-Landwehr barracks in Simmering have welcomed 188 Hungarian citizens and in 1957 the buildings were converted into permanent housing, after an agreement between the United Nations High Commissioner for Refugees (UNHCR) and the Federal Ministry for Trade and Reconstruction (BMHW).

The planned project for the military complex considered a conversion of four barracks for civilian purposes and the construction of new buildings to expand the supply of housing, created thanks to a grant obtained in 1959 from the United Nations Refugee Fund (UNREF) and the Austrian Federal Government. Structural interventions were organized and made it possible to obtain 370 residential units while, in the first building built, 22 apartments were placed.[14]

Other migratory flows have led to an increase in applications for political asylum with the consequent arrival of new refugees in the Simmering area and the barracks: in 1968 the Czechoslovakians reached Austria due to the invasion of their nation by the armies of the countries of the Warsaw Pact (Soviet Union, German Democratic Republic, People's Republic of Poland, People's Republic of Bulgaria and People's Republic of Hungary), followed by the persecuted South American politicians, mostly Chileans in 1974 who sought refuge in Europe following the repressions carried out by the Pinochet government.

Another significant migratory event was the exodus of Indians from Uganda in 1972, as a consequence of the decisions of the President and dictator Idi Amin Dada who ordered the forced expulsion of the Southeast Asian minority present on African territory because they were accused of being responsible for commercial crimes against the Ugandan economy and of having isolated itself without seeking true integration with the local community, despite the fact that the Asian people who at the time lived in Uganda already belonged to the third generation of Indians born and raised in the country, descendants of those who were emigrated in the period of British colonization.

To accommodate the Indian refugees in the residential complex, the construction of new bungalow buildings was started in 1974, which would have housed about twenty apartments of about 80 square meters each, but when their construction was completed the following year, many Indians had already left Austria or had already been welcomed in other structures. The constructed buildings were used by refugees from Latin America and Southeast Asia, particularly Vietnam.

---

14   Senol Grasl-Akkilic, Marcus Schober, and Regina Wonisch, Aspekte der österreichischen Migrationsgeschichte (Wien: Edition Atelier, 2019).

A few decades later, between 1980 and 1990, several internal conflict crises occurred in the countries of Eastern Europe, including the Polish workers' protests that led to the birth of the Independent Solidarność Syndicate which was repressed with violence by the government, who also proclaimed a state of war and instituted martial law, the Romanian revolution which led to the fall of the communist regime, as well as the Gulf wars and armed conflicts in Yugoslavia, caused the arrival in the refugee camp of an ever-increasing number of people.

Given the need to provide housing for these people, the Association for Housing for Private Employees (WBV-GPA) completed the construction of three multi-storey residential buildings in 1998 to house 134 new apartments and a nursery for children who live in the area.

In the same years, the so-called "integration house" was also built, in which the Austrian Integration Fund managed the distribution of flats and provided community services such as German courses or support for individuals and families by social workers.

In the 2000s the policies adopted by the various associations in the management of the refugee camp in the former barracks changed and the entire complex was sold to the Federal Real Estate Company, known as BIG, acronym of the German name "Bundesimmobiliengesellschaft", which worked to resolve by a legal point of view violations of the building regulations concerning the bungalows built between 1974 and 1975. This led to the execution of a land use investigation and many residents of the bungalows had to give up the private gardens they had until that moment and, due to excessively high maintenance costs, the "integration house" built by the Austrian Integration Fund had to be closed. The inhabitants who lived in this building were relocated and nowadays the structure is used as a temporary stay centre for those who, for reasons connected with irregularities relating to their status as refugees, will have to be expelled from Austria.[15]

To date, most of the refugees settled in the buildings of the former barracks are people from Chechnya, Somalia, Afghanistan and Syria, almost all countries where internal conflicts are ongoing.

---

15   Grasl-Akkilic, Schober, and Wonisch.

2.

THE MIGRATION PHENOMENON IN AUSTRIA

The growth of cities is a process that has always been closely correlated with migratory phenomena since they played a key role in increasing the population, especially before the demographic revolution, which had previously been reduced by high mortality rates also due to the poor sanitary conditions that characterised population centres.

The term 'demographic revolution' was coined by Adolphe Landry, a French writer and politician, in his book of the same name published in 1934, in which he discussed three demographic regimes already introduced in his earlier work 'Three main theories on population' of 1909. On the basis of Landry's studies, Notenstein, an American researcher and demographer, described three phases of 'demographic transition', pre-transition, transition and post-transition, in which he exposes how birth rates and mortality can affect population growth or decline, but without considering spatial changes such as urbanisation phenomena.

Research on the relationship between urbanisation and migratory movements continued in the years that followed, and in 1971 Zelinsky, professor of geography at the Pennsylvania State University, pointed out that demographic changes are only influenced to a small extent by the indicators represented by birth rates and mortality, the greatest variations being due to migratory flows.[16]

When we talk about migration, we tend to mean spatial mobility aimed at a minimum duration of residence in the country of destination and a similar minimum duration in the place of origin. The temporal factor, the length of stay in a State, differentiates migratory phenomena from other types of spatial mobility. Migrations can have a temporal or spatial perspective, they can depend on geopolitical reasons, the motives that push people to move from one country to another as a response to recurrent critical issues arising in the places of origin or in terms of objectives to be pursued in the host cities. [17]

Austria is a country that despite being always influenced by migratory phenomena, has never had a "migratory society" even during particularly intense periods, such as in 2015 or in the phase immediately after the Second World War.

The multiculturalism of Austria has historical origins that date back to the migratory movements within the Habsburg Empire, with inurbation phenomena from the neighbouring regions of Bohemia, Moravia, Silesia and Galicia to Vienna, whose 40% of population was foreign in 1840. Given this high percentage of non-native residents living in the capital, after the fall of the Austro-Hungarian Empire public opinion focused on the debate about the integration of these people, recognising them as citizens of the new Republic of Austria, or excluding them. [18]

Other historical periods that have particularly marked Austrian society due to the arrival of numerous migrants are linked to the forced deportation of people captured throughout Europe during the Nazi occupation, initially brought to Germany, since autumn 1944, many of them have been stationed in Austria. Those who survived the Nazi persecutions are known as "Displaced Person refugees" (DPs) and many of them facilitated to increase the number of foreign people residing in the country.

In the period immediately after the Second World War, with the rise to power in Hungary of the Communist Party, a large number of people had left the country because of the repressions initiated by the government in 1947, forcing citizens to accept the new regime.

A similar scenario occurred the following year in Czechoslovakia due to the coup d'état by the Communist Party, supported by the Soviet Union, which resulted in mass migrations to the Austrian border, made inaccessible by the rise of the so-called "Iron Curtain" that between Austria, Hungary and

---

16   Gérard-François Dumont, «Urban Demographic Transition», Urban Development Issues 56, n. 4 (8 Maggio 2018): 13–25
17   Albert Kraler, 'Migration and Urbanisation - Theoretical Approaches to Studying Migration Related Aspects of Urbanisation' (Lesson, International urbanisation, Krems an der Donau, 22 March 2022).
18   Günter Bischof and Dirk Rupnow, eds., Migration in Austria, Contemporary Austrian Studies, volume 26 (New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017).

Czechoslovakia was equipped also with electrified barriers.

Following the expulsions of the Germanic-speaking populations in Hungary and Czechoslovakia, the waves of migration involved not only these ethnic groups living in the two States and having to leave them, but also those who became refugees as a result of their religious affiliation, such as the Hungarian Jews.

During one of the first phases of the Cold War the Austro-Yugoslav border became one of the most used for the flight from the countries of the East with harsh repressive interventions by the Yugoslav border guards, directing the migratory flow mainly to the Austrian region of Styria, which was under British occupation. In a second phase, following the deterioration of relations between Tito and Stalin after the break in June 1948 with the COMINFORM, the international body that brought together the various Communist Parties, Austria created humanitarian pathways to facilitate the arrival of Yugoslav refugees and providing them with work to avoid the need to qualify them as refugees.

Following the end of the Allied occupation of Austria, the government pursued a policy of general welcome towards those fleeing the Communist bloc countries, in particular, he immediately granted refugee status to all Hungarians who had left the country after the 1956 uprising, repressed by Red Army troops.

These first Hungarian migrations made it necessary to find accommodation for the incoming migrants. On the outskirts of Vienna, in the village of Traiskirchen, one of the first refugee camps was set up in the area of the former artillery barracks complex. However, it was soon realised that the facilities were completely unsuitable for residential use, as the signs of Soviet occupation were still evident and despite some punctual intervention of the Austrian Red Cross, they were unable to guarantee a decent reception. [19]

Some of the refugees who were housed in Traiskirchen at the time moved to live in 'Macondo', the barracks complex in the district of Simmering intended for the reception of refugees, obtaining flats in the area through the application procedures for recognition of their status. In contrast to the camp from which they had come, the refugees who had arrived in Vienna found more comfortable living conditions in the Viennese complex, also due to the limited size of the area and its scarce quantity of green spaces, which made the place like a small village in which they could build a new life. [20]

While refugees fleeing the Cold War from countries such as Poland, Hungary and Czechoslovakia were mostly temporary presences, using Austria exclusively as a transit point and then moving to other states in the following years, since the 1960s, Austria has initiated a programme of recruiting foreign workers, known as the "Raab-Olah Agreement", which has helped bring in a significant number of people from Turkey and Yugoslavia, with the intention of creating and maintaining a prosperous country through the use of underpaid labour compared to national standards. [21]

With the invasion of Czechoslovakia by Warsaw Pact troops in 1968, the Austrian government secured support for migrants despite the dissent of the Foreign Minister; therefore, the Austrian ambassador in Prague contravened the provisions given by Vienna, providing visas to Czechoslovakian citizens who wanted to enter Austria, thereby giving priority to humanitarian needs. Even without a visa, migrants always had the opportunity to apply for recognition of their refugee status.

19   Maximilian Graf and Sarah Knoll, 'In Transit or Asylum Seekers? Austria and the Cold War Refugees from the Communist Bloc', in Migration in Austria, ed. Günter Bischof, and Dirk Rupnow, vol. 26, Contemporary Austrian Studies (New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017), 91–111.

20   Sabine Ivankovits, «60 Jahre Macondo: Ein kleines Dorf für Flüchtlinge», MeinBezirk.at, 21 Oktober 2016, https://www.meinbezirk.at/innere-stadt/c-lokales/60-jahre-macondo-ein-kleines-dorf-fuer-fluechtlinge_a1893166.

21   Dirk Rupnow, 'The History and Memory of Migration in Post-War Austria: Current Trends and Future Challenges', in Migration in Austria, ed. Günter Bischof, and Dirk Rupnow, vol. 26, Contemporary Austrian Studies (New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017), 36–65.

Together with these situations of need, Austria has managed migratory flows linked to different circumstances, such as, for example, Polish refugees who left the country following the events linked to the rise and action of the Solidarność union in opposition to the communist government. In fact, since they are not politically persecuted refugees, there was a debate on the existence of the conditions to welcome them, which then resulted in the possibility of crossing the border to reach other European countries without the need for a visa. [22]

Alongside the considerations on external conditions that influence the migratory choices of certain populations, it is essential to analyse the type of migration as it will contribute to the evaluation of the strategies to be adopted in the reception of asylum seekers.

The Geneva Convention on Refugees is a legal reference document for the international protection of refugees, adopted on 28th July 1951, which represents the commitment signed by the international community to the people displaced by the vicissitudes mainly linked to the Second World War. Therefore, following the historical events of the following decades it became necessary to integrate the text with the New York Protocol of 1967.

On the basis of the 1951 United Nations Convention, refugees are defined as those who have applied for asylum in the country and having verified their condition, they are holders of a series of rights that include food, housing, health care, advice and monthly financial support, as well as citizens, and the right of non-refoulement, enshrined in Article 33 of the Convention itself.

The Convention has identified UNHCR (United Nations High Commissioner for Refugees) as the body responsible for coordinating worldwide refugee protection and assistance activities.[23]

The European Commission then outlined some fundamental criteria that Austria, like many other countries, has transposed into its legislation, including the definition of a common procedure among all the Member States, the guarantee of access to protection for those in situations of real need, the determination of responsibilities and support for solidarity, ensuring that this is consistent with other policies in place in the country.

In Austria, during the verification phase of the eligibility of asylum applications, people are accommodated in temporary reception centres, as they will then be distributed in the different Länder, as soon as the application is accepted. Facilities hosting asylum seekers can be operated either by public bodies, such as the administrations of the various federal states, or by private individuals, local organisations, NGOs or individuals providing private accommodation.

If the asylum application by refugees is rejected because it does not meet the requirements of the UN Convention, people are obliged to leave the country or apply for a renewable temporary residence permit. [24]

A widespread problem in Austria is the lack of a sense of belonging by certain categories of migrants, in particular by people from Turkey or the countries of the former Yugoslavia who arrived in the State through Social Partnership programs to hire foreign workers. This criticality is also related to the frequency with which the media and the municipality of Vienna celebrate the anniversary of the signing of treaties between the various states, highlighting the difference between Austrian citizens and foreigners, such as Turkish and Yugoslavian "guest workers", an event that took place under the motto "Gerufen und gekommen - (We) call and (they) came".

---

22   Graf and Knoll, 'In Transit or Asylum Seekers? Austria and the Cold War Refugees from the Communist Bloc'.
23   Assemblea Generale, 'Convenzione Di Ginevra Sui Rifugiati' (Conferenza di Plenipotenziari delle Nazioni Unite, Ginevra, 1951).
24   Anita Aigner, «Housing Entry Pathways of Refugees in Vienna, a City of Social Housing», Housing Studies 34, n. 5 (28 Maggio 2019): 779–803

Because of the numerous asylum applications that have been increasing since 1990, some political parties have proposed to limit the applications of refugees and to declare, in 2016, a state of emergency for the whole country. In addition, policies have been proposed to reduce the migration problem based on the Australian model that include the construction of detention camps on islands of neighbouring countries of the Pacific area, in an attempt to manage the waves of migration. [25]
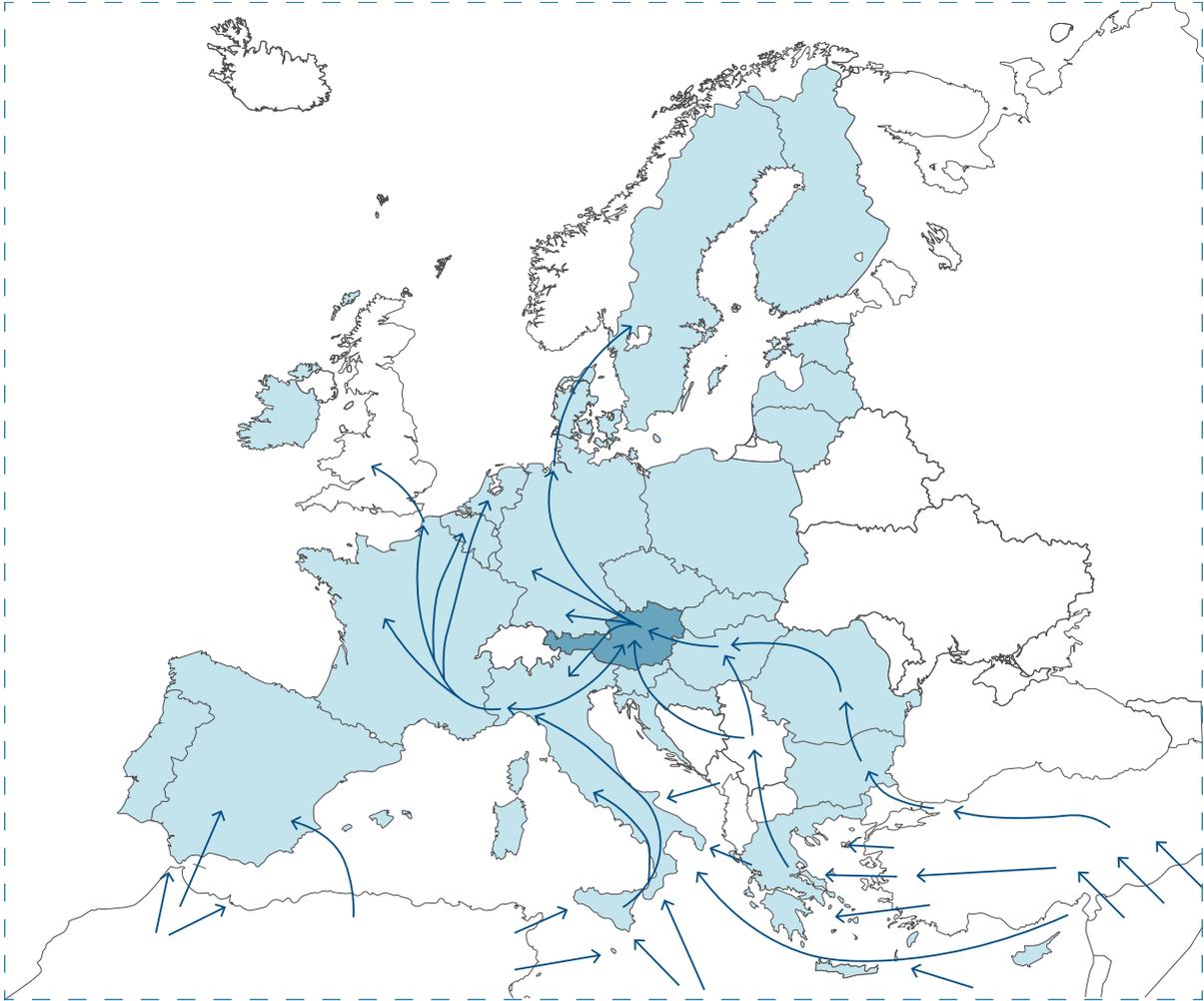
Figure 11: Migration waves between 2014 and 2016. Source: Author's own elaboration.

2.1 THE MANAGEMENT OF IMMIGRATION IN VIENNA

The Austrian capital is the city most subject to major demographic changes as a result of migration flows that bring numerous foreigners, including many refugees seeking asylum in Austria, to Vienna every year. In particular, following the disappearance of the Iron Curtain and entry into the European Union in 1995, there have been profound changes in Vienna's housing policies and many socio-demographic changes.

From being a model at European level for housing solutions for all, with important examples of social inclusion, in recent years Vienna has to develop new urban development strategies to manage the rapid growth of population. [26]

---

25   Bischof and Rupnow, Migration in Austria.
26   Yuri Kazepov e Roland Verwiebe, a c. di, Vienna: Still a Just City? Built Environment City Studies (New York, NY: Routledge, 2022).

Already in the past Vienna experienced a turnaround in its housing distribution system, in 1954 the national housing system was expanded with the introduction of housing subsidies. These subsidies about thirty years later, in 1989, were more widely entrusted to the individual Lander, allowing cities to have more money for urban renewal projects involving the construction of new housing units.

In the early 1990s, the increase in demand for housing following the arrival of refugees became more and more pronounced and the Austrian government of the time introduced new fixed-term contracts to increase the number of available housing units.[27]

Between 2004 and 2019 the population grew by 17.8% and the peak occurred in correspondence with the migration flows of 2015, during which the refugees came mostly from Afghanistan and the Middle East and for a year there was the so-called "Refugee Crisis". In 2019, in addition to a growing number of asylum seekers of Afghan origin, several requests came from Syrians, Iraqis, Iranians, Somalis, Russians and Chechens. Annually, about 40% of migrants stop in Vienna, as it is believed that it is easier to find housing and can offer more opportunities. [28]

Vienna is the city with the highest percentage of people staying in private homes compared to other Austrian cities, which instead tend to accommodate asylum seekers in public apartments, despite the fact that access to contracts in the private sector is increasingly less accessible to poor and low-income households, as the housing market has continued to show resistance to liberalisation trends.

About 45% of Vienna's housing units belong to social housing projects developed over the years by the local government, traditionally aimed at needy people, to date, they are also not intended for incoming refugees with new migratory flows as these people have limited financial resources, especially during their first year in Austria.

Despite the fact that refugees are entitled to receive an accommodation because they have been granted refugee status, they often face bureaucratic difficulties in distributing social housing to several applicants from different social categories. In order to obtain an apartment provided by the City of Vienna, it is necessary to meet certain requirements, including having lived continuously in the city for a minimum period of two years. Following a change in the allocation policies, the municipality now prefers the distribution of housing to people that will reside for a prolonged period in Vienna and asking for the payment of a deposit for the apartment, penalising the access of refugees to these homes and to those people with economic difficulties. [29]

These municipal realities provide a solution to the housing problem of many people but ignore those who have just obtained refugee status and are ready to leave the facilities provided by the associations. While Vienna plays an exemplary role among the European metropolises in managing the housing issue among refugees, on the other hand it fails to adequately manage the pressure caused by the increasing migratory flows, which make it necessary to strike a balance between reception and building policies aimed at the construction of new residential complexes of value, creating instability in the real estate market. [30]

To solve this problem, the Land of the capital is one of four that provides higher financial support to people who have been granted refugee status and therefore benefit from subsidiary protection. So far, the city provides subsidized loans for the payment of the advance of social apartments, due to the growing demand for housing and economic support. Despite the implementation of these policies, the social gap caused by these housing distribution strategies has not been bridged and has led to slow-

27   Michael Friesenecker e Yuri Kazepov, «Housing Vienna: The Socio-Spatial Effects of Inclusionary and Exclusionary Mechanisms of Housing Provision», Social Inclusion 9, n. 2 (13 Maggio 2021): 77–90

28   Josef Kohlbacher, 'Frustrating Beginnings: How Social Ties Compensate Housing Integration Barriers for Afghan Refugees in Vienna', Urban Planning 5, no. 3 (28 July 2020): 127–37

29   Aigner, 'Housing Entry Pathways of Refugees in Vienna, a City of Social Housing'.

30   Kohlbacher, 'Frustrating Beginnings'.

downs in the allocation of housing, with waiting times always increasing.

With the intention of managing better the migratory flows involving Vienna, the local government of the city works in close contact with laically and ecclesiastical organizations that take care of the welfare of refugees, such as Caritas or Diakonie, as well as organisations or public actors such as the Vienna Social Fund (FSW, Fonds Soziales Wien). Caritas is the main association of assistance, often it is the first contact between asylum seekers and the municipality of Vienna, which has established a public office of social assistance that finances the centre for asylum. [31]

Despite the policies of reception and integration of refugees, there is a widespread tendency to move away from Austrian migration history, especially when it directly involves Vienna, in an attempt to deny choices made in the past, that continue to have effects in the present.

Thomas Angerer, a lecturer at the University of Vienna, says that the lack of awareness of recent migration history has almost led to the closure of borders and the emergence of debates that have contributed to the "anti-foreign referendum" proposed in the early 1990s by the FPÖ party, Freiheitliche Partei Österreichs - Austrian Freedom Party, which proposed an integration of the Constitution with an article stating that Austria is not an immigration country.[32]

It is necessary that the Austrian migration history becomes public knowledge, to make known the past of migrants and be able to represent the value of diversity in a changing society.

Up to the present time, the goal of the municipality of Vienna is to continue to be a European model, with quality responses to the cyclical housing problem. Guided by principles of equity, understood as "the distribution of both material and non-material benefits derived from public policies", the STEP 2025 urban development plan proposes the implementation of "efficient infrastructure, better municipal services and, above all, affordable housing".[33]

2.2 THE REALITIES PRESENT IN THE TERRITORY: SETTLEMENT'S ADMINISTRATION

The territory of Macondo over the years has seen a progressive change, through the re-functionalization of barracks in residential complexes for refugees arriving in the capital.

The first agreement to start the project took place in 1957 between the UNHCR and the Federal Ministry for Posts, establishing the rules for the conversion of the four barracks, which were redesigned in the following two years.

In addition to the construction of housing units built with funding provided by the United Nations Refugee Fund (UNREF), the project included a new building with twenty-two apartments built thanks to the contribution of the Swedish humanitarian organization Rädda Barnen, a charity born on the English model of Save the Children with the aim of helping children in need.

Initially the management of the residential complex was entrusted to the Federal Administration of Building II in Vienna and, later, to the Ministry of the Interior, while the administration of rental income was left to the Austrian Refugee Fund of the United Nations, now known as the Austrian Integration Fund (Österreichischer Integrationsfonds, ÖIF).

---

31   Aigner, 'Housing Entry Pathways of Refugees in Vienna, a City of Social Housing'.
32   Rupnow, 'The History and Memory of Migration in Post-War Austria: Current Trends and Future Challenges'.
33   Kazepov and Verwiebe, Vienna.

In the seventies the area of Macondo experienced a series of significant changes, in 1972 the apartments in the bungalow buildings were built and they were completed only in 1975.

In 1974 a third of the area was sold and given the large size of the building land, the shopping centre Huma was built, while on the existing buildings were realized a series of structural consolidation.

The apartments of the former barracks were managed by an Austrian real estate company, BUGOW, until 2009 and are currently owned by BIG; half of these residential units were leased indefinitely on the basis of leases made at the arrival of the first wave of migration, while the remaining housing is operated by Diakonie, renting them for temporary use for a maximum period of three years to persons who have been granted refugee status.

The three multi-storey residential buildings are rented out by the Austrian Refugee Integration Fund for recognised refugees with certain requirements, such as A1 level knowledge of the German language and economic availability to guarantee rent, which must result from a non-profit-making activity. [34]

Since 2007 in Macondo there are many public and private entities, which support refugees living in the area.

In this period two artists of CABULA6, an international company that organizes and produces shows and films, have prepared a container in which the inhabitants could meet for concerts and evenings of outdoor cinema, as well as providing the opportunity to participate in artistic activities in the settlement, still visible. The positive outcome of this confrontation between the artists and the population was partly due to the used approach; in fact, the group moved to live in the settlement for a year, being accepted as new residents and members of the community.

Given the success of the community activities proposed within the main project known as 'Life on Earth', a shared vegetable garden was continued with the support of the Gartenpolylog association. The garden's contribution to the community was not only one of sustenance, but by involving more people to collaborate in the realisation of a common goal, it allowed new bonds to be established and consolidated between the members of the group.[35]

The projects carried out were aimed at helping to improve a place that needed help in solving social problems within and outside the resident community. The result obtained was satisfactory and can be considered a model applicable to similar realities, living with difficult situations in the multicultural Austrian society.[36]

After the positive experience in Macondo, the CABULA6 company tried to propose to UNESCO that it be recognised as a world cultural heritage site, also appealing to the author of 'One Hundred Years of Solitude' for his patronage. The proposal went no further, in fact, due to the writer's health condition, the paperwork for recognition was not pursued.[37]

34   Grasl-Akkilic, Schober, and Wonisch, Aspekte der österreichischen Migrationsgeschichte.
35   Heidi Pretterhofer and Dieter Spath, 'Macondo -- eine andere Weltausstellung', Architektur Steiermark, 10 April 2010, http://www.gat.st/news/macondo-eine-andere-weltausstellung.
36   'Macondo', Nachbarschaftsgarten Macondo, accessed 3 September 2022, http://nachbarschaftsgartenmacondo.blogspot.com/p/macondo.html.
37   Maddy French, «Macondo: Austria's Refugee Reality in Microcosm», Newspaper, Equal Times, 15 September 2015, https://www.equaltimes.org/macondo-austria-s-refugee-reality?lang=en.

2.3 THE ROLE OF "ARCHITEKTUR OHNE GRENZEN" AND "DIAKONIE"

Architecture without borders, in German "Architektur ohne grenzen", is an international non-profit organization that in Austria is based in Vienna and is part of the French network "Architecture sans Frontieres International", founded in France in 1979.

AoG's objective is to combat social and environmental injustices by improving the quality of life of disadvantaged people through the use of architectural projects, regardless of political, religious or ethnic reasons.

Collaborating closely with future users, they wanted to develop a project in which people can identify at a social and cultural level.

Architektur ohne Grenzen, in collaboration with Diakonie, in 2016 launched a project to redevelop the common public space of the Macondo settlement, which plays an important role for the resident community but has long been neglected.

In January, members of the organization began to cooperate with residents and collectively develop the stages of planning and construction.[38]

Figure 12: Participative Process developed with the residents of Macondo. Source: http://www.arch-og.at/project/macondo/

The first idea born from the comparison with the people belonging to the refugee community settled in the area was to design "Macondoplatz" in a place that at the time of the proposal was unused and that could become the suitable place to meet and spend time outdoors.

At first Architektur Ohne Grenzen actively involved the residents through workshops in which proposals and ideas were collected, including creating a community garden, a multifunctional room and the creation of a common space where they could confront each other or exchange information, also with the aim of drawing closer to cultures other than European ones and establishing a relationship of mutual trust. Later they invited people to participate in the construction of the project, teaching those interested in how to repair fences and build DIY furniture, the latter were then inserted in 2017 at Macondoplatz.

The meeting between AoG and residents highlighted the need to have more freedom for certain categories of people, especially women, and the need to also represent the needs of those groups that are weaker within the community. [39]

---

38   (Architektur Ohne Grenzen Austria s.d.)
39   Bernhard Brus, 'Macondo', Architektur ohne Grenzen. Austria., accessed 5 August 2022, http://www.arch-og.at/project/macondo/.

Figure 13: Laboratory activities with the residents of Macondo. Source: http://www.arch-og.at/project/macondo/

Diakonie is an association of Protestant churches that works at the socio-political level to help and support people in inconvenient situations, as well as supporting them in the struggle for rights.

Since 2013 in Macondo there is an office for the integration of refugees of the Diakonie association. In addition to giving direct support to the community, it provides services such as German courses for residents and help with the training of children, funded by the Migration and Integration Asylum Fund (AMIF), the Federal Ministry for Europe and the Municipal Department 17 of the City of Vienna. [40]

Performing the role of social worker, the members of the Diakonie association frequently interact with the inhabitants of Macondo, observing the social dynamics between the various groups. Generally, the community tends to behave according to unwritten rules, welcoming new refugees, helping the latest arrivals to settle in, feeling bound by a common history and experiences.
Diakonie has been working for years to stimulate the district and national administrations to define a project for the area, so that the current degraded condition of Macondo can be resolved without obtaining incompatible results, as has happened in the past.[41]

40   Grasl-Akkilic, Schober, and Wonisch, Aspekte der österreichischen Migrationsgeschichte.
41   French, 'Macondo: Austria's Refugee Reality in Microcosm'.

3.

THE PARTICIPATIVE PROJECT

In the past, following the frequent migration phenomena of the 20th century, there was a general tendency to distinguish what was strictly related to Austrian culture and its territory from what was considered external and different. This discriminatory tendency was reflected both in the management of asylum seekers, who were often relegated to suburban neighbourhoods, and from a social point of view, by excluding these individuals through methods of cultural annihilation, effectively making them invisible, and terrorising them with violence. [42]

This is the context in which anthropological research takes place, currently studying problems related to the concept of the 'other', analysed in relation to a system of differences in geographical, political or economic terms.

At this stage of the study, it becomes clear that the 'different' should not appear exclusively as a frontier to be knocked down but should be recognised and valued both socially and in urban terms, where it is not difficult to find different forms of social exclusion.

In this regard, the French anthropologist and philosopher Marc Augé addresses the difference between the concepts of 'frontier' and 'barrier' in his 1992 essay 'Non places':

> *"The concept of border marks the minimum distance that should exist between individuals for them to be free to communicate with each other as they wish. Language is not an insuperable barrier; it is a border. [...] A border is not a wall that prohibits passage, but a threshold that invites passage."* [43]

These reflections help us to understand that anthropological research aims to investigate and interpret the concept of the 'other' at various spatial and social levels, helping to define the notion of 'place' in relation to its connection with the surrounding context, helping people to better observe the reality in front of them and being able to design this space.

It deals with the subject of non-places, intended by Augé as spaces constituted by relationships with specific purposes - such as transport or transit - that also define the relationship between the individual and the space itself, based on a "solitary contractuality" built on common feelings of loneliness and similarity. Indeed, the anthropologist believes that the user of the non-place has only an individual contractual relationship with the space, which must be respected.

This is why refugee camps are non-places, representing a double negation of identity.

The first when the foreigner migrates to a country he does not know and finds himself in the anonymity of a space, alone, on a journey to accomplish something unrealisable. The second denial of identity is due to the transitory nature of the refugee camp, in which migrants should remain only for a limited period of time and in which refugees can blend into the general anonymity after providing proof of identity and, in fact, signing the contract to stay in that space.

In relation to poverty and social exclusion, community cohesiveness has emerged as a prominent concept in the discourse on multiculturalism, right-wing politics, and migration, in order to establish neighbourhoods and settlements in which individuals "live differently" or "have the opportunity to be different and yet be able to live together". Problematizing social cohesiveness brings light to the threat of urban disorder inherent in the modernization of capitalist societies based on class cleavages and the ongoing change of financial growth and corresponding resources.

Vienna has become increasingly varied as a result of migration and a liberal trend, and it remains a bustling city not only for tourists but also for the majority of its residents.

---

42   Bischof and Rupnow, Migration in Austria.
43   Marc Augé, Nonluoghi, trans. Dominique Rolland and Carlo Milani (Milano: elèuthera, 2020).

Social cohesiveness must be re-problematized by taking into account a wide range of processes and results, causes and consequences pertaining to the lives of urban residents. [44]

Despite recent changes in the political landscape, the City of Vienna has frequently been described as a 'Weberian-style administration,' with a 'corporatist,' 'top-down' governance structure.[45]

Weber, a German sociologist, claimed that as life became more complicated, citizens' demands for government services would rise. As a result, the Weberian vision of bureaucracy was hierarchically organised and regulated by formal rules.

In addition, logical thinking would be applied to solve difficulties in order to establish a system for controlling and completing repeated operations that needed minimal or no choice, imposing organization and efficiency.

Also for this reason participatory policies have been carried out in an environment controlled by the continuing legacy of a vertical policy-making approach originating in Red Vienna, that is the period between the last years of 19th century and the beginning of 20th century in which Socialist Democratic Party developed policies for affordable housing for all that people who were coming to Vienna, and strengthened in the post-war years. As a result, non-symbolic public participation in decision-making appears to play a minor role in Viennese governance.

Most of the urban decision-making growth has frequently been conceived and implemented centrally, with a limited power assigned to private actors for community governance. For this reason, the municipal administration has steadily established procedures to engage residents in policy creation and discussion, particularly in small-scale planning, since the 1970s, when a shifting toward the functionalist planning style of the previous period became fundamental for the municipality, particularly concentrated on car-centric urban growth. Bottom-up initiatives by workers' movements in opposition to the functionalist urban plans caused heated discussion and has been limited or sometimes, even repressed.

Since then, the urban transformation and the welfare management of the city are promoted from a perspective bottom-up, in order to improve the lack due to the public actor, developing a Viennese model of policies to refer to. It wanted to establish an institutional place for public-private citizen collaboration, focused on horizontal collaboration between planning groups and public administration.

In this framework, landlords and private owners were integrated into the design process as the municipal administration began to use innovative participatory measures to widen public engagement in urban regeneration initiatives.

The Vienna Building Code, the Old City Protection Act in 1972, and the Urban Renewal Act in 1974 were then used to institutionalise participatory planning. This was done not simply to provide local issues and challenges more available to plan officials, but also to restore the city's dwindling public faith in its urban development initiatives.

Following the decentralisation phase in the late 1980s, a new style of direct public engagement at the district level has been created, which increased the local community's right of codetermination within the districts' area of jurisdiction.[46]

In the 1990s a reorganisation in participatory instruments for urban planning took place, with the

---

44   Andreas Novy, 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna', European Urban and Regional Studies 18, no. 3 (July 2011): 239–53

45   Byeongsun Ahn and Elisabetta Mocca, 'Unlocking the Door of the City Hall. Vienna's Participatory Shift in Urban Development Policy.', in Vienna; Still a Just City?, ed. Yuri Kazepov and Roland Verwiebe, Built Environment City Studies (New York, NY: Routledge, 2022).

46   Ahn and Mocca, 'Vienna'.

European Union's 'First Cohesion Report' acknowledged that promoting social cohesion needed reducing gaps caused by uneven access to economic opportunities and financial incentives; cohesiveness was related primarily to the geographical component.[47]

As increasing urban difficulties prompted a reorganisation of the last generation's planning policies, a major shift of participatory urban government emerged. In this period the Viennese Model evolved into a variety of urban renewal and expansion plans that included financial growth to be one of the key policy priorities in order to increase its cultural, technical, and economic appeal in the face of increasing rivalry among cities. [48]

In contrast to overall result, it was necessary to promote public participation in small-scale urban development, which would allow the community members to be included into the whole design process through some broad diversity of participative possibilities. Alongside this, the municipal government underwent additional reorganisation. The old local council was split into districts, and public corporations like the Vienna Land Procurement and Urban Renewal Fund gained full authority over land acquisition and planning management.

Although innovations in terms of bottom-up participation in urban regeneration can be considered limited, the Office for Urban Renewal has remained the main facilitator of public dialogue between public and private stakeholders, whose acknowledgment and involvement in the planning phase is typically confined to the local scale, in the neighbourhood renewal process. Playing this role of mediator between the parties, the office is developing both bottom-up and top-down participatory projects in urban planning considering that the direct public engagement in wider urban concerns is constantly hampered by the current political and economic framework.[49]

Because social policy was reduced to a functional purpose to enhance and preserve competitiveness, social cohesion became part of the Lisbon Agenda in 2000. This meant bringing more and better employment to cities, as well as boosting the employability of individuals looking for a job; only integrated area development, where it was expressly intended to promote cohesiveness at the local level, has tried out novel participatory and democratic governance models.

Local Agenda (LA) 21, which sprang from the Aalborg Charter of 1994 and the United Nations Conference on Environment and Development in Rio in 1992, has been a cutting-edge policy tool to organise local initiatives for global sustainability. LA 21 promoted a positive culture of mediation and arbitration by mobilising inhabitants and voicing their concerns, resulting in adjustments of the real estate project as well as more democratic procedures under Viennese planning rules.

Local Agenda was expanded to additional districts beginning in 2002, with a new, more centralised organisational structure in accordance with New Public Management.[50]

Nowadays, the wide range of Do-It-Yourself projects encouraged by the Urban Renewal Office, such as urban gardening, food networks, and repair activities, highlights the importance of self-organization in district-scale urban development.[51]

At the moment is really common that places removed from economic and social dynamics, with a past of local and spatial fragmentation behind them, suffer a worsening of territorial conditions due to a lack of development policies.

---

47   Novy, 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna'.
48   Ahn and Mocca, 'Vienna'.
49   Kazepov and Verwiebe, Vienna.
50   Novy, 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna'.
51   Kazepov and Verwiebe, Vienna.
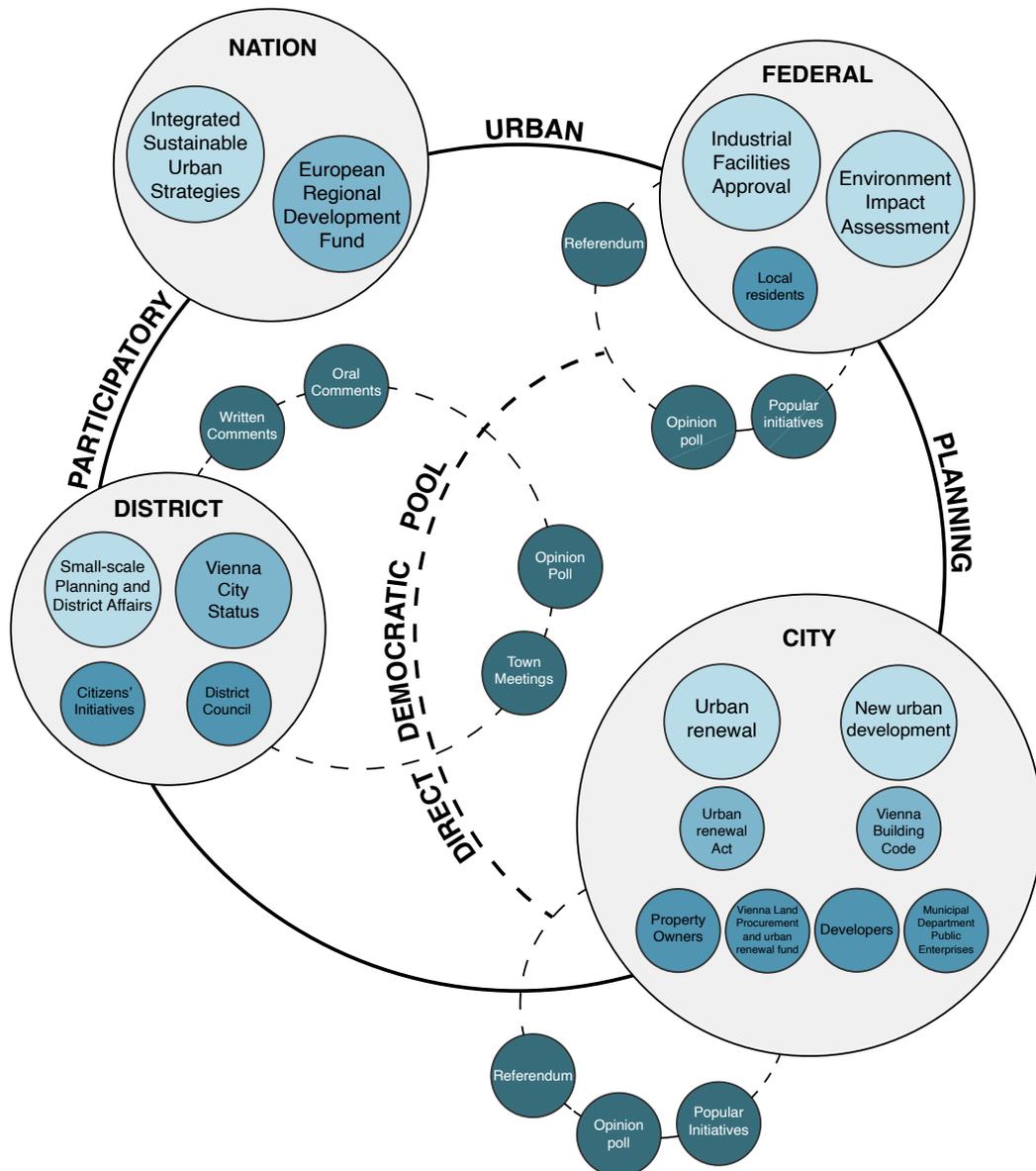
Figure 14: Institutional pathways to formal participation in urban development in Vienna. Source: Kazepov and Verwiebe (2022) – Author's own elaboration.

Like many large cities, Vienna has ethnic, cultural, religious, social and economic diversities that are sometimes regarded as borders within a highly diverse urban fabric in which one can also find what Moulaert refers to as "disintegrated areas" that can be transformed through a revitalisation of the place. [52]

The fundamental issue confronting (re)development in disadvantaged neighbourhoods, referred to as "disintegrated zones," is dissolution and fragmentation of the many subsystems of local society as well as socio-economic activity, environment and politics.

For redevelopment strategies in decayed areas, there are particular problems with a wide range of policy and action domains and objectives, dispersion of agents and actions, conflicting strategic logic, limited weight given to the needs of the most vulnerable, and underestimation of the power of "local potential." [53]

---

52   Diana MacCallum and Serena Vicari Haddock, Social Innovation and Territorial Development, ed. Frank Moulaert, 0 ed. (Routledge, 2016)

53   Jacques Nussbaumer and Frank Moulaert, 'Integrated Area Development and Social Innovation in European Cities: A Cultural Focus', City 8, no. 2 (July 2004): 249–57.

Together with social innovation there is the topic of Integrated Area Development, also known as IAD, which from a sociological point of view provides innovative proposal in the process of territorial development. It is based on satisfaction of basic human needs, considering both the problematic linked to alienation, deprivation and fragmentation of a territory as well as the new goals for the future. [54]

The analytical framework for studying the role of local development in the fight against social exclusion inside the European Union was Integrated Area Development (IAD). Its strategy is founded on the premise that any development should take into consideration a community's history, which is recreated by examining the nature and reasons of local socioeconomic breakdown, as well as the possibility of recovery.[55]

3.1 WHAT IS A PARTICIPATORY PROJECT?

Nowadays social innovation is becoming one of the pillars of urban regeneration, increasingly specific to individual case studies since it is defined as a new effective and sustainable way to solve a public problem through social collaboration.

The French sociologist Durkheim already talked about social innovation in 1893, when he explained the importance of dividing the labour with a criterion based on social regulation in order to obtain a technical change, which can be understood only with the comprehension of the changing in the social order.[56]

Innovation is defined as "social" for its role in defining a positive outcome for the entire society and it is the product of the contribute of the classical knowledge provided by social sciences and the tools given by the fields of architecture, urbanism and design, that play a relevant role in the generating process as well as for their ability in problem solving.[57] Social innovation is able to transform spatial relations and improve the management in goods allocation with the aim of satisfying people's needs; for this reason there is a strong exclusive relationship between a specific place and social innovation.

In 2002 Mumford, American sociologist and philosopher, defined social innovation as:

"The emergence and implementation of new ideas about how people should organize interpersonal activities, or social interactions, to meet one or more common goals. As with other forms of innovation, results produced by social innovation may vary with regard to breadth and impact." [58]

When we talk about the social participation in the development of a project, we usually refer to different types of models and Sanders talks about the "expert" and "participatory" modes.

The first method is based on research developed by the architect or the individual involved in the project, trying to identify the problems and the context from the description of people who live or frequent the project's area. Once that the expert has all the collected material and it provides the sufficient knowledge for the development of the study, it is possible to go on with the elaboration of different

---

54   MacCallum and Haddock, Social Innovation and Territorial Development.
55   Nussbaumer and Moulaert, 'Integrated Area Development and Social Innovation in European Cities'.
56   MacCallum and Haddock, Social Innovation and Territorial Development.
57   Karine Freire, Gustavo Borba, e Luisa Diebold, «Participatory Design as an Approach to Social Innovation», Design Philosophy Papers 9, n. 3 (November 2011): 235–250
58   MacCallum and Haddock, Social Innovation and Territorial Development.

solutions to the social problems highlighted in the previous phase of the process.

The model known as "participatory" involves experts and inhabitants with different roles in the development of the process since the architect or other technicians do not work alone in the definition of the solutions to the problems presented by the residents but they cooperate during the entire work, from the identification of the problematic to the implementation of the resolutions.[59]

Moulaert, McCallum and Hillier presented to the European Commission a brief explanation of the dynamics that characterize social innovation. First of all, we have to consider three dimensions involved; the satisfaction of human needs concerning housing problems and the local context including affordability and quality of the accommodation, the engagement and mobilisation of beneficiaries that identify solutions to their problems and, last but not least the transformation of social relations and empowerment that consider the possibility of a change in the relationship between actors and stakeholders. [60]

From an architectural point of view the principal aim of the application of strategies for the development of projects through a community's contribution is the willingness of providing structures with a better quality of life and services in a user orientation.[61]

In the international sphere, the UN Agenda for Sustainable Development (2030) has promoted a bottom-up inclusion to provide an inclusive society that is able to reach goals such as the sustainable development of the cities, the justice for all people, a more inclusive institution and the promotion of democracy, thanks to this continuous communication that encourages an exchange of ideas for the achievement of a common social interest.

Social dynamics, which are at the centre of "community-relevant" development plans, are given an external role that frequently causes redevelopment and regeneration attempts to fail. Social innovation is the force behind failed locations along the lines of an IAD project.

Indeed, it can be affirmed that IAD-based projects are particularly useful as promoters of social innovation within neighbourhoods deemed 'disintegrated areas' for two reasons: from a sociological standpoint, it refers to innovation in interpersonal and intergroup interactions as opposed to technical innovation, as described by Max Weber. An important part of the innovation of social relations is the organisation of underprivileged groups, the creation of communication channels between privileged and underprivileged citizens in urban society, and the development of grassroots democracy at the local level (neighbourhoods, small communities, groups of the homeless, long-term unemployed). The second reason can be found in the idea of social work as well as social economy.

The difficulty in this situation is meeting the fundamental requirements of sections of citizens who are denied a minimal level of living, housing, access to a good education, and the advantages of the information society. The combination of both emphasises the need of developing bottom-up frameworks for participation, decision-making, and production.

The empowering of citizens who are denied their most fundamental material, social, and political rights is the foundation for the mobilisation of political forces that will permit integrated growth.[62]

---

59   Freire, Borba, and Diebold, 'Participatory Design as an Approach to Social Innovation'.
60   Ernst Gruber and Richard Lang, 'Collaborative Housing Models in Vienna through the Lens of Social Innovation', in Affordable Housing Governance and Finance: Innovations, Partnerships and Comparative Perspectives, ed. Gerard van Bortel et al., 1st ed. (Abingdon, Oxon ; New York, NY : Routledge, 2019. |: Routledge, 2018), 17.
61   Benjamin Stelzle e Jörg Rainer Noennig, «A Method for the Assessment of Public Participation in Urban Development», Urban Development Issues 61, n. 1 (12 April 2019): 33–40
62   Nussbaumer and Moulaert, 'Integrated Area Development and Social Innovation in European Cities'.

3.2 STRATEGIES FOR ENGAGING USERS

Following the development of projects involving the inhabitants of the various communities making up the Viennese districts, it was observed that active and successful interaction and participation decreased the probability of tension across various residential communities. [63]

In all of Europe there is a growing number of urban development projects that are involving citizens in order to collect their knowledge and provide a better result.

In the design phase in which members of a community actively participate, it is of fundamental importance to identify the methodologies and tools functional to the involvement of citizens. This is because it is possible to obtain different results if the neighbourhood is new or existing, obtaining a significant contribution to the design, considering aspects usually considered secondary such as the perception of the space and how they can relate to other participants.[64]

The absence of communication in neighbourhood development projects has frequently been one of the primary reasons for their failure since communication is an important component of culture and plays a significant role in social dynamics.[65]

Various methods of control and moderation have been developed to guide groups from a social point of view in order to be able to achieve relevant results in limited periods of time. Considering that there are different lifestyles and usually also different cultures within a community, there can be a wide range of responses to a topic.

This is reflected in the strategies developed over the years and in those that are most widely used as they are able to simulate and make best use of the diversity that characterises the community; as the *Open Space Technology*, the *World Café* and the *Future Search Conference*. There are also other methods for developing answers to problems by focusing the participants' attention on several aspects that make up the problem, evaluating it through broader perspectives. These comparisons between the people involved usually result from the application of strategies known as *Circular Dialogue*, *Fishbowl and Open Chair*.[66]

These different types of strategies to involve people into the participation process for the development of a project are pretty different between them; since the purpose of the meeting can be different, the category of people that we want to involve can consider a wide range of ages or can be specific for young or old. There are other variables that influence the choice of a participatory method, such as the number of people to be involved, whether there are some kind of conflicts between them and the relationship the community has with the project site.

Furthermore, in relation to the purpose of the meeting there will be diverse question to answer, topic to develop and goal that the team want to achieve. Given the objective of the meeting and defined the social group to be addressed, it is necessary to identify a suitable place for the meeting and set its duration so that people can concentrate on a particular topic for a limited period of time or, conversely, work in groups without a fixed time, presenting conclusions as soon as they feel there are no more topics to develop.
In general, during each meeting it is important to clarify the purpose of the meeting and to put the participants at ease, so that people feel involved and feel free to talk.

---

63   Ahn and Mocca, 'Vienna'.
64   Leo Baumfeld and Petra Plicka, Großgruppeninterventionen - Das Praxisbuch (Wien: ÖAR-Regionalberatung GmbH, 2005).
65   Nussbaumer and Moulaert, 'Integrated Area Development and Social Innovation in European Cities'.
66   Baumfeld and Plicka, Großgruppeninterventionen.

Today, the debate over involvement includes Not-In-My-Backyard[67] definitions as well as the value of the so-called "decide-announce-defend" (DAD) paradigm, where the public is simply informed of the conclusions reached by "learned professionals," project developers, or the government. There is proof that the DAD model frequently causes social problems, project delays, and even project cancellations. Integrating individual viewpoints with societal norms can increase the legitimacy of decision-making and boost confidence. [68]

OFFLINE
Citizen information Event
Fishbowl - Open chair
Assessment procedure
Citizen Consultation-hour
Press release
Votings
Citizen Panel
Circular Dialogue
Activating Interview
Future conference
Citizen exhibition
City Walks
Planning Workshops
Scenario Technology
Agenda Conference
World Café
Open Space Conference
Consensus Conference
Mediation
Charrette procedure

METHODOLOGY

Information

Project optimization

Gathering feedback

Better cooperation

Resolving conflicts

Co-design

Developing visions

OBJECTIVES

ONLINE
Civil Forum
Issue mapping
Chat procedures
Blogs
Press release
Social Media
Project websites
Mailing / Newsletter
Participatory budgeting
Planning for real
Citizen Idea - Contest
Crowdsourcing platforms (interactive)

Figure 15: Participation methods and their objectives. Source: Stelzle and Noenning (2019) - Author's own elaboration

---

67   "Not-In-My-Backyard", known with the acronym "NIMBY", is a term used in the 1980s to describe people who are opposed to hosting works of public interest on private property even if they occasionally acknowledge its social merit. – Giuliana De Luca, 'NIMBY, effetto', in Treccani, Dizionario di Economia e Finanza, 2012, https://www.treccani.it/enciclopedia/effetto-nimby_%28Dizionario-di-Economia-e-Finanza%29/.
68   Nadejda Komendantova and Wolfgang Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.' (Vienna: Institute for Real Estate, Construction and Housing Ltd., August 2019).

Even if architects and urban planners can use a wide range of methods and tools for engaging citizens in the collective designing process, sometimes they can find it really difficult to have a clear dialogue with communities because of the different nature of communication between the stakeholders involved in the project. It has been observed that the most successful urban regeneration projects from a social integration point of view are those developed within a context of functional and effective communication between the various stakeholders.

In order to help technicians to find the correct methodology to apply during this important phase the H2020 U_CODE Urban Collective Design Environment Project has been developed. It is based on the literature' state of art, which wants to be a co-design framework and participation platform for urban development, as well as to give a clear procedural guide to all stakeholders, planners, citizens and governments. The aim of the research was to elaborate a database containing more than seventy different methods, with a clear explanation of the differences among these strategies in order to compare them and let the planners to identify the most suitable approach for the case study. [69]

From the publications of the literature, a list of prospective civic engagement objectives has been identified to promote the development of the database. These objectives include greater collaboration, vision creation, collection of information, project optimization, and resolution of conflicts.
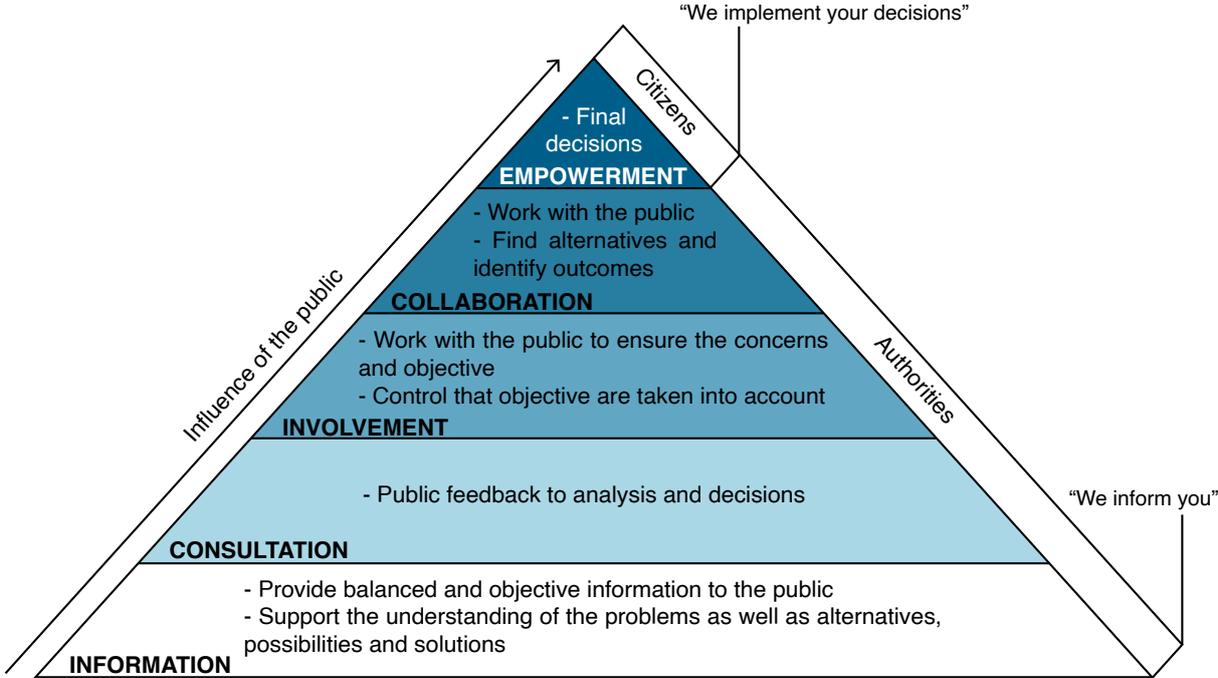

Figure 16: Ladder of citizen participation. Source: Stelzle and Noenning (2019) – Author's own elaboration.

To begin with, even the most fundamental needs have a social component. In addition to the need for a basic income, resources, and shelter, they include the need for expression, creativity, community, and self-determination. Secondly, we should emphasise the link between political and social movements: political empowerment is required for social empowerment.

The overarching goal of empowerment is individual engagement and self-determination through alternative growth, intended to be based on the satisfying of fundamental needs, economic and social mobilisation, and political dynamics that allow the formation of enabling institutions.[70]

---

69   Stelzle and Noennig, 'A Method for the Assessment of Public Participation in Urban Development'.
70   Nussbaumer and Moulaert, 'Integrated Area Development and Social Innovation in European Cities'.

3.3 PARTICIPATIVE PRACTICES IN URBAN DEVELOPMENT

The participatory initiative is put out as a declaration of intent to consider cities more in terms of the uneven and complicated social interactions that influence not only how a city is used, but also how it is formed and configured, as well as how its residents interact and speak with one another.[71]

There are many different local development approaches, according to recent study on municipalities conducted by the European Commission. This observation revealed that there are a variety of alternative principles (satisfaction of basic needs, direct democracy for citizens and groups of excluded citizens, application of self-management and self-production), as well as principles from various urban planning traditions, along with common development such as pure economic growth, large-scale physical planning projects, deregulation of real estate and labour markets (Master Plan, Strategic Plan, Integrated Planning).[72]

For this reason, one may argue that city planning models are dualistic. On the one side, there is the strategic framework provided by the cities' overall vision, as well as their public policies for social, economic, urban, and cultural development, the scope of which extends beyond the local environment, and the decisions that, based on such vision, affect the form and organisation of the city. A second model, on the other side, is associated with new emerging strategies that attempt to unlink dependency from traditional agents, paving the way for more localised and adapted experiences, not only in terms of interaction between political entities and local agents, but also between the social and urban resources of the contexts to which they belong.[73]

This phenomenon has led to a deepening of some issues related to social innovation and urban development, such as the topic of top-down or bottom-up planning strategy that open a wide range of argument that should be investigated.

One of the most relevant questions that can easily rise is if top-down and bottom-up are actually antonyms, representing two different contrary approach and if we can simplify these complex structures with a simplistic etymological. Another interesting issue is whether these participatory strategies are actually functional in urban planning.

Peripheries are multiple but fragile areas where two groups coexist: those who are already marginalised and often a poor middle class. In this environment, marginalised populations are not encouraged to inhabit such spaces and are frequently intentionally refused entrance, based on an unseen segregation.
In order to support local populations in the re-appropriation of their spaces, there has recently been an increase in interest in this new participatory approach through artistic and cultural interventions in urban space, with attempts to incorporate it into the practice of strategic urban planning, particularly in post-industrial cities where the risk of local communities becoming impoverished is more significant and where there is a greater demand for new workable approaches to socio-economic growth.[74]

As we have seen in the example given by the artistic project provided by the artists of CABULA6 developed in the area of Macondo, presented in the previous chapter, these kinds of activities could improve the sense of community involving habitants but, in the end, they are not enough to contribute to a re-appropriation of the suburbs. The use of artistic and cultural activities are useful only in a framework

---

71   Samuel Esteban Padilla Llano, 'From the Urban Project to the Participative Public Space Project: A Historical Approach.', MÓDULO ARQUITECTURA CUC 24 (11 April 2020): 67–82.
72   Nussbaumer and Moulaert, 'Integrated Area Development and Social Innovation in European Cities'.
73   Padilla Llano, 'From the Urban Project to the Participative Public Space Project'.
74   Pier Luigi Sacco et al., 'Two Versions of Heterotopia: The Role of Art Practices in Participative Urban Renewal Processes', Cities 89 (June 2019): 199–208.

of strategies turned to a precise plan of urban development, based on a more inclusive idea of urbanism.

A urbanism in which public space is crucial for creating nicer cities and citizen engagement is the method to achieve it. The public space is an essential component of city life as a place for coexistence, integration, sharing, and leisure, which implies that urban projects must be designed to contribute to the improvement of people's quality of life, particularly by bridging the existing gap between traditional city design practises and the new emerging arrangements of citizen mobilisation.[75]

Since urban development has to deal with real problems and complexity, it is fundamental to adopt models that can work as prototypes able to manage these complications, and the top-down and bottom-up structures can be part of them.

The American architect and urbanist Kevin Lynch believes that models can be even more useful when strictly related to a particular situation in which it can be applied. In this case the model can be further explored through a study of its performance and it can be enhanced.
Lynch defines city design as "no longer restricted to the public control of private acts, the design of public works, or map-like layouts of legally specified uses—all of which continue to be significant."
It broadens to include topics such as developing "framework" plans, participating in environment education or participatory design, thinking about place management, using incentives, and developing institutions of ownership and control, as well as programming for an activity and creation of character prototypes for the environment as they will be used.
The basic challenge or paradox of urban modelling, according to Lynch, is that while individual actors want freedom in the city, urban patterns arise as a result of group behaviour.[76]

As long as the strategies go beyond the narrow specifics and are real plans for development at the local scale and beyond, the incorporation of citizen participation in the planning of public spaces in a urban context has a significant impact on the positive outcomes of their results, both physically, in reference to the constructed area, and non-physically, as factors pertaining to citizen interactions that are established, activated, or reactivated based on the projects.
The public space is the focus of these production processes, where citizen engagement becomes a tool to carry them out. The consequences of these processes can be both tangible and intangible since they produce a variety of different outcomes.[77]

Manuel Castells, a professor for the University of Southern California which focused his studies on the topic of globalization and network society, claims that only by reducing social activity to a language and social interactions to communication systems a semiological analysis is conceivable.
These structures are part of urban development strategies comprising complex systems of relationships that should be analysed in further detail.
Christopher Alexander, an Austrian architect, was one of the academics who concentrated his research on this area, he was also known for his studies on the influence of architectural and urban design on people's lives.[78]

Alexander applied graph theory to urbanism relating the structure of the city to a network shaped as a tree, simplifying the city activity to a multitude of small, universal algorithms or simple formulae linked in networks of small structures with parts that may be merged according to various rules and codes, limiting the complexity of urbanism.

75   Padilla Llano, 'From the Urban Project to the Participative Public Space Project'.
76   David Grahame Shane, Recombinant Urbanism: Conceptual Modeling in Architecture, Urban Design, and City Theory. (Wiley-Academy, 2005).
77   Padilla Llano, 'From the Urban Project to the Participative Public Space Project'.
78   Yoshihiko Baba, 'Urban Coding as an Alternative to Planning?', The 4th International Conference of the International Forum on Urbanism (IFoU), 2009, 10.

The academic believes that local networks of residents collaborate in a semiautonomous system of interacting relationships to build the city as a whole and that the models are algorithms that make local decisions but result in bigger, unforeseen structures. These outcomes, which could be represented by segregation realties, enclaves, different types of agglomerations as well as the phenomenon of urban sprawl are the consequences of the actor's comportment whose is related to the predetermined code.[79]

Considering these observations it becomes necessary to consider the 'direction' of the graph during the analysis of top-down and bottom-up structures. So long as a city is viewed as a tree, top-down hierarchical systems and bottom-up open networks are topologically isometric so it could be interesting to identify its variations since the bottom can become a new top, actually turning into another top-down structure. Because of its hierarchical nature, the top-down structure is harder to achieve since the rules can appear not so clear as for bottom-up structures, which with a horizontal development are regulated by a defined code and open to new potential members.[80]

The top-down imprint encourages a separation from the space itself as a customised, human scale dimension, obstructing understanding of its individual and social significance.
The active engagement of the local community in bottom-up collaborative and co-creative activities is not a dual idea; rather, it refers to a complete spectrum of options that can assume many shapes, be conveyed via various modes of expression, and indicate various domains of meaning. Contribution, influence, the sharing or redistribution of power and control, as well as the development of knowledge and skills through overt participation in decision-making processes, are all examples of what participation might mean.[81]

In his publications, trying to study this topic in depth, Alexander used the terms "patterns" to describe the impersonal ideas and norms that direct the development as well as "a pattern language" to describe the collective knowledge of individuals involved in urban planning.

Studying the possibilities to simplify the structure of the city, Alexander conducted some research on the use of graphs also in the definition of the relationship between the urban components.

He claimed that it is easy to recognize principal elements, such as streets and buildings, which are linked to other components through bad or good connections into the network. The interesting point of this thesis is the identification of a hierarchy of power between the nodes of the network that highlight in a schematic way in which direction the urban development of a city is going.

In Vienna, planning has long been regarded as a technical problem, requiring the problem-solving abilities of experts; however, beginning in the 1980s, even the Viennese social democracy began to establish new forms of urban governance in line with neoliberal political restructuring in other EU countries.

Traditional planning instruments, such as the urban development master plan, are intended to be flawless representations of the city, declaring a wide variety of controversial aims while failing to provide a clear mechanism for resolving them. The Fordist top-down strategy for urban planning has proven to be very effective for decades but the creation of the urban environment required a new kind of urbanistic intervention in the planning with the introduction of new actors.

Vienna's planning methods have developed to a more open planning technique. The outmoded planning bureaucracy and top-down planning process have been replaced by new players and new coordinating mechanisms.[82]


79   Grahame Shane, Recombinant Urbanism.
80   Baba, 'Urban Coding as an Alternative to Planning?'
81   Sacco et al., 'Two Versions of Heterotopia'.
82   Alexander Hamedinger et al., 'THE END OF RED VIENNA. Recent Ruptures and Continuities in Urban Governance', European Urban and Regional Studies 8, no. 2 (2001): 14.
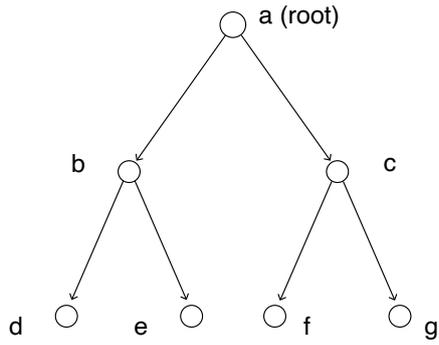
a directed tree graph
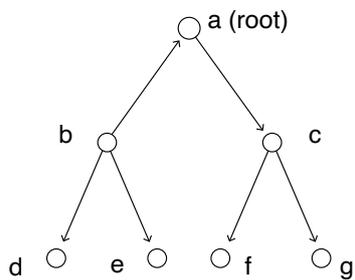
a directed tree with root
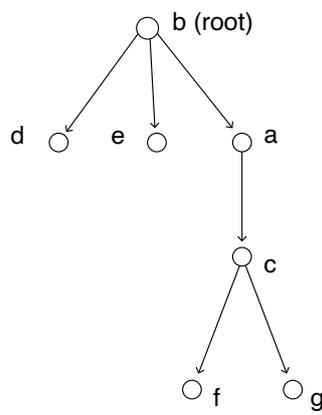
an isometric form
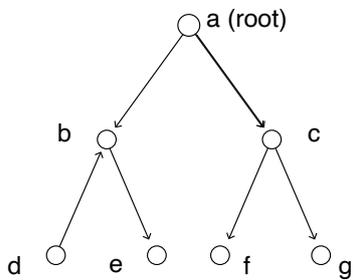
a directed acyclic graph
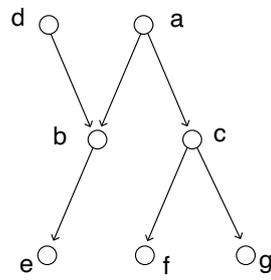
an isometric form
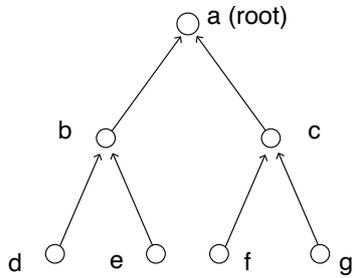
a directed tree with root (reverse)
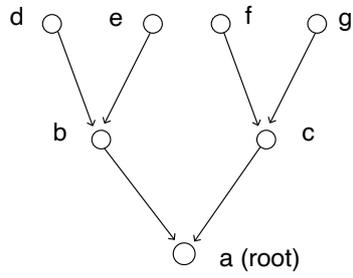
an isometric form

Figure 17: Structures elaborated by Alexander about the possible direction of complex structure top-down or bottom-up.

Source: Baba (2009)

55

The City of Vienna has attempted to contribute to social integration and the quality of urban life through its housing policy, with positive effects in social cohesion and high-quality housing that benefits everyone.

Every ten years, the local administration reviews and adopts a comprehensive development plan. The city holds competitions for new subsidised estates based on this plan, which is subject to extensive public input by citizens, district legislators, and other stakeholders. To avoid the compromises inherent in market-oriented procedures, these juried competitions assess each new design based on four criteria: planning and architectural excellence, ecological, cost, and social sustainability. Since infrastructure difficulties are vital for constructing urban structure, the urban development plan gives them special consideration. [83]

The municipality began experimenting with a wide range of participatory methods in the early 1970s to support bottom-up community-based project development and the engagement of non-institutional stakeholders at various geographical levels of urban transformation, especially concerning the theme of housing, a fundamental topic in the urban development' strategies.

Initially, the first version of the concept was debated in an international conference and through participative strategies such as "city talks" but only in later iterations of the strategic plan, some ideas put up during these meetings were taken into consideration.
A clear limitation of this approach was the engaging of the players addressed, picked up by the top level of the planning department, it cannot be regarded as a wide and democratic bottom-up planning strategy. Additionally, the strategic plan for Vienna only partially and selectively includes new players, especially specialists, important professionals, and corporate representatives, resulting in the emergence of a new urban elite.[84]

In 1998, innovative prospects for bottom-up participation developed in Vienna as a result of an additional move into district-level decision-making. In the same years, although being denied at the city scale, the tangible desire in participation at the district level, in combination with allocating additional financial responsibility, launched a pilot program project in the 9th district, Alsergrund.

Local Agenda 21 Alsergrund's cooperation with the local administration not only made it easier for community members to actively participate in neighbourhood designing also through the exploration of new kinds of cooperation, negotiation, and communication among varied players, but also introduced strong methodological guidelines for site - specific urban projects, just at local level, centred on horizontal planning process organisation.[85]

Despite the Austrian Council of Ministers approved guidelines on "Standards of Public Participation" in 2008, the participative approaches are not fairly interpreted throughout all cities and municipalities in relation to the willingness of mayors to allow bottom-up processes directed towards a goal of revalorising a place and strengthening a sense of community, which entails greater empowerment of citizens.[86]

Planning would create consensus mediation of interventions through minor adjustments to opposing parties while retaining decision-making authority. The management of migrants' crisis is an example of this co-optation strategy with the purpose of minimising conflict. As a result, bottom-up techniques in Vienna do not strive for integrated area development that empowers local players but they are a fragmented and selective methods that lacks much of its progressive potential.[87]

83   Wolfgang Förster and William Menking, eds., The Vienna Model: Housing for the Twenty-First Century City (Jovis, 2016).
84   Hamedinger et al., 'THE END OF RED VIENNA. Recent Ruptures and Continuities in Urban Governance'.
85   Kazepov and Verwiebe, Vienna.
86   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
87   Hamedinger et al., 'THE END OF RED VIENNA. Recent Ruptures and Continuities in Urban Governance'.

The Urban Renewal Offices now serve as a two-way communication channel, providing residents and local stakeholders with information and guidance on housing problem, neighbourhood development, infrastructure, and urban renewal, as well as setting up discussion groups for participation in local decision-making and providing a more direct channel for the communication of public matters to policymakers.[88]

The Local Agenda 21 Office and the municipal administration created the Grätzeloase initiative in 2015 to encourage community engagement in the co-production of non-market urban spaces and community events at the local level, even if it has frequently emphasized to weaken any sort of citizen movement that would threaten the municipal government. [89]

It showed that various urban stakeholders should participate in decision-making and that distinct interests exist, but as conflict arose, unequal power relations were apparent. To give those residents willing to create their neighbourhood more authority, massive public interventions by citizens, legislators, and progressive planners were required, providing a clear example of possibilities of new kinds of participatory democracy.[90]
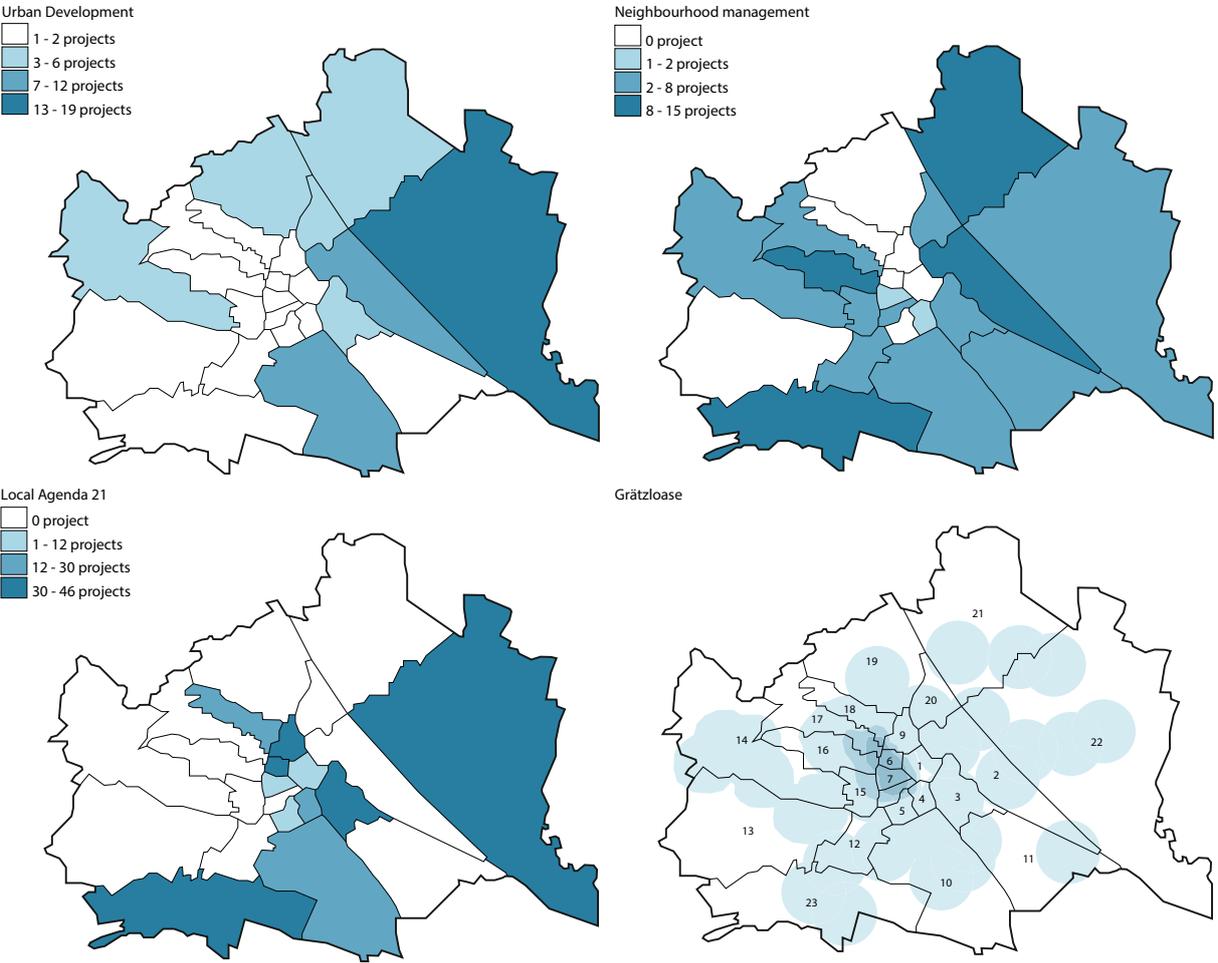

Figure 18: Geographical distribution of urban development participation networks in Vienna. Source: Urban Renewal Office; Local Agenda 21 – Author's own elaboration

---

88   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
89   Novy, 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna'.
90   Ibidem.

The LA mechanism has been in place in eleven of Vienna's twenty three districts since January 2020. In addition to being in charge of small-scale neighbourhood development, the local administration in issue decides whether or not to incorporate and support (50%) the Local Agenda programme.

This choice has an impact on the availability of bottom-up avenues to district-level direct engagement. Participatory practises appear to be concentrated in urban areas, where average wages and educational levels are often higher than in other districts, and where participation opportunities are already available. An uneven geographical distribution of bottom-up urban projects is notably visible in Neubau (7th), which has the second-highest percentage of inhabitants with academic education (47.2% in 2017). The fraction of the population with university education (12.7%) and average income in the Simmering (11th) district, which has been controlled by the FPÖ party between 2015 and 2020, are among the lowest in the city, with a lack of both top-down and bottom-up avenues of involvement.

The absence of a suitable structure to support bottom-up strategies in resolving existing local disparities has also resulted in a lack of thematic variety. While the district level has the ability for bottom-up practises of co-production in neighbourhood planning, the tailored planning system at the city level compensates the absence of involvement possibilities in districts where the Local Agenda 21 is missing.[91]

From the analyses shown in the diagrams, it is clear that the Simmering district is one of the most underdeveloped in terms of urban planning, both in terms of design, having very few projects, and in terms of involving the population in their development making evident the peripheral role that this area has always played, ever since it was annexed within the capital's borders.

Given the district's wide spatial extent, one would expect the number of district- or neighbourhood-scale projects to be higher than in other neighbouring areas. One cause for the failure of policies adopted at municipal and district level, as well as the deficiency of tools as Local Agenda 21, could also be attributed to the fact that Vienna, like many other European cities, is experiencing profound demographic changes, which are manifested in growth driven by immigration, an ageing population and new lifestyles but it may also be caused by the lower building density in Simmering, highlighting those bad and good connections and hierarchies of power mentioned by Alexander.

The purposeful integration of "alternative" and new lifestyles into subsidised housing developments is one of the declared aims for housing in Vienna since more than one-third of the city's population is now of foreign origin. New designs for multigenerational housing are necessary, as is the closeness of social services. Furthermore, new housing must meet the needs of persons with special needs and actively seek new approaches to coping with social disadvantage, "new" poverty, and homelessness.

The local administration has developed a policy of promoting integration rather than exclusion or stigmatisation of any part of the population. To deal besides these frequent changes, the city encourages architecturally adaptable constructions.

The City of Vienna has commissioned Local Area Renewal Offices as multidisciplinary teams in seventeen locations of the city to incorporate the local community into area development activities.

They act as information hubs, encourage innovative participatory ways, host resident workshops, and collaborate with schools and cultural activities. The purpose in Viennese municipal housing estates is to collaborate with inhabitants to enhance and improve their feeling of local community, satisfaction with the housing they live in, and general quality of life. [92]

Significant gaps between a comprehensive plan and the actual development that follows demonstrate the mismatch between the top-down perspective of zoning restrictions and the bottom-up dynamics of the built environment. However, planning theory and practise have long ignored this well-known phenomenon.[93]

---

91   Kazepov and Verwiebe, Vienna.
92   Förster and Menking, The Vienna Model: Housing for the Twenty-First Century City.

Today's cities require a new urbanism that reflects into a city designed by and for its population and urban events capable of modifying and increasing the quality of life of its residents. A urbanism in which citizens identify with the city not only because it embodies what they are and what they need, but also because it enables their full realisation as individuals and communities.[94]

The weak point in Vienna's urban development plans is this lack of homogeneity of intervention on a city scale. The local government is now working on strategies that support planning through tools such as the new Smart Cities plans and frameworks, aimed at implementing the participatory planning methodologies that have been used in the capital for years, but do not always achieve the expected results.

Vienna, in order to maintain the exemplary role in architecture and urban planning that it has always represented on a European and international scale, must involve the suburbs on the fringes of the city in urban development policies, elaborating projects that overcome inequalities by guaranteeing economic growth, social equity and space to those minorities that are currently not represented either inside or outside the city limits.

In order for there to be a real change from the ingrained attitudes in the planning system based on exclusionary models and authoritarian decision-making, governance models need to be adopted at the European level, including through experimental case studies.

93   Nurit Alfasi, 'The Coding Turn in Urban Planning: Could It Remedy the Essential Drawbacks of Planning?', Planning Theory 17, no. 3 (August 2018): 375–95.
94   Padilla Llano, 'From the Urban Project to the Participative Public Space Project'.

4.

VIENNA AND THE URBAN DEVELOPMENT

Economic competitiveness-oriented urban initiatives in European cities have typically been effective in attracting foreign investment and new residents. At the same time, they have contributed to a growing divergence between economic progress and social integration. This can result in both social and geographic polarisation.

The growing divergence between economic progress and social integration is a critical topic that must be explored in various European metropolitan environments to see if the issues of growing disparities are recognised and addressed. Promoting local growth may raise the likelihood that the distribution of income created by effective expansion plans may favour specific sectors meant both as socioeconomic categories and geographical areas within cities, leading to a rise in internal disparities. Education and welfare programmes, for example, are frequently created at the national or regional level instead of the local level. However, a combination of local authority, rescaling processes, and local social innovation can help to integrate knowledge economy development with city-level inequities reduction. [95]

In order to understand the regulation's framework that characterize the city of Vienna it is relevant remembering that Austria is a federal republic, which means it delegates significant authority to the municipalities. The nine regions (Länder) implement their own spatial planning legislation and are in charge of provincial and regional planning. Due to its status as a federal state with some autonomy and a rich history of design, Vienna plays an unusual role in the Austrian system.

Accepting the multidimensionality of social cohesiveness and implementing the required social and political measures in favour of equality is critical from a political standpoint. Modern urban research and policy must reflect and build democratic, multi-level public institutions that are European yet mindful of the geographic and cultural variety of the continent.[96]

Through the years the municipality of Vienna tried to identify which could be the most suitable tool to develop the city from a urbanistic point of view and it was able to realize a wide range of projects.

The municipal Housing Fund (Wohnfonds Wien) derives from the Vienna Land Provision and Urban Renewal Fund, established by the city council in 1984, and is a powerful instrument for sustainable urban development in Vienna. One of its primary responsibilities is to stockpile construction sites for social housing. The Wohnfonds invests in green space, supervises the zoning process in accordance with urban development criteria, and distributes building land to property owners for the construction of affordable housing, essentially at its own expense.[97]

The two Urban Development Plans, developed between 1984 and 1994, highlight the challenges Vienna faced with planning in the late 20th century, including the need to strike a balance between political process and technical knowledge, continuing implementing a competitive planning framework. The rise of the proactive approach, favoured by the progressive elite of municipal political players and urbanists, was boosted by the fall of the Iron Curtain in 1989 and Austria's impending membership in the European Union in 1995.[98]

In the same year, Vienna established the new tool of developer contests for large-scale housing initiatives through the use of state funding. The approach identifies project teams that propose optimum realisation concepts and strives to combine both the possibilities of local regulation and the benefits of competition. A multidisciplinary expert jury examines and assesses project entries based on a quality scheme that includes architectural quality, economy, ecological, and social sustainability. All developers may also propose smaller housing suggestions to the Land Advisory Board.[99]

95   Tatjana Boczy et al., 'Positioning the Urban in the Global Knowledge Economy: Increasing Competitiveness or Inequality', Social Inclusion 8, no. 4 (3 December 2020): 194–207.

96   Novy, 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna'.

97   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'

98   Johannes Suitner, 'Vienna's Planning History: Periodizing Stable Phases of Regulating Urban Development, 1820–2020', Planning Perspectives 36, no. 5 (3 September 2021): 881–902.

The establishment of the new strategic planning for opportunity and the city's image at the time was influenced by new EU policies and narratives of interurban competitiveness. Urban planning was impacted by the document European Spatial Development Perspective (ESDP) approved in 1999 and the Lisbon Strategy of 2000, which both called for "dynamic, competitive cities" and "competitive yet sustainable territorial development."

The Strategy Plans launched in 2000 and 2004 to promote Vienna as a global contender for personnel and financial resources were rapid answers to the changing growth environment. In the 2005 Urban Development Plan, the selection of thematic Target Areas of Urban Development and the appointment of associated Target Area Managers for each area showed the adoption of a strategic management approach in urban planning. [100]

Thus, the Urban Development Plan can be applied as a framework for urban planners to advise politicians and functions as a tool for decision-making or orientation assistance for the political leadership. Because they are crucial to sustainable development, modern cities play a critical role in the deployment of pioneering technology to enable sustainable urbanisation.

In order to achieve the establishment of a strong economy that eradicates poverty, improves the quality of life and restores the natural environment, it is necessary to employ a sustainable approach, understood as a set of balanced practices that take into account the social, economic and environmental needs of present and future generations.[101]

These norms have been established in the Vienna Building Code, amended in 2014, which actively influences urban planning initiatives through private-law agreements between the public and private stakeholders in connection to zoning policies and construction standards.

In the same years the project known as "Neu Leopoldau" has been developed in the context of the new format of Cooperative Planning Processes, which was created to further enhance the format of Developers' Competitions. This project is marked by IBA Vienna, with a redevelopment built on a urban scale with social housing, sustainable mobility, spaces for sports and new entertainment areas open to the entire neighbourhood that can also be the setting for cultural events.

Based on the model of previous International Building Exhibitions in Germany and Northern Countries, Vienna has launched IBA with the guiding theme "New Social Housing."

These events want to be open labs designed to be used for a short duration, as a tool for urban development. To achieve the defined targets, political and administrative assistance for the management of these "special situations" concerning the issue of affordable housing, which was under tremendous strain, is required. Despite the employment of advanced housing policy instruments, it is obvious that social housing is having difficulty due to escalating land and building costs.

The organization of a Internationale Bauausstellungen aimed to promote an initiative-taking approach to the new challenges Vienna faces by providing an innovative tool for planning, based on the 'four pillars' that evaluate the projects proposed for the city.[102]

According to this model, the jury's judgement is based on the four criteria (economy and social sustainability, architecture, and ecological aspects) that the projects have to fulfil and that have been specified by the municipality of Vienna for the realization of successful outcomes.

Despite the limited budgets, the initiative plays a positive role, with numerous events and a number of

99   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
100   Suitner, 'Vienna's Planning History'.
101   Stefan Lehrner, 'Sustainable and Future-Oriented Urban Development in Vienna & Barcelona', International Journal of Sustainable Development Research 8, no. 2 (2022): 25.
102   Wolfgang Förster, 'Why Organise an IBA in Vienna? Reflections on an Unusual Initiative.', in New Social Housing. Positions on IBA_VIENNA 2022, 1st ed. (Jovis Verlag Gmbh, 2020), 10–17.

exemplary urban development projects, including parts of "Seestadt Aspern" and "Neu Leopoldau", innovative housing projects, as well as several urban regeneration projects in inner city neighbour-hoods.[103]

As a result, in an effort to address the country's rising inequality, Vienna is attempting to implement social equality policies with the goal of lowering social disparity through a network of subsidies and welfare organisations.
These integration-oriented 'diversity policies' involve measures in the construction industry through economic subsidies to enterprises in the form of financial support, as well as actions in the social sector as assistance to families.[104]

Promoting social mixing in areas and avoiding ghettoization has long been a goal of the city govern-ment. Municipal housing and inexpensive housing run by Limited Profit Housing Associations (LPHA) are distributed across Vienna, allowing that segregation in the capital remained relatively minimal in comparison to other cities.

Vienna aspires to be a learning city, so it will continually adapt to recent problems and enhance the sys-tems, institutions, and procedures that are essential to the growth of the city. Future economic growth of the metropolitan area will be supported by a willingness to learn and a sense of social responsibility. Urban development benefits from citizen involvement and aspects of direct democracy. An important requirement in this regard is the involvement of the present and future residents of urban develop-ment zones.[105]

Internationally, networks of cities linked by the need to tackle similar problems are being created, leading them to work together, constantly comparing solutions. This phenomenon is also widespread in Europe, where cities collaborate to solve issues involving one or more neighbourhoods, developing common methodologies to be used democratically with the citizens involved, such as online platforms where there is direct contact between the various stakeholders.

The resolution of common problems, such as the management of buildings belonging to particular historical eras but decaying, substantial amounts of vacant flats in city centres or the planning of neigh-bourhoods with particular difficulties, is based on the sharing of the study of individual cases, including on-site surveys. These knowledge exchanges enable project teams to develop better solutions as they have already been tried and evaluated in other cities.

The main goal of Vienna's urban development is actually the realization of continuous neighbourhood to provide a sense of continuity between the different districts rather than going on with a planning based on the juxtaposition of project for various parts of the city.

The zoning and 'land use plan' heavily influences urban growth in Vienna, defining what and where can be built. It contains functions such as housing, business areas, green spaces, agricultural use, and heritage protection zones.

103   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
104   Kohlbacher, 'Frustrating Beginnings'.
105   Volkmar Pamer, 'Urban Planning in the Most Liveable City: Vienna', Urban Research & Practice 12, no. 3 (3 July 2019): 285–295.

4.1 THE APPLICATION OF URBAN CODING'S THEORIES

As a result of fast industrialization and urban growth, enormous immigration into cities, and the deterioration of the physical environment, new development strategies such as zoning and map-based control have emerged in modern urban planning.

Zoning strategies can be applied at the spatial level, assigning residential, commercial or industrial use to specific zones, or at the formal level, identifying which building types may be appropriate for a location. In the first case of land-use solution, the system appears static since the effect on the rest of the plan of modifying a single component or a local feature is limited.
This spatial development control tool has often been included in urban planning applied especially in the suburbs of large urban centres. In relation to the morphological characteristics of a specific urban quarter there is the possibility to identify zones with primary and secondary sub-zones.[106]

Zoning is a planning tool used to govern land use, its size, typology, and location. It is defined as separating the urban space into certain blocks and regulating the relevant laws for each of them.
It is an approach that has its roots in the impact of the Industrial Revolution on the management and direction of urban growth, with the goal of creating a society in which everyone had housing with minimum standards of hygiene, light, and air through the redevelopment of slums and demolished factories. In the early twentieth century, zoning was used to safeguard existing areas from improper development, as it was considered as a strategy to keep houses away from noisy and polluted industry.[107]

When used broadly, urban coding refers to the employment of any type of code in a urban environment. It covers a wide range of styles and methodologies, from urban-scale locational restrictions to the prescription of architectural design components.

Coding could aid in the definition and creation of regions with different personalities, which could have a significant impact on how people use and value urban spaces.
A code defines generic items and how they relate to one another. The specification of building components to accomplish desired building types or street kinds, as well as the specification of building types to produce an overall intended urban form, are all scale-dependent issues that are dealt with by codes. The scale of intervention in a urban code is at the level of individual streets, buildings, and even single component elements.[108]

A widely used tool, urban coding has been gradually adopted by more countries, however, there are some differences from traditional urban planning, mainly related to the possibility of its application.

By its very nature, a urban code must be an explication of urban planning methodologies that can theoretically be applied in any place that requires urban intervention, unlike classic planning that has a punctual and area-related character.

This aspect of urban planning inevitably leads to the question of whether it is correct to apply similar methodologies for the planning of a neighbourhood or an entire city, as well as for the management of the urban fabric, risking a standardised result with a high impact on local society.

A clear and expressive masterplan is an excellent place to start when developing a code to govern urban expansion, but keep in mind that these are top-down planning tactics, and it is now required to identify bottom-up procedures. Planning is frequently seen as a top-down activity, and codes may be viewed as part of this control mechanism because they are recognised as part of the planning system

---

106   Stephen Marshall, Urban Coding and Planning, Planning, History and Environment Series (Routledge, 2011)
107   Amirhossein Fahimi, Hamid Majedi, and Hossein Zabihi, 'Place as an Output of Codes: Importance of Being Place-Character Base of Form-Based Codes', 2020, 14.
108   Marshall, Urban Coding and Planning.

especially if it is based on a masterplan. Coding might be viewed as part of a bottom-up approach to decision-making; however this aspect of codes has not received much attention in the past, particularly from a community standpoint.

There is a wide range of possible approaches to the topic of urban coding and the direction in which it could operate; for example if we consider a typomorphological analysis in the development of the cities or neighbourhoods, we are going to study the urban morphology and the building typology that work as a bottom-up process since there is a generation of forms and not its control.[109]

The purpose of planning coding is to "manage change in the built environment by ensuring that existing buildings and their owners experience the least amount of harm feasible, via achieving fairness in the allocation of rights and duties among varied parties."

Codes can specify a variety of objectives and cover a wide range of topics relevant to urban life, such as the relationship between the state and the individual, the individual and their immediate neighbours, the general health and well-being of the populace, and the general upkeep of the built environment. Codes can be proscriptive, imposing limits by prohibiting specific actions, or prescriptive, dictating precise responses to defined situations using positive, authoritative guidance. Prescriptive norms limit individuals participating in the construction of a new element from exercising local discretion and thought, whereas proscriptive norms enable participants to discuss and assess different options. [110]

Faced with the rigidity that can transpire from code-based urban planning, one wonders whether this strategy for managing the city's growth can somehow also involve the suburbs, where various forms of social exclusion are to be found.

When considering gated communities, everything appears extremely regular, not in order to provide regular urban development but to spatially exclude those who do not belong to defined realities, highlighting a combination of formality-informality on a spatial and social level.

What can be useful in the design of these areas of the city is the layered use of space, which offers multiple levels that can be used simultaneously for distinct functions, as commercial and residential or related to sports activities and outdoor entertainment.

Codes based on zoning's strategies are able to provide a hierarchy between the different uses of lands and they make it possible to realize a gradient which can be about dimensions, density or intensity of usage for example concerning the concentration of people during the day. In this way it is possible to manage the flux of people that want to use a particular amenity and evaluate the impact of a urban regeneration on the neighbourhood.

Indian and Chinese urban codes still show how it is possible to plan a city without losing flexibility and technological requirements based on the link between place and society, offering a mix of functions that meet the needs of the local community as well as the cultural and religious context. The Vastu Vidya code of Jaipur traditionally regulated the proportions of urban growth through a control of the placement of activities in precise locations linked to the association of aspects important to Indian culture such as orientation with respect to cardinal points, which takes on multiple meanings according to direction. On the other hand, the organisation of the Chinese city was linked to the geometric road network that arose from the connection of the entrance gates of the walls, constituting a regular form that was also transposed to the architectural scale for the construction of the city.[111]

Urbanists in the United States have established a new breed of urban regulations that challenge old types of zoning legislation in order to produce a better and more liveable urban environment. Through

tools like building typologies, public space standards, and regulation of architectural components,

---

109   Marshall, Urban Coding and Planning.
110   Alfasi, 'The Coding Turn in Urban Planning'.
111   Marshall, Urban Coding and Planning.

form-base coding has arisen to establish new conventions for codes to regulate the form and layout of urban development.

In this context of continuous research on models for urban development, the study of codes has been improved by the work of the two architect Andrés Duany and Elizabeth Plater-Zyberk who have developed in 1993 a urban code prototype known as "Smart Code", which wants to be a "a model transect-based development code available for all scales of planning, from the region to the community to the block and building".[112]

Duany and Plater-Zyberk used basis such as Smart Growth and New Urbanism[113] concepts into the development of the SmartCode; it is intended to be legal, detailed and technical framework, to be managed by municipal planning departments and interpreted by elected local government officials.
In order to establish and safeguard development patterns that are compact, walkable, and mixed use, the SmartCode is a tool that directs the shape of the built environment providing stimulating, safe and environmentally sustainable traditional neighbourhood patterns.[114]

The larger application of SmartCode takes place mainly in North American cities and it will not be explored further given the diversity of urban development between US and European cities. The latter, however, have to implement their traditional development plans with ordinances and codes that can manage hierarchy and zoning as the SmartCode does, providing alternatives for the neighbourhoods that need particular attention from the municipality.

Duany and Plater-Zyberk recently developed the Traditional Neighbourhood Development (TND) for the solutions of issues related to zoning and subdivision of the cities through the use of Transects. This tool provides illustrations of portion of cities that clearly show the passage from the city centre to the suburbs which helps technicians in the analysis of urban fabric in relation to the morphology of the territory and its socio-economic diversity.[115]

The core normative idea, the Transect, merges human and environmental surroundings into a system and fosters the development of urban patterns that are sustainable, coherent in design, and comprised of a diversity of living situations. The main objective of the transect is to assign parts of the human habitat to specific geographical locations.[116]

This work wants to implement the SmartCode organizing the division of the territory in six different zones related to a gradient of use, starting from the rural spaces characterized for their low density of population, users and buildings to the city centre, where it is possible to find a relevant mixed use of terrains and the population density is higher.

The objective of this code continues to be indicative in nature, providing suggestions for planners, but does not want to establish itself as a reference framework for urban development, also because it provides useful information for the management of the zoning of the city and the functional mix, but does not consider ecological aspects that instead fall within the objectives of sustainable growth of an increasing number of European cities.

---

112   Baba, 'Urban Coding as an Alternative to Planning?'
113   The New Urbanism was the movement who, as solution to sprawl difficulties, proposed specific place-making ideas about neighbourhood design, such as mixed uses, pedestrian - oriented, legibility, hierarchy in architecture and street types, and environmental responsibility, as defined by Fahimi, Majedi, and Zabihi, 'Place as an Output of Codes: Importance of Being Place-Character Base of Form-Based Codes'.
114   Andrés Duany and Elizabeth Plater-Zyberk, 'SmartCode Version 9.2' (The Town Paper Publisher, 20 February 2012), Center for Applied Transect Studies.
115   Marshall, Urban Coding and Planning.
116   Fahimi, Majedi, and Zabihi, 'Place as an Output of Codes: Importance of Being Place-Character Base of Form-Based Codes'.

It might be interesting for Vienna and many other cities to integrate urban development plans with regulatory frameworks that work on different scales, cities, districts and neighbourhoods. Kyoto adopted this system by integrating the Building Agreement and District Plan, allowing it to work in various directions and achieve its goals, including involving communities in the planning stages. The Building Agreement was a system born after the end of the Second World War, initially provided for the engaging of landowners in the definition of laws on building regulations, such as subdivision, construction line, structure, use, form, design and relevant structures. This Agreement was considered a controversial document because limited the number of participant landowners and gave excessive power to citizens, it was modified to balance the roles of stakeholders involved.

The socio-political challenge and urbanistic predicate of the 21st century will be focused on how to effectively integrate these informal settlements within the overall metropolitan structures. To address this problem, new urban codes and implementation techniques need to be developed, not only driven on the management of urban fabric but instead, using the topography and landscape to build the essential and sustainable infrastructure of the future. [117]

Since communities and neighbourhoods continue to be the primary design units, a failure implementation is often the result of social, economic, and political factors rather than a flaw in the code; by bringing sense of community and location together, it has a significant impact on the image of the place. The basic form-based norms that govern the community or neighbourhood scale plans include regulatory plans, building envelope standards, streetscape standards, and architectural standards that can be slightly altered to take into account the current environment.[118]

Abstract principles and guidelines may be applied to overcome the inherent weaknesses of land-use planning, such as incompatibility with complex urban dynamics, partial and insufficient implementation of land-use plans due to the necessity to introduce flexibility to static land-use plans, and inconsistency of land-use planning with basic democratic principles due to the deal-making dynamics of local planning.[119]

4.2 NEW URBAN DEVELOPMENT PLANS

In recent decades, Vienna has established a solid global reputation as a service and network hub between Eastern and Western Europe.
The relocation of industries outside of Vienna is accompanied by efforts to keep manufacturers and specialised workers in the city, as well as the establishment of new industrial areas.[120]

Based on the data collected by United Nations, more than half of the world's population already lives in cities and, by 2050, this figure will be closer to 70%. This predicted global urbanisation creates substantial problems in terms of environmental, economic, and social sustainability, which may be overseen with the assistance of Urban Development Plans.[121]

The Vienna Urban Development Plan promotes the establishment of a walkable, compact city based on the notion of sustainability. This "city of short distances" gives all inhabitants easy access to public infrastructure, lowers traffic, encourages the use of public space, and protects vital green spaces.

---

117   Marshall, Urban Coding and Planning.
118   Fahimi, Majedi, and Zabihi, 'Place as an Output of Codes: Importance of Being Place-Character Base of Form-Based Codes'.
119   Alfasi, 'The Coding Turn in Urban Planning'.
120   Boczy et al., 'Positioning the Urban in the Global Knowledge Economy'.
121   Lehrner, 'Sustainable and Future-Oriented Urban Development in Vienna & Barcelona'.

The few open spaces that are still present in or around the city centre are brownfield sites that are ripe for dense new housing development. To increase the density of the city and, thus, the effectiveness of land use, the municipality also supports the renovation of historic structures and the conversion of attic spaces around the city.[122]

The Austrian smart cities technology platform was formed in 2011 to represent the interests of Austrian industry and stakeholders in the research conducted for the SET Plan Industry Initiative Smart Cities and Communities as well as the "European Innovation Partnership on Smart Cities and Communities", known with the acronym EIP-SCC, which resulted from it in 2013. The same year, the Austrian Federal Ministry of Transport, Innovation, and Technology (BMVIT) launched the Smart Cities and Regions Platform in collaboration with the Climate and Energy Fund and the Austrian Association of Cities and Towns.

The platform, in collaboration with partners from research and industry, works out issues of mutual interest to Austrian municipalities in the field of smart cities, as well as formulates requirements to apply to technological progress. Through collaboration with other European cities and international corporate and research partners, Vienna's smart city initiatives are also integrated into other transnational and European programmes.[123]

The City of Vienna is determined to promote ecologically friendly forms of mobility such as public transportation, walking, and bicycling. However, the growth of climate and eco-friendly mobility also includes motorised transportation and the technical advancements that go with it, such as e-mobility. Vienna is a smart city that uses resources sparingly, uses energy well, and depends more on renewable energy sources.[124]

A key policy objective is the protection and provision of high-quality open and green spaces, as these areas are essential for entertainment and outdoor activities. The need of a designed urban open space is even more necessary in the "disintegrated areas" in the city's outskirts, where these places play a double task of reducing segregation and improving social interaction between people, from the neighbourhood and the one's from other districts.

In this way it is possible to build a social interaction between people living in the same district and the users that can reach the area as soon as it is able to provide interesting services for entertainment and leisure, promoting a social mix that will help segregated people to interact with other realities.

As we have also seen from the analyses of architects, urban planners, and sociologists, cities are complex, dynamic environments that are constantly changing and could be based on self-organizational principles if their plannings were based on codes that allow for a flexible and adaptive system capable of avoiding the issues of creating overly specific regulations and imposing final solutions on the numerous urban actors regarding what to build and where to build it.[125]

While the spatial component of inequality appears to be less important for the local governments, the method to resolving differences tends to be more focused on specific categories and groups at risk. For instance, education is seen as the key weapon in Vienna's strategies for eliminating disparities associated with economic development and providing opportunities to the public as well as the improvement of infrastructure and the access to services in those areas. Growth is frequently seen as a catalyst for development for the entire city, including the disadvantaged areas that would benefit from the overall economic development. Furthermore, the city's long-standing practise of providing inexpensive housing plays a role in how it seeks to address severe inequities.[126]

---

122   Förster and Menking, The Vienna Model: Housing for the Twenty-First Century City.
123   Vasja Roblek, 'The Smart City of Vienna,' in Smart City Emergence (Elsevier, 2019), 105–27.
124   Pamer, 'Urban Planning in the Most Liveable City'.
125   Alfasi, 'The Coding Turn in Urban Planning'.
126   Boczy et al., 'Positioning the Urban in the Global Knowledge Economy'.

The strategic anchoring of participatory urban development in Vienna is an exceptional characteristic, having been politically positioned in a number of binding agreements such as the Stadt Plan STEP 2025 and the Framework Strategy 2050.

As part of the STEP 2025 urban development plan, a masterplan was drawn up with the main objective to enhance communication between citizens, local government officials, and policymakers. Moreover, the strategy has to be open and explicit about how different stakeholder and resident groups may participate.

The process of participation, which can be formal or informal, is divided into three stages: information, consultation, and cocreation. With both the first and second step, considerable progress may be made, culminating in guidelines, a participation masterplan, and a participation guidebook, since there is a direct dialogue with residents and all interested parties that can provide comment and ideas on the examined topics. [127]

There are two main implementation tiers in the Vienna smart city strategy. At the first, primarily political level, policies are developed in light of increasing complexity and limited resources, and governmental priorities are established. Many responsibilities are accomplished by separate organisational units of the city of Vienna in the second level, which is operational, with the support of collaboration from both inside and outside the municipal administration.
In order to be implemented, the Vienna smart city initiative's constitution involves municipal and public institutions in a governance framework and has established collaboration with business and civil actors. A working group coordinates operations and is made up of members from the project management office at the urban development department, which is responsible for strategic planning for the smart city.[128]

TINA Vienna, the official Smart City Vienna Agency, was established in 2011 with a service mandate from the city of Vienna. It has been merged with the Europa Forum Vienna in January 2017 to become Urban Innovation Vienna, a new competence centre addressing major urban issues.
For the activities of the cities, the strategy Smart City Vienna (2014) presents a binding document. This plan calls for TINA Vienna to become a Smart City Wien Agency (SCWA), with its primary responsibility being to serve as a conduit between all pertinent initiatives and projects of the city of Vienna in the process of putting the Smart City Wien Framework Strategy into practice.[129]

In opposition to the simple structure and flatness of a masterplan based on single adjustments that seek economic results, planning must move towards a sophisticated evaluation of the multiplicity of relational dynamics found in urban areas, referring to the powers, interests, and actions that operate on the built and social environment.

It is clear that a top-down, centralised approach needs to be abandoned at this point. The adoption of a code system and community involvement, which have ensured the existence of many communities, are crucial elements in the construction of settlements and must once more become so.[130]

---

127   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
128   Roblek, 'The Smart City of Vienna'.
129   Ibidem.
130   Marshall, Urban Coding and Planning.

4.2.1 WIEN STADT PLAN 2025

Due to its geographic location as Europe's "doorway to the East," Vienna is portrayed as the focal point of new international changes that create economic opportunities. The Vienna City Council charged the Vienna City Administration with developing a comprehensive urban plan for the city's future growth that would effectively manage the interests of administrative, social, and economic stakeholders as well as a climate protection initiative aimed at limiting the use of fossil fuels. The outcome of this study is the local development plan (STEP - Urban Development Plan, 2014) that now is one of the major planning tools with the land-use plan (Flächenwidmungsplan), and the building regulation plan (Bebauungsplan).

While the local development plan outlines a municipality's long-term aspiration for growth, often over a decade period, the land use plan separates the territory of the municipality into zones designated for various uses, such as construction land, green land, and key traffic areas. It regulates the allowed use of land, down to the individual lot-level. The building regulation plan comprises data on the site's usage, a structure's maximum height, and the kind of construction.

The document is divided into three sections: building the future, reaching beyond its borders and networking the city. Each of them tries to identify which are the goals that the city has to reach within 2025 and how they can be implemented with other development plans, as the Smart City Framework Strategies with which STEP 2025 share a wide range of targets.

Both of these plans provide concrete approaches for a sustainable development through a dynamic growth, social justice and climate protection in order to find solutions to actual contradictions, for example the well-known problem of the plot-by-plot development of the city instead of the use of an integrate planning able to build continuous neighbourhoods.

The plan's main focus is the plurality and variety that characterize the Austrian capital, as it seeks to bring together the diversity and heterogeneity of settlements, working, and leisure activities, as well as varied ideas of life, in relation to gender roles, values, and economic, religious, linguistic, and cultural origins. [131]

Vienna is the city of diversity because of the many migratory phenomena it has had to deal with and because of its role of Mittel European city where economic and trade exchanges have place. For this reason, its fundamental to address the urban development towards a social equity for all, preventing segregation and realising a good social mix that will help to attract foreign people and international partners which can bring interesting investments for Vienna.

This will be possible only through the adoption of social justice's policies concerning the level of incomes of the citizens, the quality of the buildings and the urban spaces. The implementation of similar strategies will be useful for a modernization of the urban and national economy, allowing the capital to occupy a position as a learning city into an international context where Vienna can study how to deal with particular issues and how adapt its policies.

The Urban Development Plan also involves an expansion of the public transit network, improved accessibility and quality of bicycle infrastructure, and increased adoption of private-law agreements linked to mobility challenges in order to meet these lofty goals promoting innovation, creativity and sustainable economic development.

Because of the extensive network of public transportation, a compact settlement structure and restricted parking options, Vienna's motorization rate is now significantly lower than the national aver-

---

131   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'

age: public transportation accounts for 39% of all transportation, and cycling is on the increase. According to the Urban Development Plan 2025 (STEP), the aim is to reduce motorised private transportation in the city by 20% by 2025, 15% by 2030, and significantly less than 15% by 2050. [132]

This innovation in the transportation is addressed to make Vienna a leader into the field of smart mobility, with economical, ecological and social benefits through the combination of soft mobility and the willingness of people to be independent in the movement between the districts. The reduction of the ecological footprint will improve the performance of safety, security and prosperity of the city.[133]

The use of the term 'Smart Mobility' is often closely related to the concept of Smart City and, in fact, the two terms originated simultaneously in the early 1990s, when people began to imagine the growth of cities through tools dependent on technology and innovation. Today, the Smart City concept is linked to the idea of urban development involving numerous internationally recognised themes that can contribute to make a city more inclusive looking at the community needs.[134]

The plan emphasises participatory governance and public participation, with a focus on co-creation of strategies at the local scale and introducing interested parties into decision-making processes, such as public institutions, private organizations, landowners, investors and local residents. Several talks were held as part of the participation process, which included residents and stakeholders from Vienna's bordering districts. The conversations focused on eight major topics: city building, urban growth space, centres and underutilised regions, business, scientific and research hub, green and urban areas, varied mobility and social infrastructure.[135]

The programme acts as a strategic direction for municipal operations as well as guidelines for administrators and legislators as far as the upcoming goals of the urban development have been defined. All future decisions and resolutions relevant to the city's distinctive growth will be built on it. Each of the plan's eight core components will be further detailed with technical material such as specialized concepts on specific concerns, overall urban development concepts and masterplans, and land-use and development plans.

Furthermore, the plan outlines the principles for collaboration across districts, diverse commercial and governmental partners, and key municipal administration organisations because STEP 2025 has also a coordinating role into the planning strategies with the proposal of models and concepts for the urban governance.

As concerns the participation of habitants in the development of the STEP 2025 the involvement took the shape of dialogue events, as well as the chance to take part in planning workshops, information events, questionnaires, and one-on-one conversations with stakeholders who were in charge of leading the project.[136]

Good outcomes of the projects are possible only through a suitable interaction between stakeholders involved, and citizen engagement is part of this social interaction extremely useful to obtain results. Communication has a key role both in the development of a project and in social innovation since it is able to improve mutual respect, the willingness to learn from others and the transparency of the decision-making process. Citizens will be more interested in contributing to the planning of the future of the city and will help in taking into account the needs of hide groups.

In order to achieve high quality in neighbourhoods the STEP 2025 suggests working on circulation with particular attention on the definition of access to public spaces, improvement of local and social facil-

---

132   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
133   Stadt Wien and Municipal Department 18 (MA18), 'STEP 2025 - Urban Development Plan Vienna' (2014).
134   L.M.C. Silva, 'Smart mobility hubs in peripheral areas: the case of the systems implemented in Vienna and Munich', n.d., 13.
135   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
136   Ibidem.

ities and infrastructure. Reviving civic areas need the engagement of local citizens in the maintenance of the quality through community activities such as urban gardening while from the municipality's point of view it is necessary to keep a balance between the usages of land, indeed only through a multifunctionality use it will be possible to enhance the location potential. [137]

In this context the motivation to make peripheries closer to the city finds place, which can have positive influence for everyone and can strengthen both the inner city and the sub-zones creating new economics impulse. The strategic location of the eastern suburbs could play a more significant role into the cooperation with international cities, as Brno and Bratislava, which are part of the economic triangle of Vienna, with which there is a common feeling of competitiveness aimed at achieving prosperity for all three cities.

4.2.2 SMART CITY WIEN 2019-2050

One of the cities with the finest quality of life in the world, Vienna is currently dealing with clear signs of climate change, including summertime warmth. The Austrian capital has to safeguard the environment and adapt to climate change in the best way possible for it to continue being one of the world's most liveable cities. All facets of municipal administration, urban policy, and rules for the development of smart city initiatives and projects are covered under the Smart City Wien Framework Strategy 2050.

The municipal council developed the plan in 2019, as an update to the urban development documents drawn up in 2014 such as the already analysed 'STEP 2025' and the first version of the 'Smart City Wien Framework Strategy'. Aligned with international standards, it included new goals to be achieved at ecological, economic, technological, and infrastructural levels in addition to those set by the Agenda on Sustainable Development of the United Nations for 2030 proposed in conclusion of the Paris Agreement on Climate Actions (2015).

The main objectives of this document are to establish Vienna as one of the top five research hubs in Europe by 2050 and to direct development toward the creation of an entrepreneurial triangle connection between Vienna, Brno, and Bratislava as STEP 2025 already tried to do.
Education, technology, energy, housing, health, infrastructure, innovation, mobility, social affairs, urban development, and ecosystems are some of the categories under which the smart city projects are divided into, according to the Smart City Wien Framework Strategy.
Within the context of the smart city policy, Vienna wants to establish itself as a leading research hub and pioneer for a sustainable future development. In order to improve the quality of life for its residents, each smart city must support the intelligent use of resources and improve energy efficiency for mobility, buildings, and infrastructure.[138]

Vienna is trying to deal with the climate change issue developing models and solutions that can be used by other Austrian cities and by European ones, in order to give together a relevant contribute.

As a result, the municipal education policy places a strong emphasis on developing research, technology, and innovation outputs as well as playing a role as a tool for social inclusion, guaranteeing the right to education also to those belonging to more vulnerable groups and stimulating the creation or strengthening of social ties, promoting a sense of belonging to a community. The implementation of these solutions with a view to creating new jobs is the primary objective.

The Smart City Wien Framework Strategy works as an example of models and strategies on different

---

137   Stadt Wien and Municipal Department 18 (MA18), STEP 2025 - Urban Development Plan Vienna.
138   Roblek, 'The Smart City of Vienna'.

topics, especially on social inclusion, quality of life, conservation of resources and innovation because it has become extremely important to create resilient cities able to answer easily to crises, disasters and unexpected events as the recent Coronavirus pandemics. The adaptation to these situations help cities in the evolving trends and circumstances that will follow these events, avoiding getting stuck. [139]

The sustainable development proposed by the document is based on three main pillars: quality of life, innovation and resources.
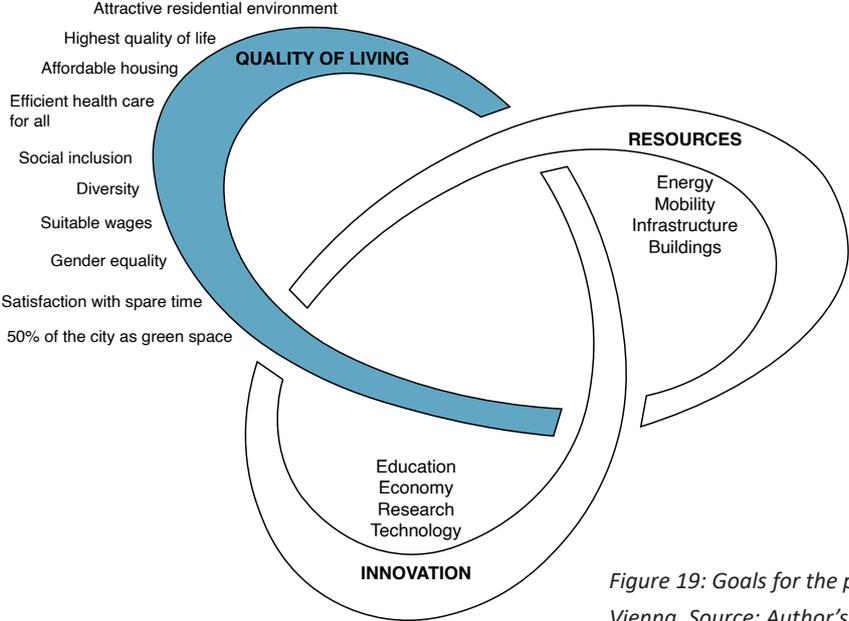
Figure 19: Goals for the project Smart City Vienna. Source: Author's own elaboration.

Focusing the attention on the goal concerning the quality of living, we may need to deal with external economic and social factors that can influence the results, therefore the Sustainable Development Goals try to address this issue.

Social innovation wants to contribute to conserving resources and be a public contact point for information exchange through new "Social Innovation Labs". The continuous investments in social cohesion are visible in the willingness of the municipality to provide a growing number of public facilities. All the citizens of Vienna will benefit from these services, but also low income groups that will be involved in the community's life will be able to have a quality healthcare assistance and will have the opportunity to use living environments.

Figure 20: Sustainable Development Goals of Agenda 2030 that promote social innovation. Source: "Communication materials" of the official website of United Nations: https://www.un.org/sustainabledevelopment/news/communications-material/

---

[139]   Stadt Wien and Vienna Municipal Administration, 'Smart City Wien Framework Strategy 2019-2050 - Vienna's Strategy for Sustainable Development' (2019).

The expected results by 2050 are the realization of a cosmopolitan, carbon-neutral city considered liveable by its citizens because it is well built through use of planned strategies that make it possible to move all around the city without any kind of problem but at the same time it provides facilities in the neighbourhoods and is a short-distance city.

The commitment of becoming a digitalised city will make Vienna open to creative solutions into an international context from which it will be possible to learn from each other. This will help the municipality to create a community interested in education and culture, which are two key elements to be absolutely preserved since they play a relevant role into social transformation.

Differently from other Urban Development Plans, Smart City Wien Framework Strategy 2019-2050 wants to preserve natural environments with particular protection policies, especially as it concerns the area of the Danube River and the Green Belt of Vienna. The lack of primary energy sources and ecosystems services can have severe consequences into human life, for this reason several types of evaluations that can express the importance of their benefits on human well-being has been developed.

The increasing exploitation of natural resources by humans is caused by the desire to anthropize every available place to obtain an economic advantage and that is often not considered a damage to the ecosystem and has grave consequences even on people's quality of life.

4.3 THE CASE STUDY OF VIENNA

Currently, many projects have already been implemented and some of them have been identified as particularly interesting for daily life, which show the effectiveness of the policies adopted by the urban development plan.

The major purpose of Smart City Wien project is to collaborate with the municipality to create innovative ideas and carry out technologies, as well as to implement showcase and pilot projects. This is due to the fact that the Vienna Smart City project's experience has proven that significant industrial and research institutions are also financial partners and aim to play a larger role in the future.[140]

In this section of the chapter some examples of urban projects will be presented, which want to highlight the policies adopted in the recent years, showing exemplar good practices or cases that did not fully meet expectations. The study of these Viennese projects will try to identify the most interesting aspects that may become the basis in the development of a project for the area known as "Macondo", in the district of Simmering. The area presents problems similar to those present in the territories where the projects analysed, we will therefore identify similar solutions by using a learning approach from these case studies.

The projects have been chosen for the relevant solutions that propose at a social or infrastructural level, in the design of quality public spaces and in the management of multicultural neighbourhoods where diversity becomes a starting point for the creation of an active local community on the territory.

---

140   Roblek, 'The Smart City of Vienna'.

4.3.1 POCKET MANNERHATTEN

Pocket Mannerhatten has been realized in the district of Ottakring between July 2016 and June 2017 in collaboration with several private and public partners.

The issue of urban development is prevalent all over the world as a result of population growth, which results in increased demand for available space as well as the need for shrinkage and reorganisation. Because of the increasing settlement pressure, especially in densely populated places, it is critical to construct more public spaces, green spaces, footpaths, and cycle routes since currently it is possible only with great expense or by demolition, which results in the loss of areas and uses of the existing urban structures but there are no other solutions to addressing this issue. [141]

One of the primary purposes of Pocket Mannerhatten is to connect, network, and share areas and building infrastructure that would otherwise be used only by individuals living or working there.

As part of the Climate and Energy Fund's "Smart Cities Demo" programme, a multidisciplinary consortium conducted an exploratory study on "Pocket Mannerhatten Ottakring" in 2016 and continued the following year. This study allowed for the elaboration of the pertinent issues related to the concept of sharing for sustainable revitalisation and densification of this area.[142]

Various places can also be used by external people through spatial connection or the granting of usage rights, such as certain courtyards or rooftop spaces that could be integrated for the benefit of occupants. Everyone could benefit from this situation, there would be more leisure possibilities, neighbourhood networking, improved quality of life, and new building development chances.
The project was conducted on block houses from the Gründerzeit period of the nineteenth century in the district of Ottakring, which have a similar structure and allow the development of model solutions that can then be applied to similar buildings in the city.[143]

Architectural and urban interventions of buildings from the Gründerzeit period are contained into the STEP 2025, where it is possible to find the willingness to work on energetic rehabilitation and revitalisation of the public spaces of these blocks. Precise policies for these types of interventions are well described into the Gründerzeit Action Plan which set a policy framework on the modalities for the safeguard of buildings, public interest and investors.[144]

The exchange and sharing of uses is regulated by Pocket Mannerhatten, in fact there is a wide possibility of variation of functions depending on the available space and the wishes of the people involved, therefore each complex can organize itself independently. The involvement of citizens and property owners is critical to the project's success: engaging people in the formulation of ideas, planning, use, and administration of the residential complex allows for the establishment of agreements for the equitable and collaborative use of areas or resources for the common good. Sharing in this case is not limited to the planning aspects but is one of the goals to be maintained over time as it is possible to receive useful incentives for the community if one is able to continue to cooperate once settled in the complex. Other goals that the project wants to achieve is an increasing energy independence of the building and the sharing of vehicles to encourage public mobility.[145]

141   Roblek, 'The Smart City of Vienna'.
142   UIV Urban Innovation Vienna GmbH, 'Who Shares, Gets More.', SMART CITY, 2022, https://smartcity.wien.gv.at/en/pocket-mannerhatten-ottakring/.
143   IBA Vienna, 'Pocket Mannerhatten', IBA_Vienna - New Social Housing, accessed 7 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/pocket-mannerhatten?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb-9dce3875.
144   Stadt Wien and Municipal Department 18 (MA18), STEP 2025 - Urban Development Plan Vienna.
145   IBA Vienna, 'Pocket Mannerhatten'.

Pocket Mannerhatten focuses on ten aspects involving the theme of exchange and sharing, the most relevant for our analysis being green spaces, mobility, public space management and the social aspects of design.

Wanting to expand the range of available green spaces, the project team decided to combine the inner courtyards or front yards into larger contiguous areas. In the same direction is the redevelopment of the ground floors, which currently appear excessively fragmented into small rooms that can instead be united to provide bigger, contingent spaces.

As concerns mobility, sustainability movements have been promoted providing adequate spaces for the parking or storage of several types of electric vehicles; moreover, the project team decided to work on the streets in the nearby the analysed blocks in order to realise more public spaces for the users. All the policies that have been adopted for the development of this projects want to promote social integration and interaction together with solidarity, topics contained both in the STEP 2025 and in the Smart City Wien Framework Strategies 2019-2050 since they are considered as fundamental for a sustainable urban growth.[146]
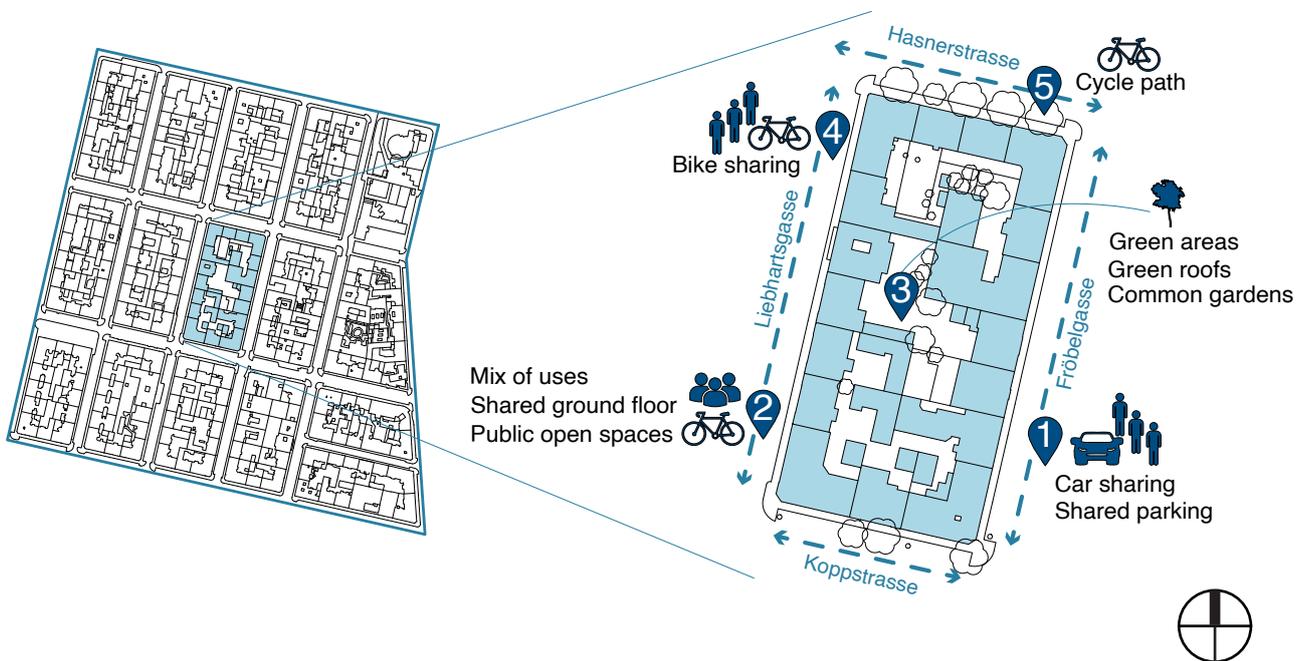
Figure 21: Facilities offered by the project "Pocket Mannerhatten" for the block 61. Source: Author's own elaboration.

The interesting aspect of this project is its replicability on similar dwellings in the Ottakring quarters or in other districts of Vienna. The proposed interventions are aimed at the creation of a solid community among the inhabitants of the same residential complex, a delicate issue for suburban areas where local administration often has to mediate a marked cultural diversity among citizens.

While the implementation of a similar project may seem difficult in a multicultural neighbourhood, the general benefits will be more and the outcomes will be particularly interesting. Citizens will have the perception of living in a city with a human dimension made of social interactions and also a district designed in series, born to meet the needs of urbanization of the late nineteenth century, becomes a place full of vitality where you can lead a quality life.

---

146   UIV Urban Innovation Vienna GmbH, 'Who Shares, Gets More.'

4.3.2 SMARTER TOGETHER

This is one of the projects developed on the basis provided by the Smart City Wien Framework Strategy 2019-2050 and it has been realized in Simmering, obtaining the title of the already mentioned "Good Practices".[147]

Some Viennese neighbourhoods function as catalysts for wholesome social dynamics and environmentally friendly urban growth. This project has been established also in other European cities such as Munich and Lyon based on the Horizon 2020 Project[148] in order to find the most useful solution to solve similar problems in relation to the necessity to encourage sustainable urban development in light of the growing urban population and the challenges that this unplanned growth has caused.

These three "lighthouse" cities have developed the project on a large urban scale between 2014 and 2020 and have worked as guide for three minor "following" cities (Venice, Santiago de Compostela and Sofia) that should have learnt the lesson from Vienna, Munich and Lyon. It is a joint project with the aim of researching sustainable solutions involving energy consumption, smart mobility, Information and Communication Technologies (ICT) with citizens' participation that have been realized in two districts in the suburbs of Vienna and Munich and in one central neighbourhood in Lyon.[149]
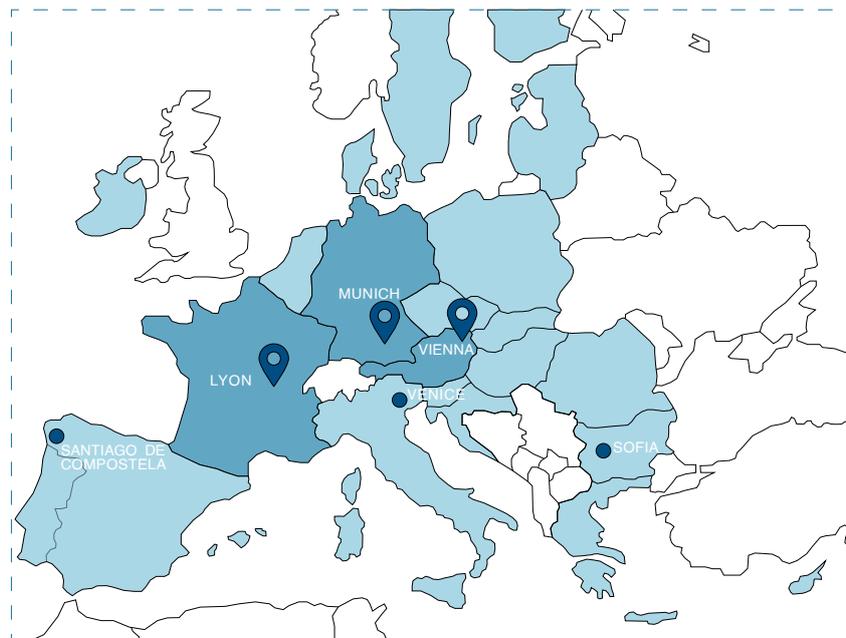
Figure 22: Map of the cities involved into the SMARTER TOGETHER project. Source: Author's own elaboration.

The exchange of knowledge between cities must be based on a strict methodological approach that provides the analogue or digital materials that facilitate this exchange and will be helpful in the study of the know-how. During a first phase, project books were drawn up, containing the necessary information already in the possession of each project team, also obtained through conversations with the other stakeholders involved. The solutions that are developed will be replicable models in other cities

---

147   Antonio Garrido-Marijuan, Yana Pargova, and Cordelia Wilson, 'The Making of a Smart City: Best Practices across Europe.', Empowering Smart Solutions for Better Cities. (Belgium, 2017).
148   Horizon 2020 is one of the most significant collaborative programs founded and financed by the European Union for the years 2014-2020. Its goals are socio-economic research and urban innovation on the topic of energy and sustainable transportation to make EU a global leader.
149   Willi Wendt and Sven Dübner, 'Co-Creation for Smart City Solutions – a Peer-to-Peer Process', 22nd International Conference on Urban Planning, Regional Development and Information Society (REAL CORP 2017: PANTA RHEI - A World in Constant Motion, Vienna: Real Corp, 2017), 99–108.

with similar problems, thanks to a transparent approach that provides data and information not only to other municipalities or project teams but also to citizens who wish to consult them.

The project books provide the basis for a successful peer-to-peer information exchange between the cities and other stakeholders and experts in the region. Peer-to-Peer strategies are an important approach to knowledge management that addresses the "human component of learning" through a highly personal exchange of process-based formal knowledge and practitioners' subjective project experiences, which are always linked to a context and extremely specific difficulties.[150]

What one wants to consider in the analysis of this project is the impact on the marginal neighbourhoods and for this reason there will be a focus on the outcomes in Simmering district. It will be useful to understand further the relationship between this area and Vienna as well as the one between Munich and Neuaubing-Westkreuz/Freiham neighbourhoods because there are similar features, not only as regards the number of citizens that are involved, which is very similar, or the comparable motorization rate, but also for its peripherical dislocation and its implication. In particular, both cities want to improve their outskirts through unusual approach to the urban planning by using tools for the growth of smart cities, since up to now it is rare for cities to make use of these instruments for projects in the suburbs.

In Vienna the place identified for the realization of the project is the central area of Simmering's district, between the Simmeringer Hauptstraße and the eastern railway line, where 21 000 residents will benefit from smart project solutions in the fields of refurbishment, energy, mobility, and information and communication technologies, with a special emphasis on dialogue, in accordance with the Vienna Smart City Framework Strategy, which highlights the human dimension of the Smart City. The project district in Munich, Neuaubing-Westkreuz/Freiham, is where advanced smart city technologies are being deployed. Many of the residential buildings in Neuaubing-Westkreuz were constructed in the 1960s and 1970s and have low energy efficiency standards, in contrast to Freiham, which is a neighbourhood with recent housing constructions. The population of this neighbourhood on the city's western outskirts is about 23,000.[151]

The project's goal was to create, add, or implement mobility hubs in the districts of Simmering and Neuaubing-Westkreuz/Freiham, i.e. locations where various mobility offers and services are available, including a shared mobility alternative, such as bicycles, scooters, and car-sharing, with the goal of promoting integration between these facilities and public transportation in order to change travel patterns. While shared mobility is useful for reducing the use of private vehicles and improving the supply of local public transport, many cities are reluctant to incorporate these shared mobility hubs as public order problems can arise due to the disorderly parking of bicycles and scooters, obstructing pavements and streets, sometimes also due to the lack of parking spaces in some city districts.

Actually, there are fourteen mobility hubs in Munich and SMARTER TOGETHER wants to implement the service with eight more, while in Vienna there were only three mobility hub when the project started and with the European funding from Horizon 2020 one was installed in Simmeringer Platz. Following this decision, Wiener Linien, the public transport's company, implemented two mobility hubs in other districts, but not as improvement policies of the project.[152]

150   Wendt and Dübner.
151   Ibidem.
152   Silva, 'Smart mobility hubs in peripheral areas: the case of the systems implemented in Vienna and Munich'.

	VIENNA		MUNICH
		District Area	
	21000	**Population**	23000
	363.1 automobiles/1000 inhabitants	**Motorization rate**	454 automobiles/1000 inhabitants
	+ 1	**Mobility hub**	+ 8
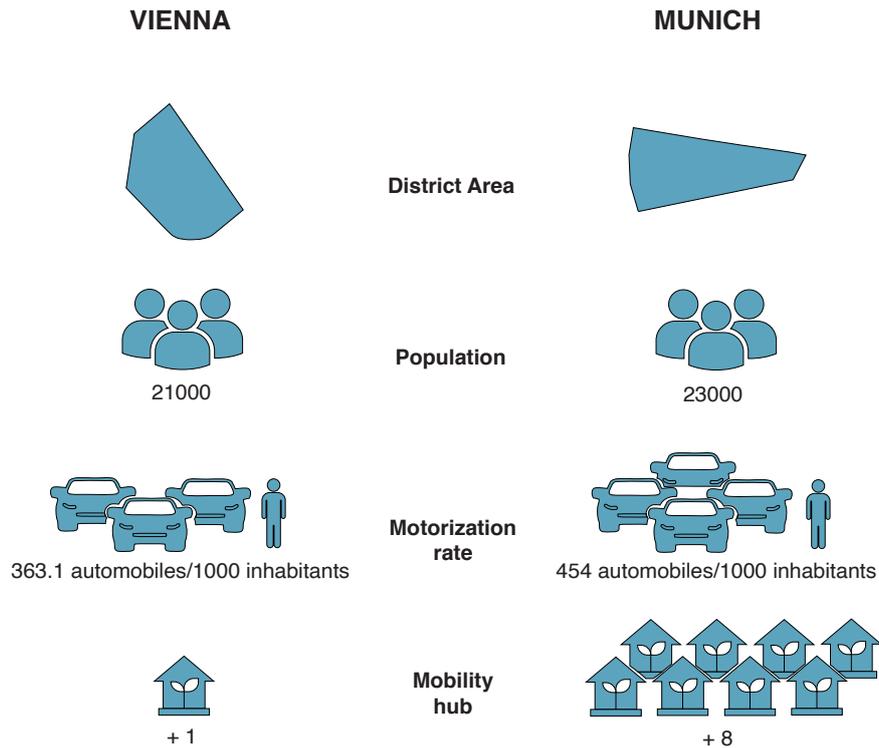
Figure 23: Confrontation between the project SMARTER TOGETHER developed in Vienna and in Munich. Source: Author's own elaboration.

Despite the fact that they appear to be utterly different, the three lighthouse cities have a lot in common. The vast number of quite unique yet occasionally very comparable initiatives demonstrates this plainly. It is especially crucial to address several main challenges while building a broad concept for such a project in order to be able to generate co-created and integrated solutions and offer replicable results in relation to how the challenges were managed.

The themes that were addressed in the development of the project are City Engagement, Holistic Refurbishment in Smart Districts, District Heating & Renewables, Data Management Platform, Smart Services and E-Mobility. These activities are managed in the project books, which provide readers with an inside look at how innovative urban development initiatives in prominent cities are developed. The project books will outline the obstacles and experiences that the developers face throughout their life cycles, as well as throughout the conception and execution phases, to provide a number of lessons learnt.

A collection of tools for later usage within the Co-Creation Processes for deployment in all three cities was defined based on identified, reviewed, and assessed existing tools and methodologies for Co-Creation. These technologies and methods laid the groundwork for digital collaboration and knowledge exchange between professionals and local stakeholders in lighthouse initiatives.

SMARTER TOGETHER aims to create methodologies, solutions, and strategies that may be applied to each city involved in the network as well as other cities that in the next years will have to deal with similar problematics. By transferring these solutions to the following cities on the basis of project books and the knowledge to get deeper project insights towards these cities, the replicability of the solutions to be produced in the SMARTER TOGETHER lighthouse cities will be assessed.[153]

As previously mentioned, both Vienna and Munich decided to involve two districts in the suburbs, with the aim of creating a better connection between these areas and the cities, reducing the segregation and improving an exchange, since by now the public transport network is limited and this mobility hubs

153   Wendt and Dübner, 'Co-Creation for Smart City Solutions – a Peer-to-Peer Process'.

can be a desirable alternative.

This choice, however, brought to light numerous problems in the Simmering district. For while in the two Munich districts the project works as there are excellent infrastructure connections already realised or being realised between the suburbs and the city centre, in Vienna the lack of shared mobility systems has become evident and in order to expand it in Simmering and the surrounding areas, significant investments are required. [154]

Notwithstanding these observations, to date it can be said that SMARTER TOGETHER has been successful in Munich in that the intended connections have actually been built, both infrastructurally and socially; in Vienna, on the other hand, the project has worked but with some limitations. If one looks at where the shared mobility hubs have been placed, one notices that they are in the vicinity of the two main metro line U3 stops (Simmering, Enkplatz) while the rest of the district continues to lack this service.
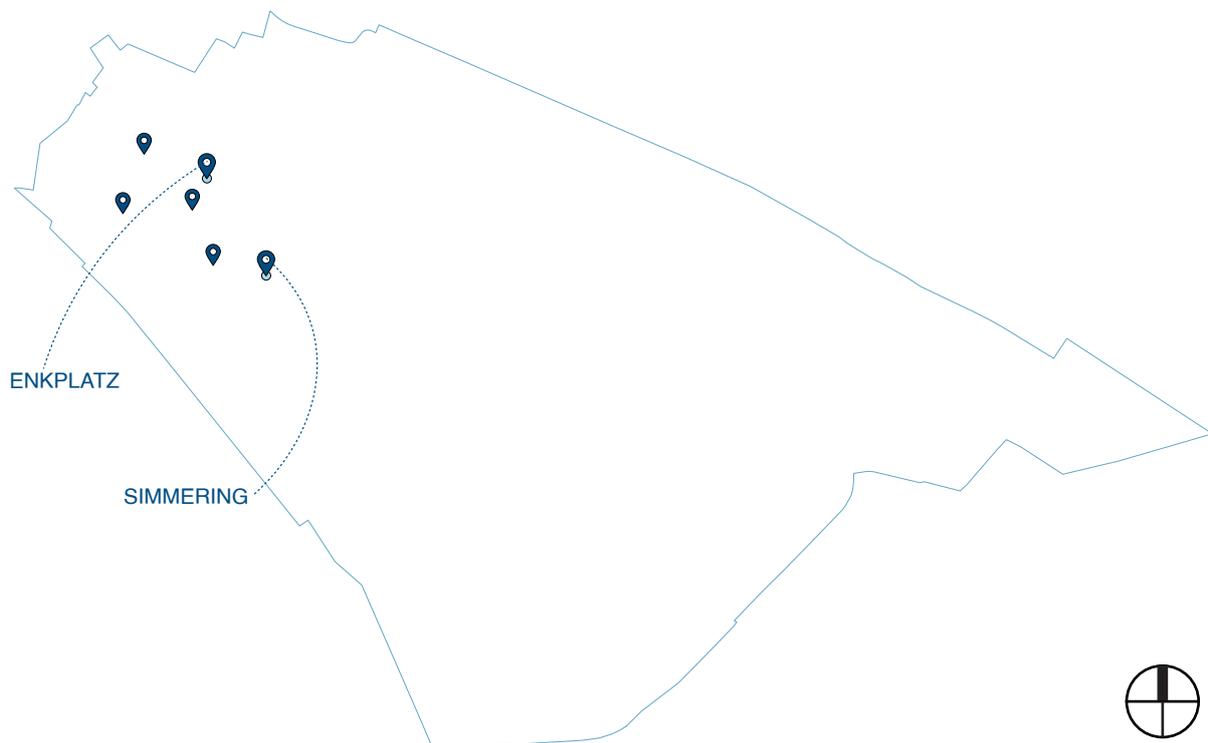
Figure 24: Collocation of the mobility hubs in Simmering (2022). Source: Author's own elaboration based on the SMARTER TOGETHER's official website (https://www.smartertogether.at/tour/infotafeln/)

Perhaps the construction of additional hubs in the rest of the district might seem out of place, as population density decreases the further one moves away from these two hubs and might be an excessively high economic investment compared to the actual use that citizens make of them, if not incurring the risk of vandalism.

On the other hand, however, the presence of a dense network of bicycle lanes in the easternmost part of Simmering would suggest that an implementation of at least shared mobility by bicycle could be an opportunity to invite the citizens of Vienna to explore the lesser-known corners of the city, also characterised by the presence of protected nature areas near the Danube.

---

154   Silva, 'Smart mobility hubs in peripheral areas: the case of the systems implemented in Vienna and Munich'.

4.3.3 PER-ALBIN-HANSSON-SIEDLUNG OST (PAHO)

This project is located in the 10th district, Favoriten, in the south of the city of Vienna and was involved by IBA Vienna in a urban regeneration aimed at adapting a 1970s settlement to today's housing needs.

With a total of more than 6,000 units and over 14,000 occupants, the Per-Albin-Hansson-Siedlung is one of Vienna's largest municipal housing developments. The residential complex, which was constructed between 1947 and 1976 in different phases, is viewed as an example for the concept of solutions on "social urban development" that emerged after World War II.[155]

The residential complex is composed by nine-storey prefabricated buildings, aligned in parallel and grouped to create large green spaces connected by pedestrian paths. In fact, one of the main objectives was to create a quiet urban complex in which to lead a peaceful and discreet life, so the open spaces available are not equipped with sports or recreational facilities, nor there are any bicycle paths or spaces where the community can meet in the open air.[156]
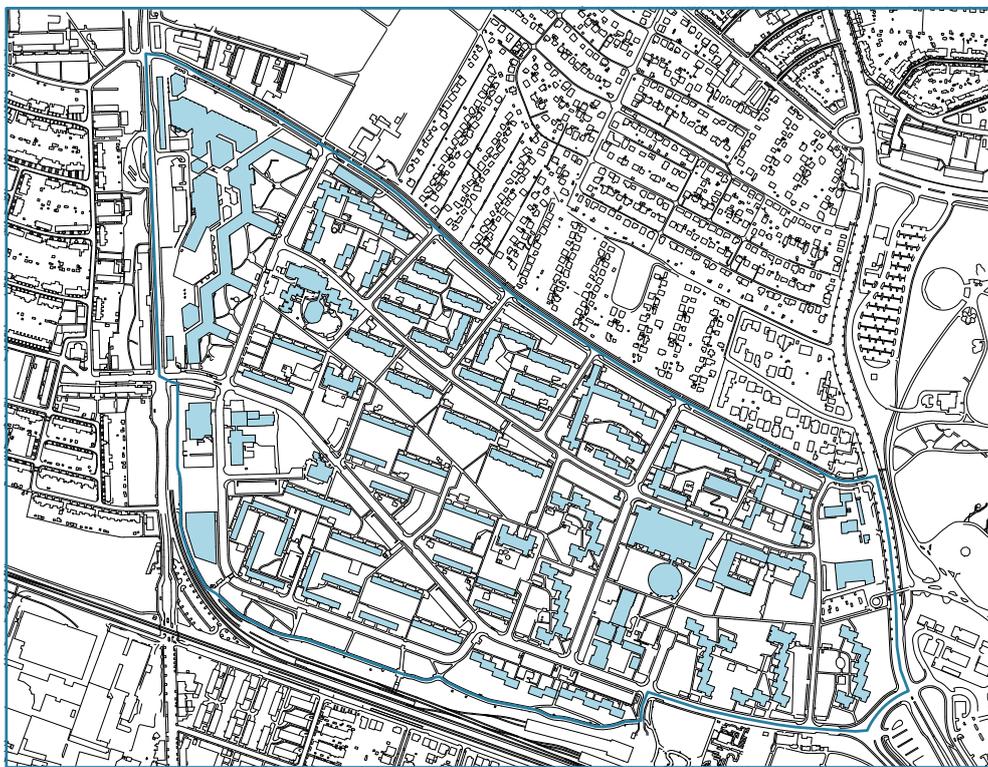
Figure 25: Scheme of the residential complex Per-Albin-Hansson Ost (PAHO). Source: Author's own elaboration.

In 2017, when this area of the district of Favoriten has been connected to the U1 line of the subway, it was decided to make a number of improvements to the neighbourhood in order to provide solutions to demographic, infrastructural and social needs through the engagement of the inhabitants, based on questioning them on which aspects the project should focus.

IBA Vienna established a platform for different actors and local stakeholders to participate to the creation

---

155   IBA Vienna, 'Per-Albin-Hansson-Siedlung. Much History, Many Stories.', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/per-albin-hansson-siedlung.
156   IBA Vienna, 'Per-Albin-Hansson-Siedlung Ost (PAHO)', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/paho.

of ideas and concepts, in addition to an initial phase of resident involvement in defining the objectives of the urban renewal project. During discussions with stakeholders, it became clear that mobility must be implemented in order to be adequate to current needs. Buildings also need to be structurally improved, and the local economy needs to be strengthened also through the use of implementations of infrastructure for children and young people as well as the creation of more educational, cultural, and social opportunities. [157]

Based on the findings and a detailed examination of the social space, a set of topics of intervention were identified for which structural and social measures are being developed to enhance the quality of life for various resident groups. By 2022, a number of initiatives will be put into practise, assessed, and tested to see whether they can be replicated in other neighbourhoods, making PAHO a testing ground for ideas that can be used for other settlements built in the 1970s.[158]

As discussed above, art plays a key role in urban renewal processes to improve the outdoor infrastructure for children, young people and the elderly. Housing estates and open spaces thus become a place of creation in the shaping of public spaces where people can meet.

Alongside the statues placed in the park, temporary exhibitions were set up with works by contemporary authors to bring attention to the development of the residential complex.

The importance of the use of art in neighbourhood's regeneration has been recognized by the municipality of Vienna into the Urban Development Plan (STEP 2025). Art is able to make places more attractive and allow inhabitants to try new experiences also improving their active role in the life of the community.

Given the variety of services already provided by PAHO, the City of Vienna and the real estate company Wiener Wohnen made the decision to increase the available options by constructing a barrier-free square at the entrance to the central Bergtaidingweg in the vicinity of Ada-Christen-Gasse.

Given the high percentage of senior residents in the neighbourhood, the municipality of Vienna recently decided to start the AALbin pilot project, with the goal of pushing social housing renters over the age of sixty-five to confront new technologies and explore the possibilities they provide. The project will be organised as a series of workshops in which participants will be supported by professional staff for 18 months while supplied with tablets and other technological aids. While the elderly will learn how to use these tools, the partners will learn what the needs of this group are and what ideas they have that could contribute to a continuous improvement of the neighbourhood.
AALbin is part of the network of projects that the city of Vienna is developing to achieve the goals set by the Smart City Framework Strategies, which aim to promote social inclusion through the use of technology.[159]

157   IBA Vienna, 'Per-Albin-Hansson-Siedlung. Much History, Many Stories.'
158   IBA Vienna, 'Per-Albin-Hansson-Siedlung Ost (PAHO)'.
159   UIV Urban Innovation Vienna GmbH, 'AALbin Project Provides Support with Devices and Workshops', SMART CITY, 2022, https://smartcity.wien.gv.at/en/senior-citizens-go-digital/.

GREEN SPACES

Families
- Leisure

- Sports

Youngs
- Places to play

Elderly
- Seats

Women
- Safety in the neighbourhood

ACCESSIBILITY

Elderly
- Walking aids

- Accessibile area

- Age-appropriate block

-Services in the neighbourhood

MOBILITY

Habitants
- Bicycle storage

People > 40y.
- Car sharing

- Bike rental

NEIGHBOURHOOD
- Neighbourhood's festivals

- Good and affordable local care

- Specialists of housing estate in the area

SAFETY
- Lighting routes

- Measures against burglaries

- Visible cornes and angles

HEAT PROTECTION

Elderly
- Solutions to cool down apartments

Woman with children
- Cool public spaces outdoor

Figure 26: Scheme of the interventions to be carried out in relation to the needs of the inhabitants. Source: Author's own elaboration.

4.3.4 NEU LEOPOLDAU

Floridsdorf is the 21st district of Vienna and it is located in the northern outskirts of the Austrian capital city and Neu Leopoldau is one of the most vital neighbourhoods of this area.

This locality has been involved in several urban project aimed at spatial and social regeneration by working at both urban and architectural levels. Most of these developments have already been realized into the context of the International Building Exhibition (IBA 2018-2022) and lots of current ideas for other blocks in the neighbourhood are currently being discussed.

Since this is a district on the outskirts of the city, the plans call for the construction of new residential complexes suitable for a truly diverse range of inhabitants, so that a heterogeneous social mix that avoids any form of segregation can be created. In addition, the peripheral character of the district allows for interesting projects for public spaces through the redevelopment of existing parks or the new creation of green open spaces for the use of the inhabitants and users of the area.

1. LEO.PART
2. Blickpunkt 21 - Leopoldine
3. Junges Wohnen Gibt Gas!
4. Gaswerkpark
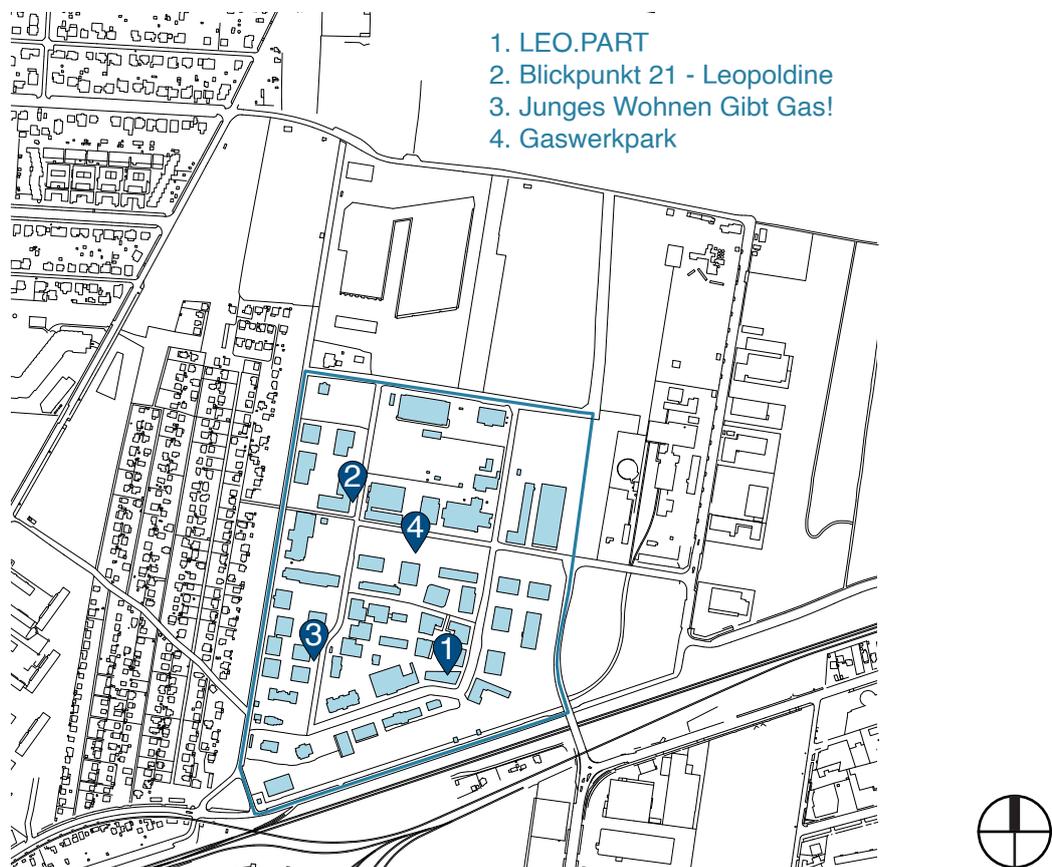
Figure 27: Location of the different project that are going to be analysed: LEO.PART (1), Blickpunkt 21-Leopoldine (2), Junges Wohnen gibt Gas! (3) and Garwerkpark (4). Source: Author's own elaboration.

LEO.PART was completed in 2019, it is a residential complex consisting of five building elements with a private inner courtyard, with several types of flats suitable for different users with diverse needs. Present and future residents engaged in workshops in which they were able to contribute to the design of the flat interiors by defining a budget together. The complex was enriched by the presence of a number of communal spaces, such as community halls on different floors of the buildings.[160]

---

160   IBA Vienna, 'LEO.Part. - Neighborhood: Neu Leopoldau', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/leopart.

The next year saw the development of the project Blickpunkt 21 – Leopoldine, which allowed the realization of low-energy homes grouped around a large green space, which together with the pre-existing structures on the opposite side create the entrance to a neighbourhood with highly desired scenic vistas. Each property has its own outdoor space, while shared areas include two common rooms, a playground, huge storage rooms and bicycle storing.

The central open space plays the role of a recreational area where children can spend time on the playground and residents are invited to linger and spend time together in the areas provided with benches. Trees and green roofs of the buildings prevent overheating in summer and create a pleasant climate, allowing even in the hottest months the use of public spaces, enhanced by the presence of shared mobility hubs where bicycles are available.[161]

This year, a project called 'Junges Wohnen gibt Gas!' has been concluded. It saw the creation of indoor and outdoor entertaining and communication spaces with apartments and communal areas adapted to the needs of the residents. The public life of the community takes place in the connecting spaces between the buildings that make up the residential complex and in the central square, around which three tables are placed which can also be used as tables for parties or events.[162]

The outcome of the project is the result of joint work between technicians and inhabitants, who, by participating in the planning stages, were able to produce innovative ideas and improve the zoning strategies that would influence the project's success. The buildings were constructed on a former gas factory and will be occupied by both flats and workshops or small businesses.

The difference between this project and the two previously presented for the urban growth of Neu Leopoldau is that "Junges Wohnen Gibt Gas" was only completed this year and therefore it was possible to apply sustainable solutions that are suggested by the Smart City Wien Framework, such as the reduction of mobility, which is mainly moved to the outer streets, the realization of public spaces and inclusive apartments designed with the collaboration of the inhabitants.[163]

The Gaswerkpark, which runs south of Tauschekgasse, between Menzelstraße and Richard-Neutra-Weg, is close to the residential complex, with Tauschekgasse serving as the main access axis. The park is set up as a series of diffuse urban infrastructure where people can play sports and games also using a functional pipeline, which is recognised as a defining design feature of the park that still appears as an industrial archaeology exhibit that traces its origins to the area's former use as a gas plant.[164]
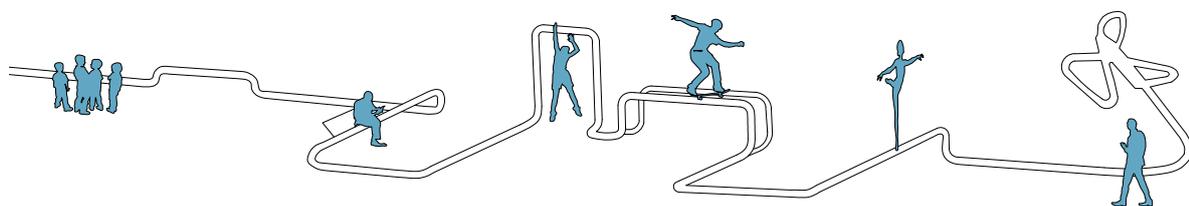

Figure 28: Use of the existing pipeline after the regeneration. Source: Author's own elaboration based on the schemes provided by the IBA website: https://www.iba-wien.at/projekte/projekt-detail/project/gaswerkpark

161   IBA Vienna, 'Blickpunkt 21 - Leopoldine. Neighborhood: Neu Leopoldau.', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/blickpunkt-21-leopoldine.

162   IBA Vienna, 'Junges Wohnen Gibt Gas! - Neighborhood: Neu Leopoldau.', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/junges-wohnen-gibt-gas?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.

163   'So wohnen Junge in Wien', Journal Architektur / Wettbewerbe, Quartiersentwicklung, 355 (February 2021): 48–49.

164   IBA Vienna, 'Gaswerkpark - Neighborhood: Neu Leopoldau', IBA_Vienna - New Social Housing, accessed 8 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/gaswerkpark?ref=projectevent&cHash=7e4235f-94f5929ccf795f1eb9dce3875.

Connection with the context

Different uses and relation private-public spaces

Creation of public spaces and green areas
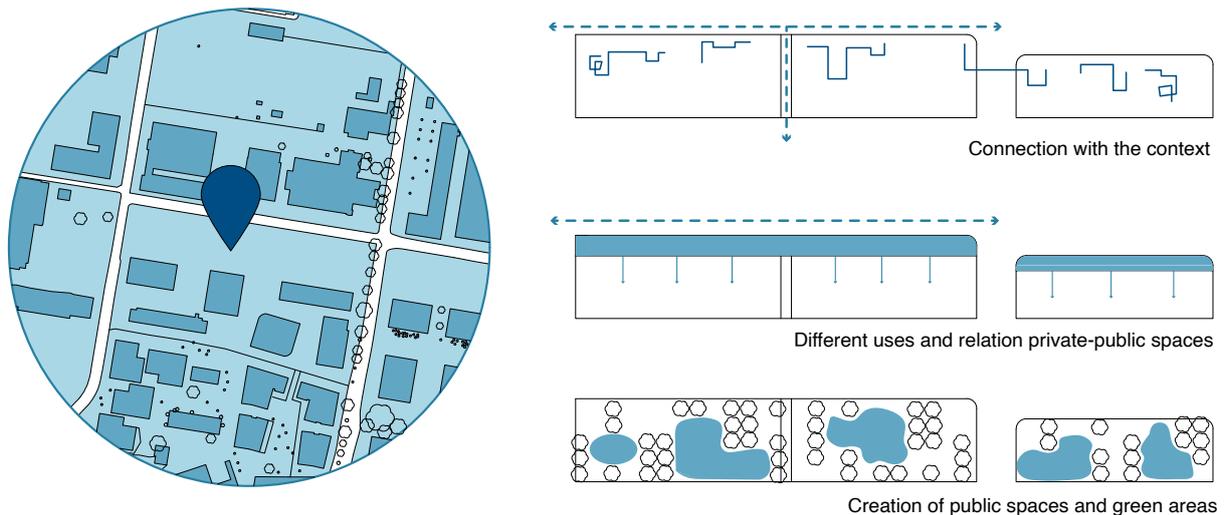
Figure 29: Design concept for the Gaswerkpark. Source: Author's own elaboration based on the schemes provided by the IBA website: https://www.iba-wien.at/projekte/projekt-detail/project/gaswerkpark

IBA Vienna followed the implementation of the project, recognizing the objectives coinciding with its own and having evaluated the potential of the plan.

4.3.5 NORDBAHNHOF

The area of the North Station of Vienna has always been involved in diverse projects through the years. The Collaborative Housing ("Baugruppen") movement emerged in the 1990s, with the most visible example being "Sargfabrik." Since the early 2010s, the movement has evolved into integral aspects of urban development schemes and two innovative developments have been achieved from the movement are represented by the projects for the "Nordbahnhof" and "Seestadt Aspern".[165]

As concern the Nordbahnhof project, from the 1990s to 2025, 10,000 residences for about 25,000 people, large non-residential developments, and many schools will be erected. A 2014 urban development competition resulted in a completely new strategy with smaller roadways and construction areas, high rise structures, and a second park in the city centre. This new direction was accompanied by an intense participatory approach, which is considered good practise.[166]

The station has been part of the project "Mischung: Possible!" (2015-2016) with other case studies as Wienerberg City and Seestadt Aspern. By integrating the domains of action of buildings and urban mobility against the backdrop of social and societal development, the focus is on the interaction of working and living in densely populated urban neighbourhoods in a way that it is socially, economically, and environmentally sustainable. The project's goal is to develop a link between conceptual demands for various applications and the realisation of urban planning as well as everyday world appropriation. In order to make innovation practical, it follows a participative approach and so fosters information transfer between the actors engaged and learning processes.[167]

---

165   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'
166   URBACT, the European Programme which aims to promote sustainable urban development through the exchange of experience and the dissemination of knowledge between European cities, defines as "good practices" those projects that has achieved the desired results and that could be used as a model for cities with similar problems, as it is a proven and validated practice, showing sufficient evidence of achieving the objectives and indicated the key success criteria for moving to another city.
167   Roblek, 'The Smart City of Vienna'.
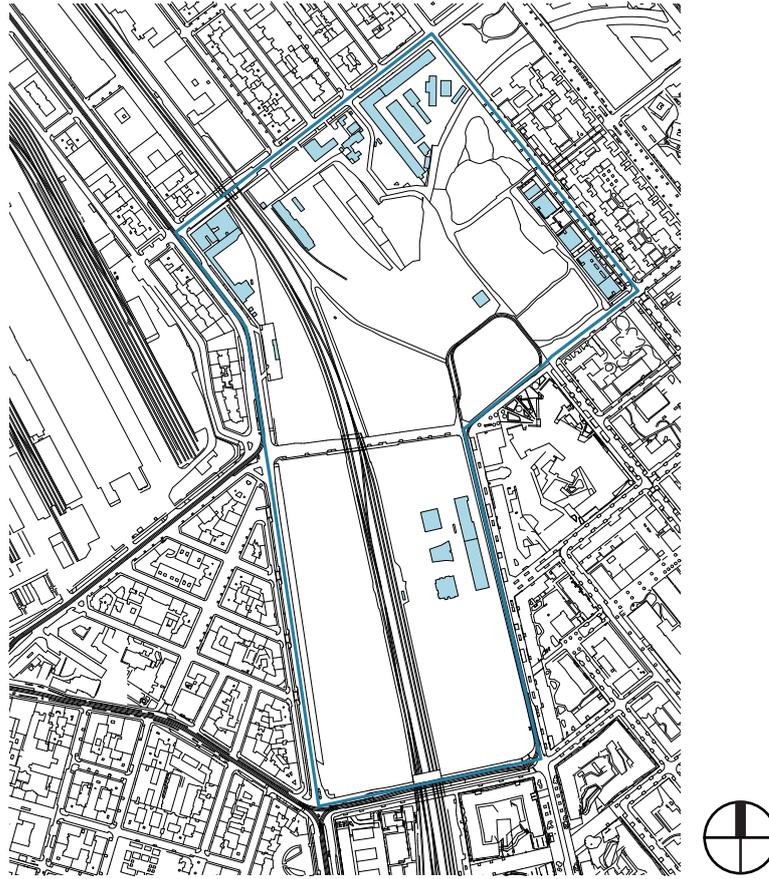
Figure 30: Identification of the area involved into the project "Mischung: Possible!" in the nearby of the North Station of Vienna. Source: Author's own elaboration.

"Mischung: Possible!" for the neighbourhood of the Nordbahnhof aims to create new jobs in what is one of the largest urban development areas in central Vienna by combining the quality of work and life with leisure and recreation. The neighbourhood was seen as a place to experiment with new urban solutions, with an implementation of innovative workspaces including co-working, open labs and multifunctional spaces for events to attract new creative uses and cultural events. The primary objective is to promote innovative development, integrate new stakeholders into growth governance of the area, and improve ecological sustainability. [168]

The Viennese architecture's office Studio VlayStreeruwitz is developing (2011-2025) a project addressed to the creation of new urban spaces with a progressive reduction of the roads since they want to emphasize that the idea of openness is not necessarily in contradiction with the concept of density, it is possible to create an empty space full of people without building something. The project involves emptying the station area to create an open space surrounded by buildings that serve as a frame, allowing the creation of visual perspectives and landmarks recognizable by the creation of structures of different heights.

The creation of open space is not limited to the movement of buildings and transport infrastructures at the edges of the area of interest but involves the design of transition spaces between the different

surrounding places, such as the public square, pedestrian paths or open areas on the ground floors of buildings. This also involves studying passages and openings or narrowing that will create particularly interesting visual perspectives.[169]

---

168   Klima- und Energiefonds, 'Mischung: Nordbahnhof', Smart Cities Initiative, 7 July 2020, https://smartcities.at/projects/mischung-nordbahnhof/.

StudioVlayStreeruwitz, 'Open Centre - Versatile Frame', StudioVlayStreeruwitz, accessed 13 November 2022, https://www.vlst.at/en/prj/freie-mitte-vielseitiger-rand-2/#1.

New circulation
Public open spaces

-85% infrastructure

1 Natural city
2 Railway landscape
3 Parking spaces
4 Urban terraces

New circulation
Buildings on the sides

Area's users
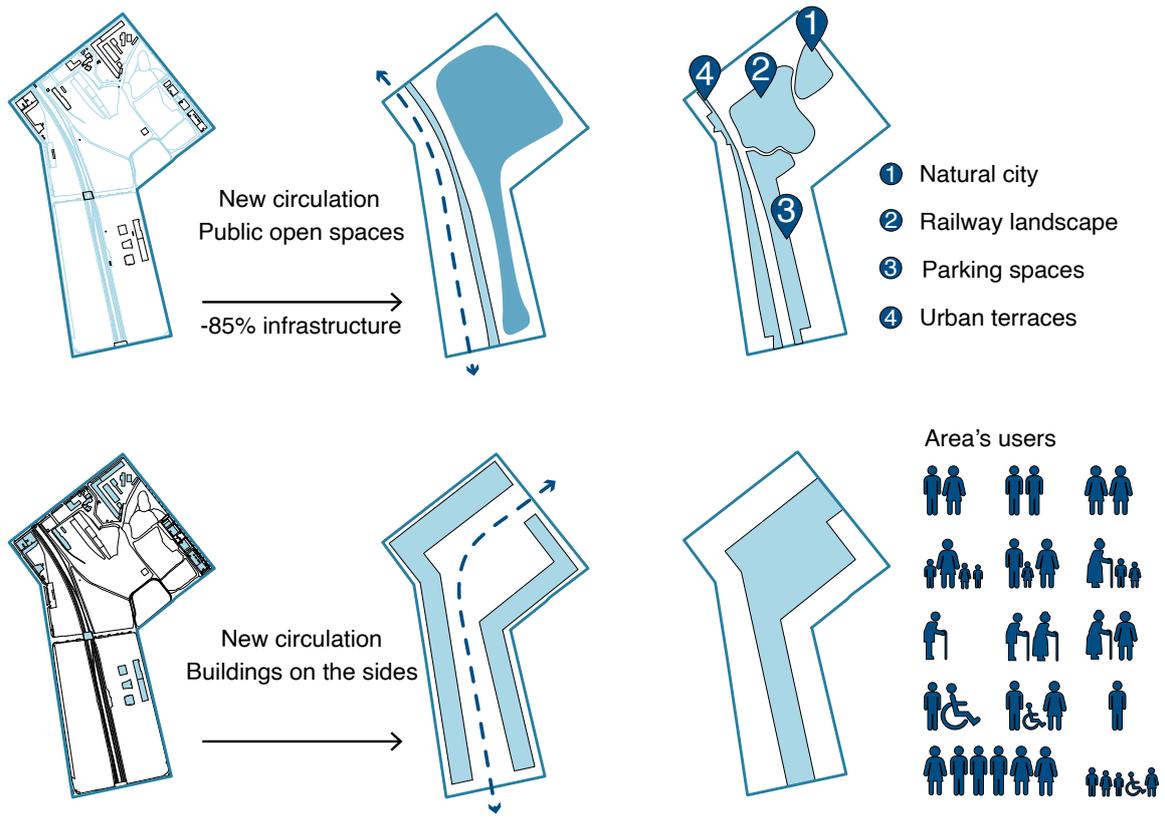
Figure 31: Diagram of the proposed interventions for the area of the North Station. Source: Author's own elaboration based on the Studio VlayStreeruwitz's website: https://www.vlst.at/en/prj/freie-mitte-vielseitiger-rand-2/#30

The design process of green spaces has been based on a gradient of use linked to the rurality, there are retail designed spaces used by a high percentage of people during various times of the day which almost contrast with rural places, where planning is governed by nature that allows an interesting differentiation of land uses and its related management costs. This planning also enables the coexistence of people of different ages and interests.[170]

Increasing of rurality
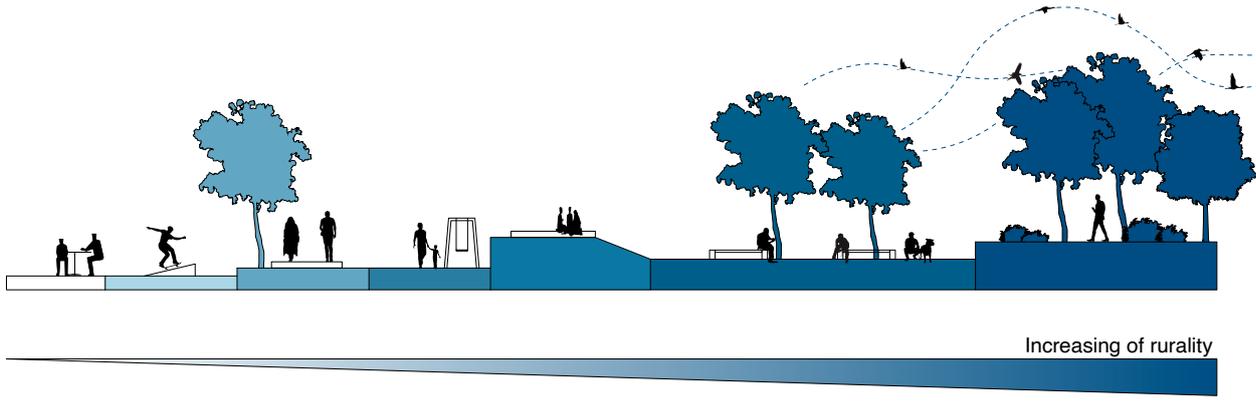
Figure 32: Section of a portion of the area which clearly explain the functioning of the gradient of uses and nature. Source: Author's own elaboration with references to the scheme provided by Studio VlayStreeruwitz's website: https://www.vlst.at/en/prj/freie-mitte-vielseitiger-rand-2/#31

---

170   StudioVlayStreeruwitz, 'Open Centre - Versatile Frame', StudioVlayStreeruwitz, accessed 13 November 2022, https://www.vlst.at/en/prj/freie-mitte-vielseitiger-rand-2/#1.

A similar case of variation in the number of transport infrastructures takes second place to the benefits that can be enjoyed as a result of the creation of these open and green public spaces, therefore a similar strategy can be widely applied following a careful study of the area of interest.

In this project different realities are combined, which are related to the uses attributed to the places that could work well thanks to their logical juxtaposition. The needs and requirements of the inhabitants of the surrounding neighbourhoods and users are met by the wide range of services offered, integrating the natural aspect into the project, a recurring theme in Vienna, which is one of the greenest cities in the world.

4.4 HOW EUROPEAN SMART CITIES DEAL WITH IMMIGRATION

Given Vienna's interest in remaining one of Europe's leading cities in numerous fields of research and assumed its participation in this scenario as a 'flagship city' for the study of sustainable architectural and urban solutions, it becomes interesting to take a closer look at what the other European Smart Cities are exploring.

Common interest in similar problems can help cities to better deal with the issues and the application of participative approaches in urban development is largely used in several country. Lots of cities have already developed projects involving residents and administrators in the process of planning and managing public space in the perspective of renewed urban governance. To build this citizen-administration relationship, it was decided to use a collaborative platform, a new type of communication between citizens, public administration and neighbourhood associations.
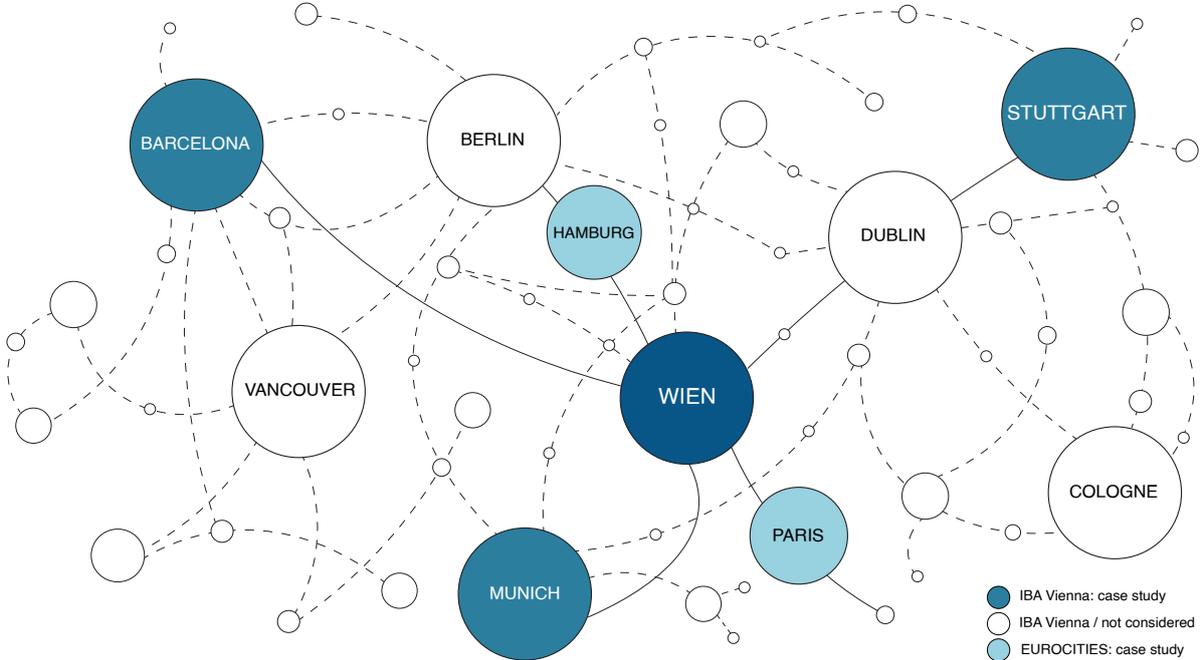
Figure 33: European cities involved into the study: some of them are already into the group of IBA Vienna 2022 while Hamburg and Paris belong to the network EUROCITIES[171]. Source: Author's own elaboration.

---

171 "EUROCITIES" is a European network of more than 200 cities founded in 1986 which want to reach common goals to build inclusive and prosperous communities, to localize global challenges and to work together for ecological sustainability.

4.4.1 STUTTGART

A century after the Deutscher Werkbund's Stuttgart Exposition, which saw the construction of the iconic Weissenhof complex, the International Building Exhibition 2027 Stadt Region Stuttgart (IBA'27) is proposed again in the city, aimed at the exploration for construction solutions and related to the theme of living in one of Europe's most economically important cities. The exhibition sites in 2027 will be socially and functionally mixed houses and neighbourhoods, which are particularly interesting for the purpose of architectural and urban research as multiple themes are expressed in the planning of sustainable multi-layered neighbourhoods.

In this sense, the Stuttgart Exhibition and IBA Vienna share an interest in the realisation of sustainable spaces in which a variety of uses intersect, involving different categories of users and working on the improvement of sustainable mobility, including manufacturing or residential districts from the 1960s and 1970s in which the availability of public transport services or infrastructure is particularly limited. The German city, like the Austrian capital, maintains solid identity ties with natural elements strongly linked to the local culture, confronted respectively with the Neckar and Danube rivers. Seen as vital places where ecosystem services important to humans can be provided, they take on new meanings in urban planning.[172]

This is the context for the realisation of 'Backnang West Quarter' project, which envisions the rehabilitation of an area historically utilised for industrial reasons in the nearby of Stuttgart, with buildings remaining to attest to the prior use.

The international urban planning competition was won at the beginning of 2021 by a project of two

architectural offices from Berlin and Hamburg with a model that proposes the realisation of a productive urban quarter characterised by a broad social diversity and a sustainable mix of uses, making it a 'quarter for all and everything'.

The historic buildings will be conserved, transformed, and combined with newly built structures in order to create squares and public areas for productive use that provide direct access to the commercial activities on the ground floors. This will help to retain the area's industrial background. A wide range of apartments are planned for the upper floors, adapting to various resident types with diverse needs for space. The complex will have a direct connection to the Murr river through a park, which will also serve the recreational needs of the locals and visitors to the area.[173]

This park could be distinguished by a terraced promenade along the waterfront with developed spaces in harmony with the environment that are well connected to pedestrian walkways. Indeed, a mobility plan has been devised, achieving a short-distance neighbourhood with services easily accessible within a 15-minute walk. As a new mobility hub, the railway station will be well connected to the new neighbourhood, and the street that runs through the entire district as a connecting element is planned as a bicycle promenade, linked to the new bridges and piers that will connect the areas across the Murr.[174]

The complex is composed by three neighbourhood areas related to the previous industrial site: "Wohn-Fabrik", "CityCampus" and "Stadtwerk".

172   IBA Vienna, 'Stuttgart. StadtRegion Stuttgart IBA'27.', IBA_Vienna - New Social Housing, accessed 18 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/stuttgart.
173   IBA Vienna, 'Quartier Backnang-West. Partner City: Stuttgart.', IBA_Vienna - New Social Housing, accessed 18 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/quartier-backnang-west?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.
174   IBA27.de, '»Backnang West Neighbourhood« urban Planning Competition: A Dense and Green Urban Quarter for Everyone and Everything.', IBA27.de STADTREGION STUTTGART, accessed 18 November 2022, https://www.iba27.de/en/backnang-west-neighbourhood-urban-planning-competition-a-dense-and-green-urban-quarter-for-everyone-and-everything/.

1. WohnFabrik   3. ParkAue
2. Stadtwerk   4. CityCampus

● Principal connections
● Pedonal paths
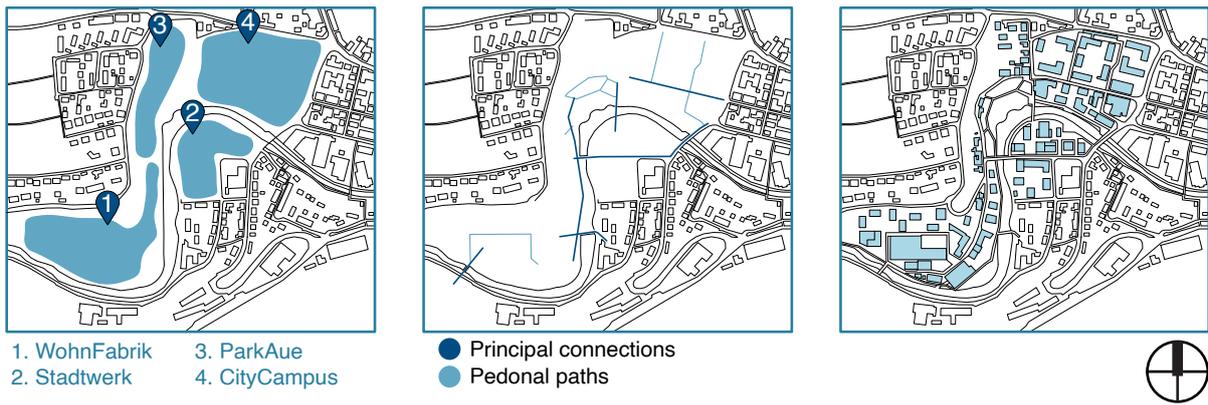
Figure 34: Concept for the 'Backnang West Quarter'. Source: Author's own elaboration.

The area is an interesting project site in which several development themes intersect each other, among which the need to design the river park area and the desire to preserve landmarks from the town's industrial past stand out.

While this project addresses the main themes by developing them through diversified solutions, it also lays the foundations for further future improvements related to the multiplicity of activities that have been included and make the district open and flexible to the implementation of new themes.

4.4.2 MUNICH

Germany has a long history of immigration that followed several phases through the years but the most relevant waves started after the Second World War, when the country became a popular destination for labour migrants. As in Austria, from the middle of the 1950s to the beginning of 1970, the German government approved several policies to increase the interest of foreign employees and accepted more than 2.6 million "guest workers" from Turkey, Italy, Greece, and Spain in order to sustain a booming industrial sector with a cheap labour.

When the Cold War began, the Berlin Wall divided East and West Berlin physically, preventing internal migration for a short period of time. However, after the wall fell in 1989, more than 600,000 individuals living in the East Germany fled to West Germany. The wave of migration that started in late 2014, primarily made up of asylum seekers from Syria, Albania, Afghanistan and Iraq, was one of the most significant ones.

Germany halted the Dublin procedures in August 2015, thereby opening its borders and allowing Syrians who had already entered the country to stay rather than being returned to their initial EU country of arrival. The actualization of this policy allowed that nearly 890,000 asylum seekers arrived in Germany only in 2015. [175]

Since the start of the Syrian crisis, Munich has welcomed a substantial number of refugees, and their integration was a primary concern for the city government, which initially housed refugees mainly in buildings in the outskirts. Faced with the growing demand for housing by asylum seekers, the local administration decided to accept the proposal made by citizens not to demolish a complex of three buildings in the city centre (Glockenbachviertel), in which there was also a sports field, in order to convert them for the use of refugees, promoting their integration.

---

[175]   Jessica Sadye Wolff, 'Hamburg, Germany. A Preliminary Case Study of Refugees in Towns.' (Feinstein International Center, April 2018).

The buildings were renovated with the help of volunteers and a café run by the refugees was added to the ground floor, where cultural activities are organised in which citizens also participate, often helping the young foreigners to integrate by teaching them German. A very active multicultural community has been built between the refugees and those already living in the area, this was born out of the desire of a few citizens to preserve some buildings that would otherwise have been demolished.[176]

"Bellevue di Monaco", as the project is known, today is a good example of citizen engagement and active participation in urban issues. It operates as a cooperative in which any interested citizen can become a member and contribute, allowing refugees to live in apartments at a below-market rate.

In 2020 on the roof of the building were built sports fields for inhabitants and local users which clearly show how sport can be a universal language between people and it is socially placed as a bridge between cultures, supporting the building of bonds of friendship in which diversity is no longer perceived as an insuperable limit but as something to be discovered together.

The positive outcomes of this project are due to the citizens, who have once again demonstrated that the involvement of local inhabitants often plays an important role in society and in the development of strategies involving the community. The use of a bottom-up approach by local administrations has many positive aspects, first of all it empowers the citizen, who feels personally involved, and secondly, solutions can be found more easily, as in this case in Munich where a problem at the administrative level was solved by the inhabitants of the neighbourhood.

4.4.3 BARCELONA

When analysing the cities that share with Vienna the desire to become leaders in urban experimentation, there is certainly Barcelona, a very interesting case study not only for the approach adopted in urban planning but also for certain characteristics similar to those of the Austrian capital that make them easy to compare.

First of all, one can compare the numbers of inhabitants and immediately notice that Vienna and Barcelona have a quantitively similar population, as well as sharing the fact that they are two metropolises with a comparable gross domestic product per capita of the population, but with a very different size and population density.


VIENNA		BARCELONA
414.8 km²	Area	101.9 km²
1,89 millions (2019)	Population	1,63 millions (2019)
50 000 € / per capita	GDP	36 000 € / per capita
4,326.1/km²	Density ⫶ = 1	16,000/km²
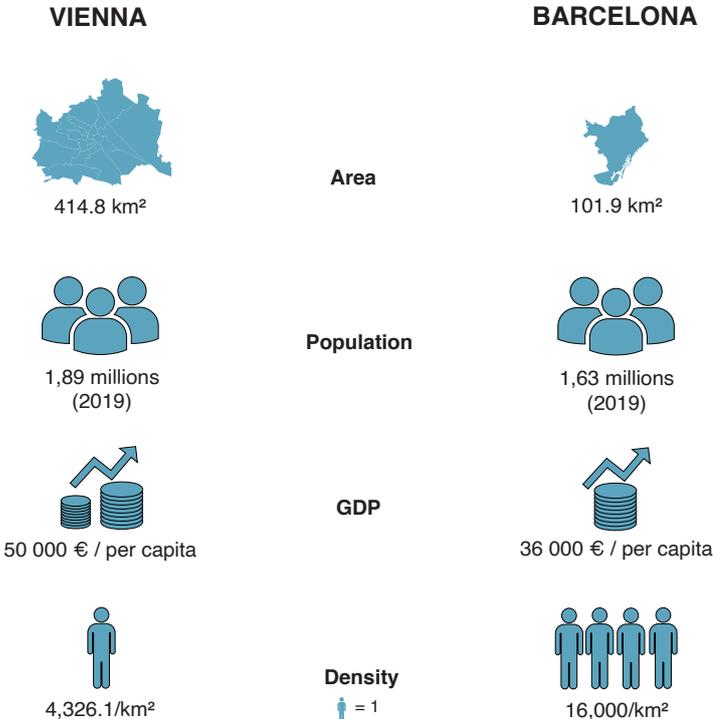
Figure 35: Criteria for comparing Vienna and Barcelona.Source: Author's own elaboration.

176   Susana F. Molina, 'Refugees Home In The City Centre To Address Urban Migration', The Urban Activist. Urban change begins with people on a local scale., 6 June 2018, https://theurbanactivist.com/idea/refugees-home-in-the-city-centre-to-address-urban-migration/.

Barcelona has also experimented with many techniques to spatial planning, including top-down and bottom-up approaches.

While the top-down method is effective in solving sustainability challenges since they are technical and can only be solved by professionals, it has been shown that when the community is included in the implementation process, the success rate of projects increases.

Bearing this in mind, the municipality began utilising IT support in 2011 to adopt technology in city management, foster economic development, and improve citizen well-being. Similar to Vienna, Barcelona has joined the European Horizon 2020 programme in order to construct a more sustainable, intelligent, and inclusive development path for the coming decade. The "Smart Citizen" open data platform was created to encourage the creation of collaborative initiatives by serving as a forum for people to communicate and connect in order to promote interaction between citizens and the municipality, establish a sense of belonging to the city.[177]

With programmes relating to smart lighting, mobility, and the advancement of new technology, the Barcelona Smart City strategy also aimed to promote sustainable urban growth with a tailor-made development plan for the housing issue, the "Barcelona Right to Housing Plan 2016 – 2025".

Through the involvement of public and private partners, the aim is to invest state and city funding to build new affordable housing units that promote environmental and social sustainability.

One of the projects implemented is the APROP programme in Barcelona, which involves the construction of series of buildings using shipping containers adapted for housing use and equipped with green roofs and vegetable gardens. These dwellings are destinated to people as young, elderly and refugees in need of temporary housing or those struggling to fit into the city's regular housing market, so the desire to build a community that provides support for the inhabitants, including them in training or work projects, plays a key role.[178]

The serial aspect of this project makes it a replicable model for the solution of particular temporary problems that may occur in a more or less improvised manner, such as the recurring issue of housing in the event of major waves of migration, or those related to natural or social phenomena where it is necessary to gather a group of people in temporary residences.

Alongside these housing policies, Barcelona's development plans are focusing on the design of public space, to achieve a 'playable city' by 2030 inspired by the projects already implemented in Dublin and London, responding to the United Nations' demands to strengthen children's right to play. This will be possible by designing play areas with diversified activities for adults and children, stimulating the growth of the community as sport and play are seen as elements of sharing between people belonging to different cultures, becoming in fact a tool for integration as it is a universal language.

The plan includes 63 distinct activities, which together reflects a broad, cross-cutting vision that integrates social actions related to public services with urban planning initiatives ranging from punctual and tactical planning to significant urban development projects.

The Play Plan seeks to improve and diversify Barcelona's 900 kid play facilities by incorporating them with chances for spontaneous play in each area of public space. The plan is working on the idea of play infrastructure and the programme will be developed in ten phases, in order to modify playing spaces like parks and squares.

To expand opportunities in the area, current spaces that do not satisfy particular requirements, such as those smaller than 50 square metres, must be removed and replaced with new urban park with aquatic spaces where is promoted shared outdoor activity and team sports. By creating these spaces, the municipality wants to give an important social signal by increasing play opportunities for people

177   Lehrner, 'Sustainable and Future-Oriented Urban Development in Vienna & Barcelona'.
178   IBA Vienna, 'Barcelona.', IBA_Vienna - New Social Housing, accessed 18 November 2022, https://www.iba-wien.at/en/projekte/projekt-detail/project/barcelona.

with functional diversity, ensuring that 100 per cent of the renovated areas are certified as inclusive. [179]

This is the strategy with which Barcelona is positioning itself as a leading city in the management of refugee inclusion, so much so that it is considered a 'Refugee City' for the policies it is pursuing on several fronts, from the economic-social to the one that interests us most, from an architectural and urban point of view. The intercultural approach adopted by the local administration is fundamental to building a coexistence based on respect for diversity, in which an effective dialogue between citizens and refugees can take place.

4.4.4 HAMBURG

As it was previously mentioned, Germany was one of the arriving countries during the past migration waves and many cities had to face with the problem of accommodating refuges, such as Hamburg, where between May and June 2015 the municipality decided to engage citizens into the identification of suitable buildings for these people.

Refugees who had initially been accommodated in temporary camps were recognised as asylum seekers and procedures were initiated to provide them with more suitable apartments, for this reason Hamburg stressed the importance of having responding systems able to manage the housing crisis establishing new policies and authorities.

The key aspect that was understood by the Habsburg authorities is to recognise the importance of providing safe accommodation to people experiencing a complex transitional phase in their lives, marked by uncertainty and the many difficulties they face, first and foremost integration in contexts often marked by racial prejudice.[180]

In order to promote and regulate the contribute of the inhabitants, the municipality developed a project, "Finding Places", which had the aim of involving people in finding dwellings for refugees in different districts of the city through a digital interaction on the platform "CityScope" which was used to provide the participants with interactive maps with several information and data.

Hamburg had already adopted policies for the local Smart Cities Agenda with a support of the Massachusetts Institute of Technology (MIT) as research partner for the development and the implementation of the CityScope platform.
The project aimed to reduce public opposition to receiving refugees in the locations that had been chosen by the Hamburg Central Refugee Coordination Unit, build citizens' comprehension of the complexity of the selection process of the identified sites, and meet the needs of local citizens by consulting them and learning new information.
The participatory process involved a series of 34 workshops, attended by approximately 400 people, during which the refugee agencies discussed with residents which places might be more welcoming, considering distributing refugees over several districts to avoid segregation or ghettoization, and instead allowing them to integrate into various local communities and feel part of them.[181]

The quantitative and qualitative data provided by CityScope were useful in the identification of several potential sites, which have been discussed during the following phases with technical implementation

179   Ajuntament de Barcelona, 'Plan for Play in Barcelona's Public Spaces', www.barcelona.cat, accessed 18 November 2022, https://ajuntament.barcelona.cat/ecologiaurbana/en/what-we-do-and-why/quality-public-space/barcelona-plays-things-right.
180   IBA Vienna, 'Barcelona.'
181   Evelien de Hoop et al., 'Knowing and Governing Smart Cities: Four Cases of Citizen Engagement with Digital Urbanism', Urban Governance 1, no. 2 (December 2021): 61–71.

from the point of view of the local administration and other stakeholders.

During the last step of the workshop, the participants defined the suitable places where the municipality of Hamburg could start the realization of the dwellings for refugees. [182]

Figure 36: Functioning system of the project between the strategies to involve citizens and the relationship with the local administration aimed to reach the identified SDGs. Source: Author's own elaboration.

After a first phase, the projects went on in the following years and it is still ongoing, with better results that have been recognized as "Good Practice" by URBACT in 2017 and have been developed in a study on its replicability with several follow-up activities. The outcomes of the project had positive influence both on the municipality's vertical structure, that has been improved, and on the growing horizontal across-the-board system between citizens and administration. In Hamburg the authorities decided by the urban planners to use public participation as basis for all the future urban projects.[183]

The project showed how the citizens' contribution can support the decision-making process of the local administration, since it is easy to look for solutions all together with a constant debate that can highlight different points of view and show a wide range of possibilities.

What we can learn by 'Finding Places' is that migratory flows will cyclically bring new asylum seekers and the city will not shy away from welcoming them, but the need for housing will grow accordingly. In order to be able to continue to welcome people and allow them to integrate into a deep-rooted culture, it is crucial to give more importance to spatial aspects in housing distribution, listening to what asylum seekers need and stimulating the active participation of local residents.

In consequence of this, it is relevant to share the methodological approach and the results with other cities that face with similar problems or contribute to the development of alternative solutions to urban problems. For instance, the interactive platform "CityScope" has been adapted to face with different issues in any other place and was used as support tool in several cases of urban growing, not related to the refugees' housing crisis.[184]

---

182   URBACT, 'Finding Places. Facilitating Public Participation in the Allocation of Housing for Refugees.', urbact.eu, accessed 18 November 2022, https://urbact.eu/good-practices/finding-places.

183   URBACT.

184   Ibidem.

4.4.5 PARIS

Through the years Paris has become one of the most interesting cities for asylum seekers, who reach the French capital to look for a new life or as transit city from which to reach the UK. Frequently their expectations are dashed because the city is not able to provide suitable spaces to accommodate refugees and migrants are constrained to live in makeshift settlements along the Seine or in metro stations, with significant health and safety problems.

After a first phase in which the French government started housing asylum seekers in former barracks, abandoned schools or in ship containers, the refugee crisis had to be addressed through specific policies in terms of spatial and social reception.

Collaborating with other cities of the network EUROCITIES, Paris has developed for the years 2020-2022 a programme that support transnational learning for the implementation of integration policies.
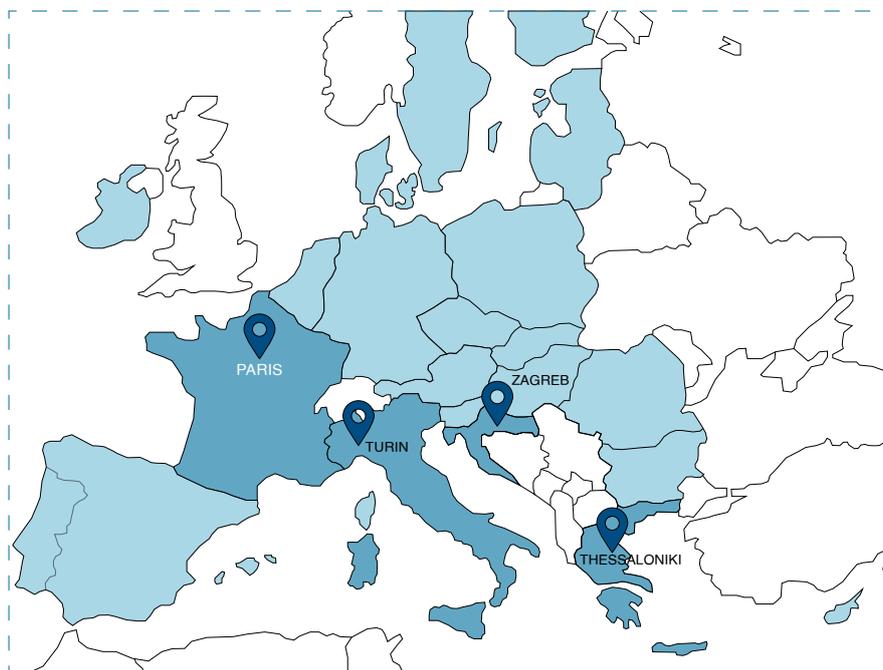
Figure 37: EUROCITIES connected for the topic "integration strategies" of the CONNECTION project.
Source: Author's own elaboration.

Local administrations tried to deal with the issues related to housing with the realization of refugee camps and the construction of the so call "Maison des réfugiés", a safe place where migrants or poor people can stay if they need to, with the development of a series of online platforms to manage the reception and inclusion phases of asylum seekers.

The cities that are taking part in the project are developing action plans with participatory strategies aimed at the integration of migrants and minorities, developing employment and educational pathways. The 'CONNECTION' project aims to promote the development of policies that facilitate the integration of migrants by involving them in decision-making processes that affect them, through a shared learning process by bringing together cities that share similar community and social issues. With a focus on four main themes, fourteen leads and eight partner cities collaborated with various stakeholders to develop innovative integration practises through workshops, site visits, field training, action planning, and implementation.[185]

---

185   Eurocities, 'CONNECTION (2020-2022)', Integrating Cities, accessed 18 November 2022, https://integratingcities.eu/projects/connection/.

The workshops include visits to the different cities to see how integration policy initiatives are implemented and to learn about good practices through direct meetings with the stakeholders involved and on-site visits. To facilitate the exchange of knowledge between cities, staff exchanges from one city to another are supported, in which the policies adopted are examined and how lessons learnt in the host city are adapted working on integration policies based on European standards.

This process enables the development of an action plan by involving local stakeholders, who become active players. In order to continue exchanges between the partner cities, two international workshops are held during the year where the choices made, and the results obtained can be compared. In this framework the project developed by Paris finds place, which developed three other key themes in addition to the 'Refugee House'.

2016
2018

THE BUBBLE
A first-level welcome centre has been established to put an end to the camps on the streets of Paris.
Despite the fact that the subject is a matter of national competence, the structure known as "the bubble" was built with city funding.

2019

MAISON DES RÉFUGIÉS
It is a symbolic and safe space realized by the municipality, open to all migrants with or without the right to remain in France, as well as anyone needing an accomodation, including Parisians.

HALTE HUMANITAIRE
A day centre for homeless refugees established by the Parisian municipal authorities and operated by an NGO.
The institution offers migrants services such as access to their rights, language classes, and a variety of activities.

2020

FABRIQUE DE LA SOLIDARITÉ
The platform was intended to serve as a gathering place for residents who want to help fight social and spatial exclusion.
The city chose to encourage this movement including their initiatives into the integration strategy.

Figure 38: Scheme of the project developed in Paris with the network CONNECTION.
Source: Author's own elaboration.

All the policies that Paris is developing nowadays are addressed to the willingness of finding a solution to the inequalities between the neighbourhoods of the city, since migrants and low-income people are predominantly settled in the outskirts, even in informal settlements such as the well-known in Porte de la Chapelle.

As early as the 1980s, the Politique de la Ville, consisting of strategic plans of the French state aimed at the regeneration of certain urban districts, addressed the problem of social exclusion by targeting urban areas of high social deprivation through a place-based planning approach. [186]

These place-based strategies must deal with the traditional form-based codes used by the "Plan Local d'Urbanisme", the urban development plan known as PLU which includes analysis, planning, and sustainable development, goals, and rules. It is the major weapon for managing urban growth in France, and

---

186   C. Fioretti, P. Proietti, and G. Tintori, A Place-Based Approach to Migrant Integration: Sustainable Urban Development Strategies and the Integration of Migrants in Functional Urban Areas (Luxembourg: Publications Office of the European Union, 2021).

it is frequently implemented by each municipal council of Paris to solve problems within the region. [187]

While traditionally the French approach to urban planning considers the engagement of citizens because of the wide variety of forms they are able to identify to meet their needs, it becomes even more important to involve them in the development of place-based policies as no technician or local

administrator will be able to provide better solutions than those developed by the own inhabitants.

In terms of refugee and migrant participation, there is no formal, systematic consultation organised in the city, and they are consulted informally. As a result, it is important to understand how we might use their knowledge to formulate and evaluate policies and initiatives.[188]

187   Marshall, Urban Coding and Planning.
188   Cecile Miné and Anna Leysens, 'Paris Migrant Integration Strategy' (Connection. Integrating Cities., Paris, 2022).

5.

TRESPASSING GROUNDS: MACONDO

Low-income communities certainly deserve the same quality environment as affluent people.

Safety, a healthy environment, access to services and employment are universal requirements. Suburban neighbourhoods also need to be involved in urban planning practices in order to guarantee these basic needs and to avoid the emergence of alternative patterns to those envisaged that might present particular criticalities from a spatial, social and health point of view.

As seen in the previous chapter, Simmering is a peripheral district which, despite being involved in a few projects also at a city and European level, continues to play a marginal role reflected in urban spaces. Attempts to connect this district with the rest of the city have been partial, in that the two most interesting poles of the area, corresponding to the last two stops of the metro line 3 (Enkplatz and Simmering) have been considered.

Given the large size of the district it would be useful to carry out projects even in the peripheral forgotten areas, which now appear almost as no-man's-lands between the Länder of Vienna and Lower Austria. Since the Austrian capital has the goal of creating an inclusive Smart City that offers equal opportunities to all citizens, it must begin to include those living in the suburbs, such as refugees living in the so called "Macondo".

Analysed from a urban planning point of view, this area of the city of Vienna looks like an informal settlement of some Southern country. On the basis of the historical, social and urban planning studies conducted so far, it is interesting at this point to develop a urban project that considers these aspects in an attempt to improve the living conditions of the inhabitants.

The barracks act as a barrier between the neighbourhood and the neighbouring areas of Simmering, on the one hand giving the inhabitants a feeling of security, but on the other hand making them feel threatened when they leave the perimeter. From a spatial point of view, this housing estate has certain characteristics of tribal villages, such as the presence of specific meeting places for men and women or the distribution of huts that have been built in the gardens over the years.
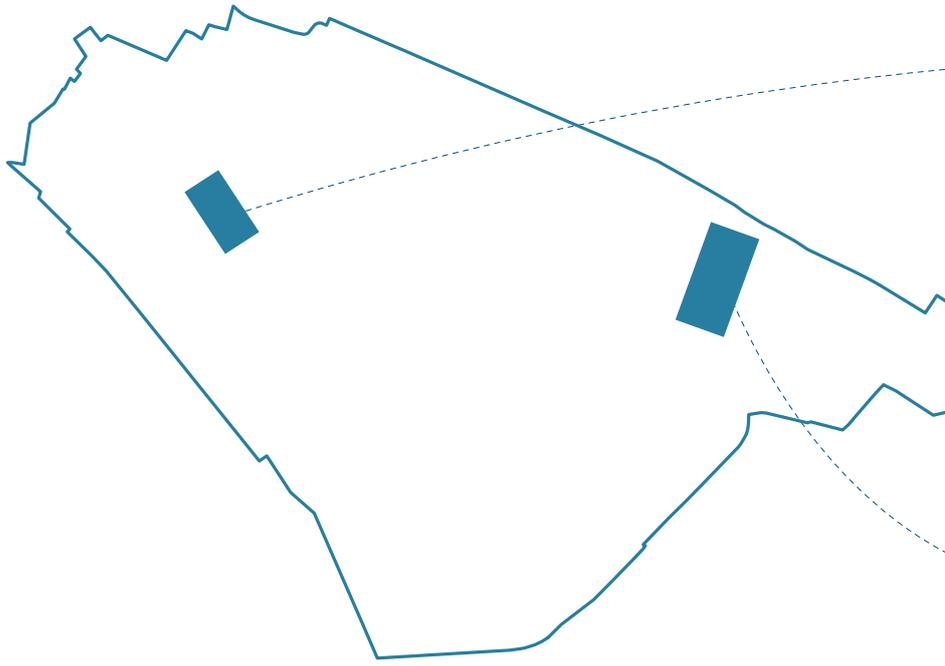
Transect: focus / scale 1:5000
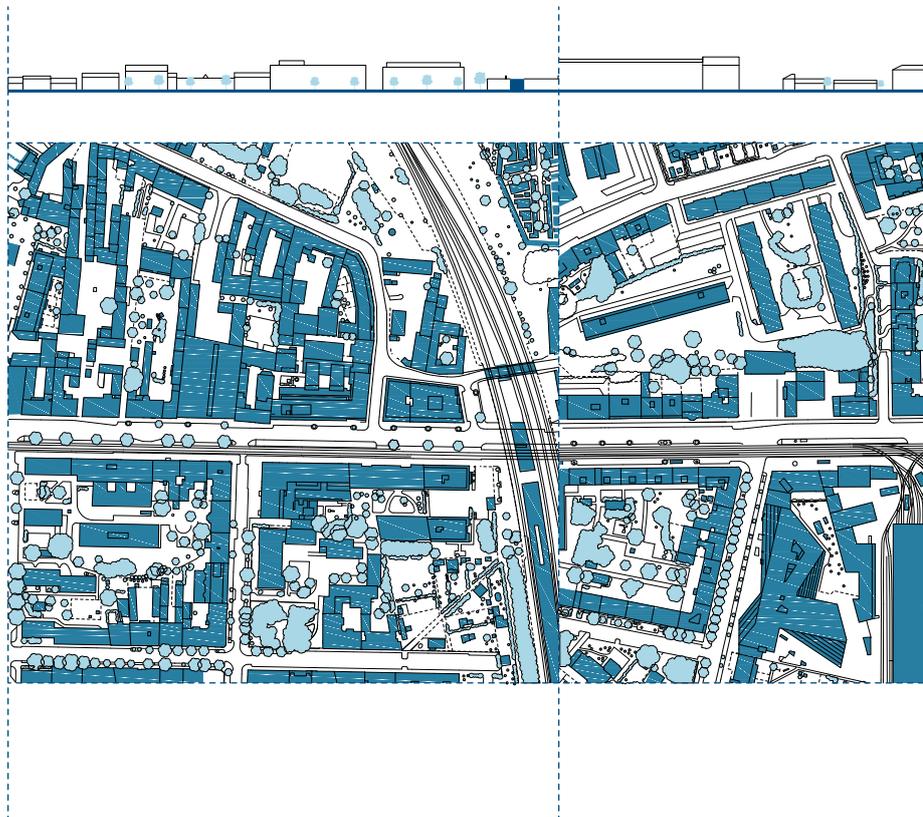
Infrastructures / U3, S-Bahn

Simmeringer Hauptstraße

Transect / scale 1:10000
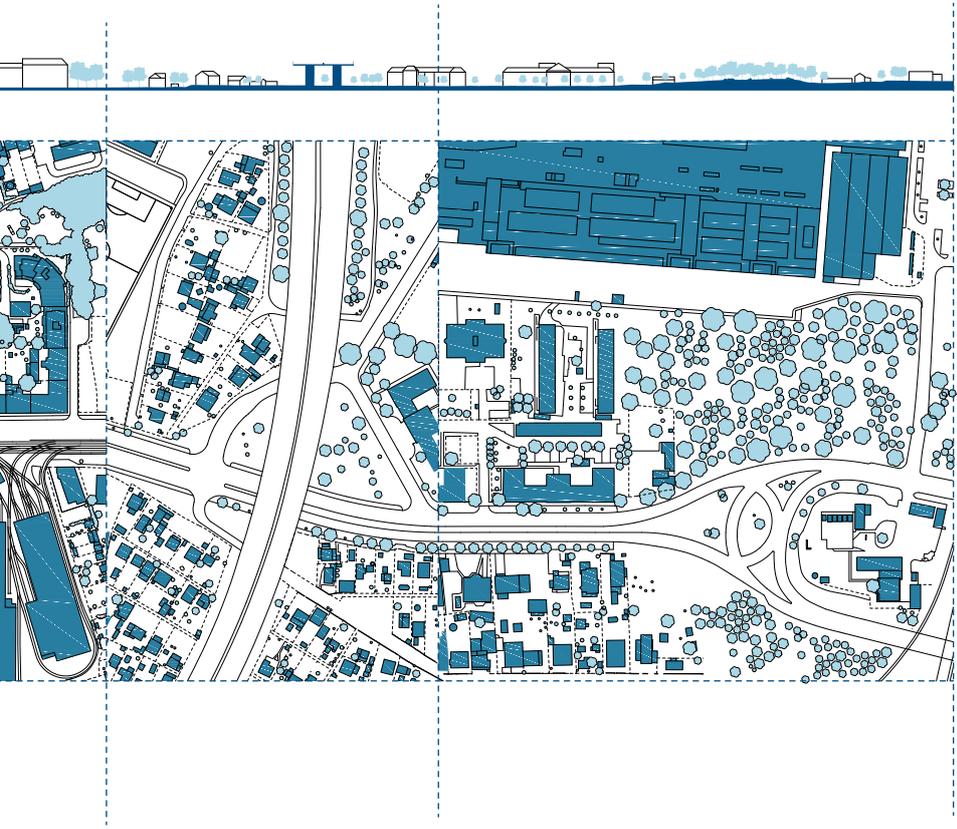
Ost Autobahn & E58   Rural areas

5.1 "MACONDO"

"Macondo" is the settlement on the outskirts of the city of Vienna where for decades refugees from Hungary, Chile, Vietnam and Chechnya have found refuge in Austria since the mid-fifties inside the former imperial barracks.

The area is owned by the BIG (Bundesimmobiliengesellschaft) and is managed by the organization Diakonie.

The name with which the area is identified, "Macondo", is transmitted in the community and is in common use even without knowing exactly who introduced it and when, except that it derives from the imaginary village of the same name born from the pen of Gabriel Garcia Marquez in the work "One Hundred Years of Solitude", published in 1967.

To understand something more about this name, the authors of the book "Aspekte der Österreichischen Migration-Geschichte" tried to talk to some people who have lived in the residential complex for many years, they are the ones who first had the apartments and that all 'now they continue to live in Macondo. Initially this area of Vienna was known as "The Eleventh", as indicated by the "Die Zinnergas" or only as "Imperial Barracks".

A Mexican refugee who came to Vienna seeking asylum after a period spent in Chilean prisons, following the rise to power of General Pinochet, seems to have connected this residential complex in the Viennese suburbs with the village of Marquez.[189]

This man was a journalist and the first impression he had when he arrived in this neighbourhood, understanding the relationships between the inhabitants, was similar to the description Marquez gives in "One Hundred Years of Solitude", showing it as an isolated village in which the protagonists' lives are consumed slowly over a suspended time where one might experience in solitude the similarity of human destiny in the obscurity of this place-not place.

In this "invisible" place the inhabitants live with the awareness that this invisibility is not necessarily a damage; in fact, it is a safe place where they can raise their children despite the fact that it is a ghetto on the edge of the city; what frightens them is the idea of moving to other districts of Vienna, where they could be even more isolated.[190]

The area is characterized by infrastructure landscapes consisting of large wastewater treatment plants, highways, ports, logistics centres, wholesale markets and the most widespread activities are related to agriculture and industrial production.

In the settlement a diversified community was formed for decades and some joint activities have been developed, such as common gardening.

The inhabitants are heterogeneous in their origin and status; for example, the oldest migratory waves have had the opportunity to live indefinitely in buildings in the area, while refugees from later periods are bound to find new housing in the city within two years, therefore their permanence in Macondo is temporary.

The area looks like a stratified territory, in which different construction phases have followed, and this is made evident by the different architectural styles of the buildings.
The middle area of Macondo appears as an informal settlement, in which the open spaces are very

---

189   Grasl-Akkilic, Schober, and Wonisch, Aspekte der österreichischen Migrationsgeschichte.
190   Mia Eidlhuber, 'Am Rande der Stadt', Der Standard, 29 May 2009, https://www.derstandard.at/story/1242317078899/am-rande-der-stadt.

fragmented, the improvised fences hide the private gardens and the paths that wind between them are mostly gravel paths.

Visiting the area it is easy to notice the substantial number of murals on the walls and writings that recall the origin of the authors, who probably want to "mark" their territory.

The reality in which the new inhabitants of Macondo found themselves appears profoundly different from that of the countries of origin, leading these people to create different rules than those existing in Austria, as evidenced by behaviours such as the abandonment of supermarket trolleys, which are not returned to their headquarters.

The tendency of some inhabitants of the neighbourhood is also to abandon bulky objects and waste, without respecting the rules shared within a mature community like the Austrian one, characterized by a scrupulous rigor. These behaviours reflect a different culture, which recalls the images of some countries in the South of the world, underdeveloped or characterized by internal conflicts.

In this context, it is wanted to strengthen the current community and create the conditions for the emergence of a relationship with the district of Simmering and the city of Vienna.

Starting from the needs of the inhabitants, there will be activities that can also involve users who usually do not frequent the area, making "Macondo" an integral part of the city and not a satellite reality excluded from urban dynamics.

Figure 39: Abandoned sofa (1)

Figure 40: Writings on the wall of the detention centre (2)

Figure 41: Writings on the wall of the DDr. Kardinal Franz König (3)

Figure 42: Informal path in the central space of the area. (4)

Figure 43: Abandoned objects at the area's entrance (5)

Figure 44: Abandoned trolleys in the parkings in front of the barrack. (6)

5.2 INTERVIEW: DIAKONIE

The interview was conducted for the research and study phase of the project area elaborated in the past semester. During the on-site visit to Macondo on 9th March 2022, we had the opportunity to meet a representative of the Diakonie, one of managers who looks after the residents of the Zinnergasse residential complex.

The questions we wanted to ask during the meeting were collected in the days leading up to the visit and then organised according to certain thematic strands.

Property, organisation and politic

Who is the owner of the property?

The Republic of Austria, so it is federal territory but the problematic topic about state/federal responsibilities (rubbish disposal, lighting...) is frequent. The property is managed by BIG.

Which organization runs the facility?

It's not really an institution, the property management, which is also the landlord of the apartments in the barracks is BIG. The lessor of the new building (Zinnergasse 29B) is the Austrian Integration Fund (ÖIF).

The Diakonie Refugee Service has been on site as an advisory body since 2013.

Are there rules for residents (apart from the law)? If yes, who created this?

Persons entitled to asylum and persons with subsidiary protection may rent apartments. Normal rental contracts are concluded in the barracks buildings, and the same house rules apply as in any other residential building in Vienna.

In the buildings at Zinnergasse 29B, knowledge of German is required and that at least one parent or one person in the relationship is employed. All rental contracts are limited to three or four years, as the apartments are intended as "Integration Start Apartments".

To what extent will applicable laws, guidelines and regulations be adhered to held?

There are actually never conflicts, disturbances of the peace or the like.

Why was the location on the outskirts of Vienna chosen for Macondo? Why not central?

What is the background behind the creation of Macondo?

The first refugees came to Macondo around 1960 as part of the resettlement programs during the Hungarian crisis, i.e. Austria took these people in directly from their countries of origin. In 1970 the same thing happened with Chileans and Vietnamese.

How many employees are responsible for the facility? Is there carers?

There are no supervisors, but the counselling centre of the Diakonie several times a week. There is also a kindergarten at Zinnergasse 29B, where regular teachers work.

What has changed since the closure of Integrationshaus?

Since the need for apartments is remarkably high, the closure of Integrationshaus and the construction of the "detention centre" created a large gap in available housing units.

Previous projects

How can residents participate in the projects?

Through interest surveys, the introduction of ideas and so on.

Apart from the Architects Without Borders initiatives, have there been others project or ideas in Macondo?

A fenced-in playground was set up next to the detention centre by the police, but this was never opened for legal or liability reasons and has since been dismantled.

Demographics

Are there statistics/information on the demographic ratio (age cohorts, gender)?

Statistics do not exist, emotionally, mainly young families and single parents live in Macondo, a few older people who have been here for a long time (in the bungalows).

The ratio between men and women seems to be fairly balanced.

Is there any stats/information on cultural and national background?
If so, can these also be viewed over time (e.g. Evolution of composition since 20XX)?

Statistics do not exist, but they are mainly Somalis, Afghans, Chechens, Iranians. A few from Congo and Sudan. There are still a few Chileans.

The main religion is Islam, a few Kurds and a few Christians.

Are there statistics/information about the education or occupations of the residents?

No, but the majority of cases involve precarious work.

Is there statistical data regarding the marital status of te residents (how many families/individuals)?

No, but there are only a few single apartments in Macondo.

Accommodations and buildings

How many people are accommodated per room/unit?

In the BIG barracks there are 280 apartments of 50m2 each, for 2 people (+ 1 child) or a single parent + child. In the buildings of the ÖIF there are 126 apartments of 45-50m2 each (minus a few apartments that are used as offices of the Diakonie). The rent is €250-300per apartment. (For the bungalows incl. front garden about €1000,-)

How are the residential units/rooms equipped?
(Size, Sanitary units, in-room/communal cooking facilities, storage facilities, washer/ dryer, entertainment, etc.)

1-4 room apartments (45-50m2), the bungalows have 80m2 + front garden. There are no common rooms, no laundry room, etc. The tenants have all of this themselves in their apartments.

Does the facility have accessible rooms/units? Is there a need?

No! In the new building (Zinnergasse 29B) this is reasonably possible (elevator), but not in the barracks buildings. Need is relative - hardly any wheelchair users, but prams and more and more people with crutches etc.

How are residents cared for in the facility? (Medical, psychological, financial, food, entertainment, work, reintegration, hygiene, laundry)

The integration fund provides support with rental contracts and other contracts, a team of social workers provides advice, for example on basic material security, jobs, AMS, Medical care, school, etc. are all within a 10-minute walk on Zinnergasse.

Is there a "spatial centre", a place where many people always come together?

Outdoors! Friday afternoon at the soccer field, Saturday at Macondoplatz.

Are there still capacities to take in new refugees or new ones to create living space?

Or are the capacities exhausted and the size of the settlement should no longer be expanded?

Two apartments are currently available.

Are there structural weaknesses that you can improve in the facility would? If yes, which?

The detention centre (Zinnergasse 29A) causes strong discussions.
The lack of accessibility, the absence of any seating and the bad infrastructure.

The free access for all and the relation with the problem of dumping bulky waste (barriers needed?).

Neighbours and residents

Are there points of contact between residents and residents/visitors of the shopping centre?

If yes, what do they look like?

If not, are these desired/advantageous on the part of one of these parties?

There has been an official footpath and passageway to Macondo since the Huma Eleven was remodelled. There is a play corner in the EKZ, which is used by some parents with children.

What is the relationship between the residents of the Simmering district and the refugees?

There are few overlapping points! Most likely in the Münnichplatz elementary school, which many children attend, and in the youth clubs in Simmering. Before Corona there were occasional neighbourhood festivals, the Long Day of Escape, neighbours came along, otherwise there was little reason for neighbours to come.

How does the Macondo area relate to the rest of the city?

Do they know Residents of the other districts of this settlement?

Probably very few people know about it.

Coexistence and life of residents

Is there a democratically elected group of residents' representatives?

Is something like this considered reasonable?

Not really. There used to be the "Staircase Talks" and Jan talked about a Somali woman who took on a mayoral role and, for example, organized a festival for the Somali national holiday. Otherwise it is not really possible/sensible/not considered important due to the transit character.

If these groups exist, where do they/would they meet? needed?

Before Corona there was a reading circle, sewing groups, etc. Some of these take place in course rooms, according to Jan these are sufficient at the moment. Otherwise, the neighbourhood help in the apartments is very large.

Are there conflicts among residents?

If so, how are they presented?

Are these specifically characterized by different origins/length of stay?

No, if any small conflicts between the children. The police are never called.

Are there community facilities/clubs in the area or generally in Vienna that are used by the residents of Macondo? e.g. sports clubs, library, cinema etc.

The young people in particular are out and about a lot in Simmering, in the youth centres (often girls and boys go separately). Football clubs are also frequently visited, and the Caritas Cage League, a kind of scouting/recruitment of players, was mentioned.

Approximately how high is the proportion of people who have regular external fixed points (school, work...)?

Unemployment is very high, and both parents rarely work. The minimum income is very often drawn. The children and young people have to go to school.

Where do residents spend their day?

Where is there a school, kindergarten and where do they work?

Which is the daily routine like in terms of gender and age of the residents?

Jobs: e.g. post office on the 23rd, at the airport, often working at night. Bad income, bad working hours..

Kindergarten: on site but is always full.

School: Zinnergasse (10 minutes away).

Are there interest groups that form themselves, such as cooking groups, watching football, etc.?

There used to be a women's café and a bicycle course for women organized by the Diakonie. Very often there is no time for other activities besides working, looking after the children, etc. Somali families often cook together in one of the apartments, while Syrians often watch football together in the apartment.

Is there a separation between the residents in certain cases? (gender/health/age...etc.)

No, there isn't.

To what extent are women structurally disadvantaged? If so, is there a way to architecturally counteract it?

The ways of women are very different from those of men. In most cases they are responsible for childcare and do not work. The needs and duties are different.

In what context did the activities in the garden come about?

And how do these activities work in the context of life in Macondo?

There are the garden plots that can be rented for €300-400 per year and then there is the neighbourhood garden that was created as part of the 2008 Vienna Festival.

This was originally run by the Wiener Gartenpolylog association but is now run by Afghan and Syrian families. Here a cultivation area costs €50-80,- per season. All gardens are in high demand and there are long waiting lists.

Are there facilities for young people?

Hardly!! No real playgrounds etc. Only the kindergarten and youth work and the soccer field (which also has potential for improvement...)

What role does urban gardening play in life in Macondo?

The garden is very important for most residents! Much is grown that is also used for cooking. There are also frequent festivals in the neighbourhood garden - the Open House on Saturday afternoons.

What hobbies/activities do residents share?

Barbecuing is important for almost everyone but is only done in private spaces (otherwise forbidden). Gardening, playing football and watching.

In Ramadan women and children have picnics together, the men smoke together in the evenings at Macondoplatz.

114

Project related to Macondo

With regard to the design project, which uses are required or required by the residents?

The women's café as a safe space. Art projects can be expanded. When residents are asked what they want, a common answer is: a fenced area and, for me, a key for it... Tools/workshop would be useful because a lot of things are repaired and built by yourself.

How can the facilities be designed so that the rest of the public does not avoid the place but wants to go there?

Create opportunities for communication and exchange.

How would this add value to Macondo residents bring?

Or would that harm the community rather than help it?

Yes, it would be desirable.

Can the services of the facility also be used by people who do not or no longer live there?

Not the social benefits, that would go beyond any scope. Always welcome to visit.

Are there needs on the part of the employees/volunteers that cannot be accommodated in the current structural environment?

Additional group/course rooms and maybe a container e.g. for tools etc..

5.3 ANALYSIS OF THE PROJECT AREA

Location of the project area

Enkplatz

Simmering

Macondo

Blaues Wasser
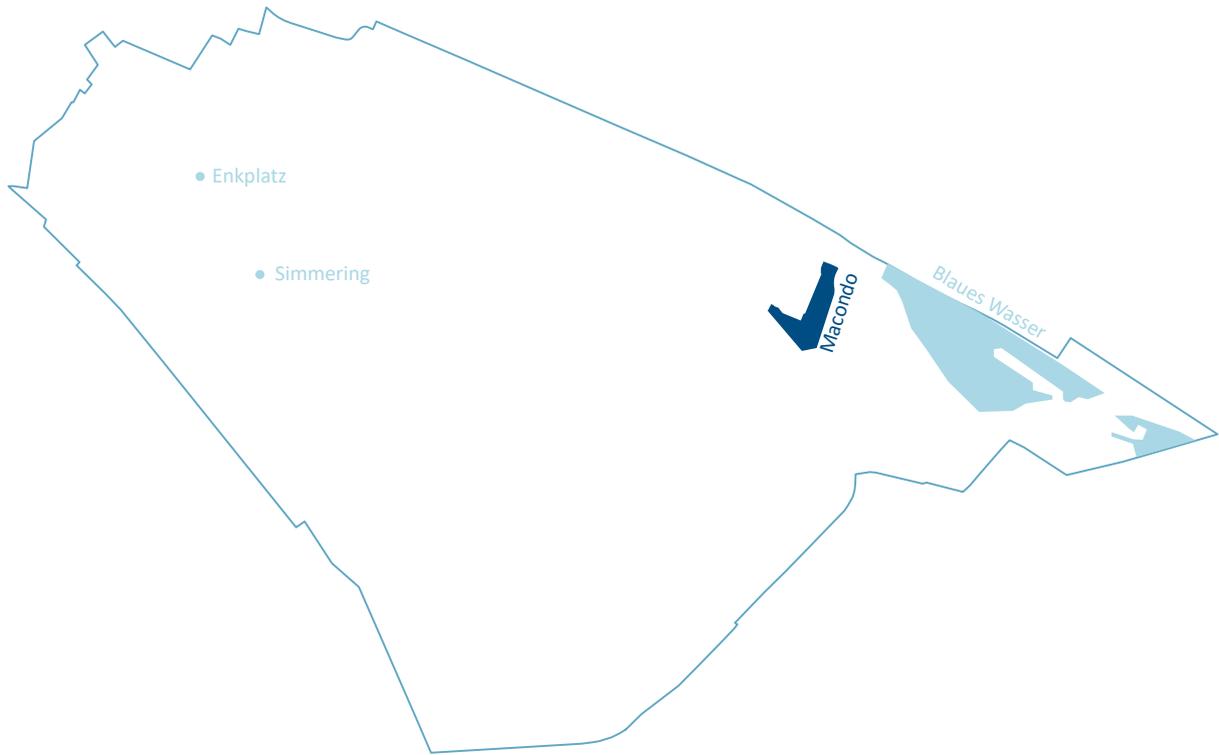
Analysis of urban viability

Cross-border connections

cycle lane
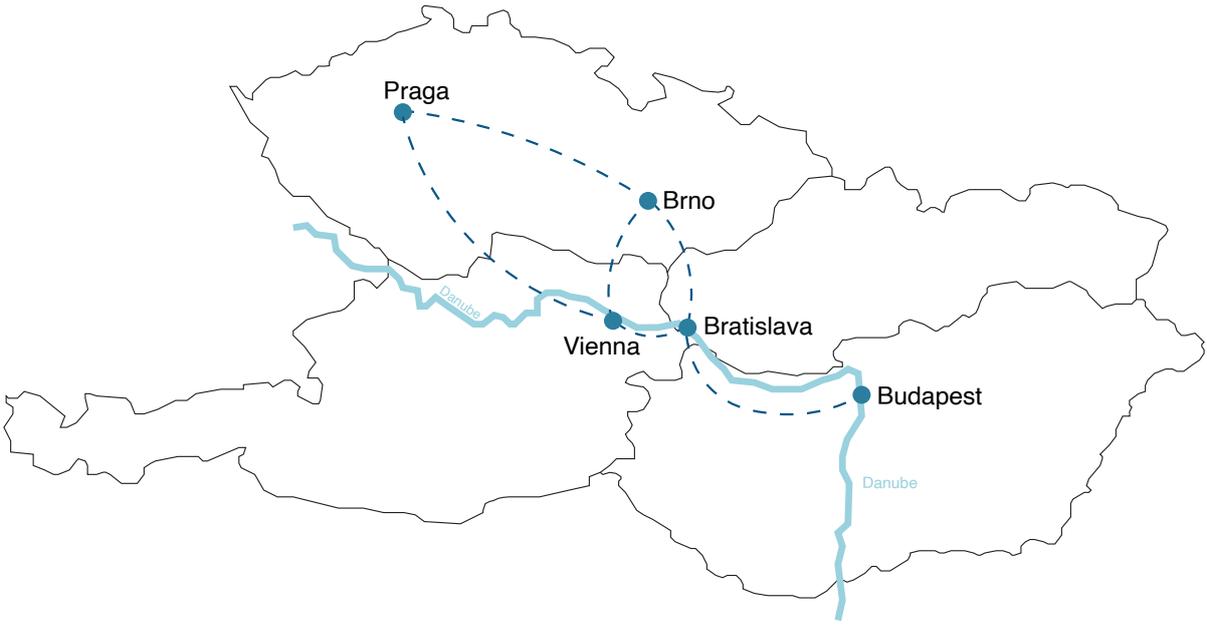
S W O T
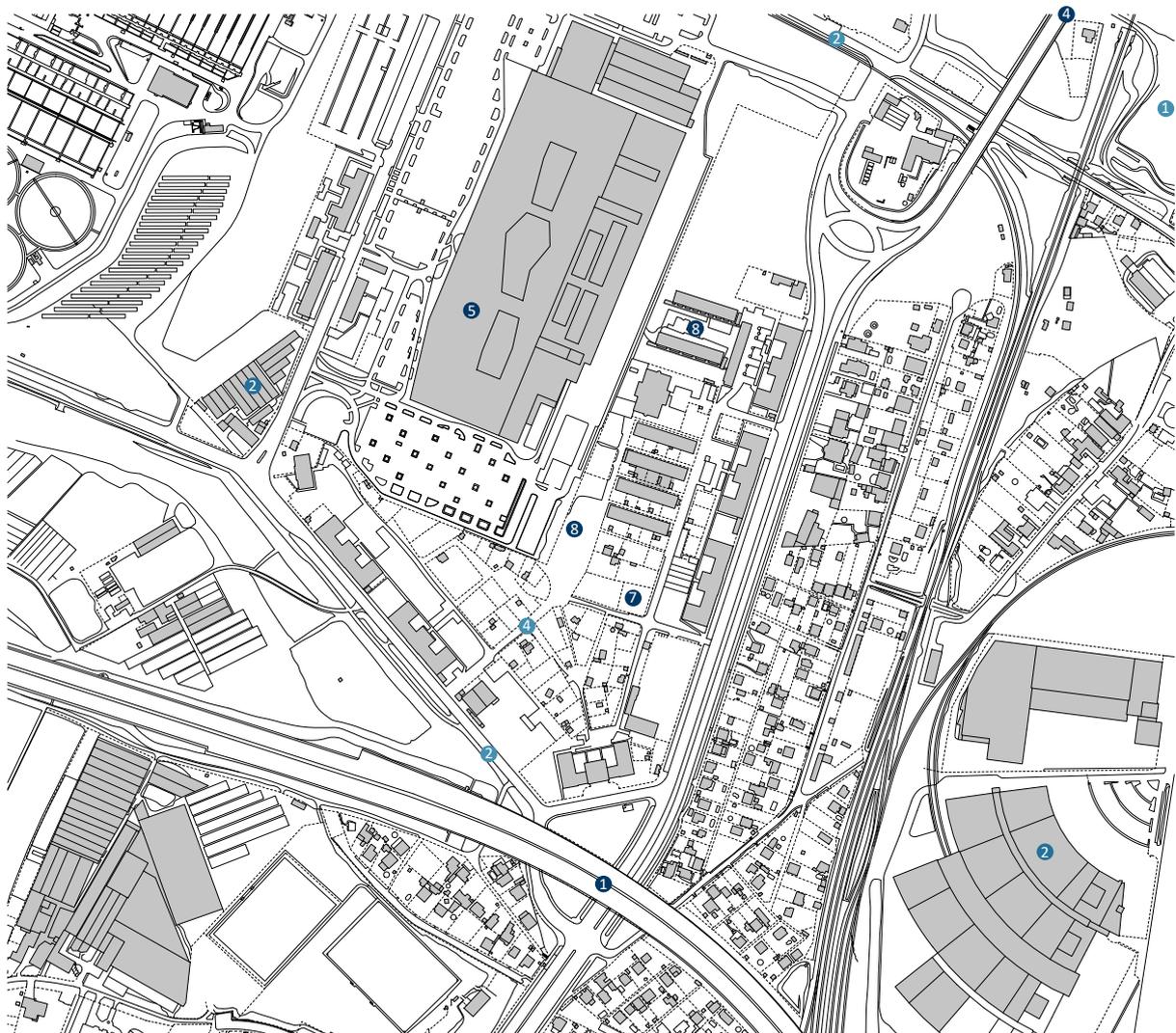
1. Prossimity to the highway connecting Vienna, Bratislava and Budapest
2. Prossimity to airport Vienna-Schwechat
3. Prossimity to the region of Lower Austria
4. Danube as an infrastructure
5. Presence of commercial services
6. Reduced use of vehicles within the Macondo area
7. Community gardening projects already active
8. Playground and football field in use

1. Few connections with the city centre
2. Highly industrial area
3. Urban decentralisation
4. Area frequented mainly during the day
5. Absence of attractive or cultural centres

1. Proximity to the protected landscape area "Blaues Wasser"
2. Presence of cycle paths with connections to urban and rural routes
3. Possibility to create a new relationship between urban space and rural space
4. Opportunity to realize a zone to sustainable mobility and pedestrian.
5. Heterogeneity in the population of Macondo
6. Opportunity to create new relations with the habitants of Simmering

1. Distance to the centre of Vienna and limited connections
2. Relational difficulties between the inhabitants of Simmering and the refugees
3. Presence of few recreational or cultural activities for children and young people that can lead to vandalism
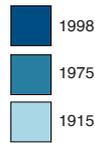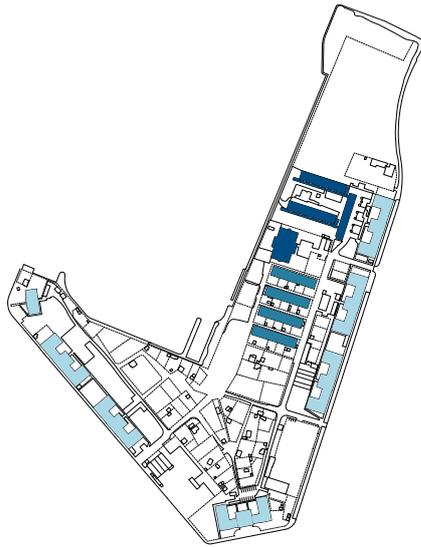
As has already been mentioned, the buildings in the area were built at different times and with different objectives.

The oldest buildings are the royal barracks, built in 1915, while the subsequent construction took place from 1978, with the erection of the central bungalows with the private gardens for the first migrants arrived in the area and management by BIG since 2000.

Since 1998, two residential buildings have been built, known as DDr. Kardinal Franz König Flüchtlingsheim, whose apartments are allocated only to those with an income and a knowledge of German A2.

1998
1975
1915

At the same time, the detention center pending deportation was built and the building is identified as "Gelbes Haus".
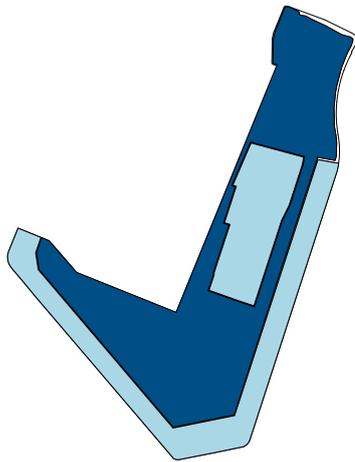
Within the analysis elaborated to understand the urban structure of the project area, a continuity of the building along both Zinnergasse and Margetinstraße was highlighted, as well as the central area of Macondo has an important concentration of buildings.

The areas with high and low levels of urbanisation have therefore been differentiated, this aspect will be considered in the concept of the project maintaining the thread of the built and it will be consolidate through the inclusion of a multifunctional building between the former barracks of Zinnergasse and Artillerieplatz.

High
Low

Photographic analysis

Figure 45: Barrack, view from the parking.

Figure 46: Bungalow, private garden.

Figure 47: DDr.Kardinal Franz König Flüchtlingsheim.

Figure 48: DDr.Kardinal Franz König Flüchtlingsheim.

Figure 49: Bungalow, street side.

Figure 50: Private space of the bungalow.

Figure 51: Detention center, "Gelbes Haus".

Figure 52: Relationship between the "Gelbes Haus" and the DDr.Kardinal Franz König Flüchtlingsheim.

5.4 SIMULATION OF THE PARTICIPATORY PROJECT

During the course I attended in Vienna, a simulation of the participatory design phase involving the inhabitants was tried out.

For the simulation, 'typical' characters living in Macondo were identified and, after investigating what their real needs or habits were through brief conversations with them, an attempt was made to simulate the interaction between these subjects and the architects with the moderation of a representative of BIG.

The characters studied are those most commonly found in the area: a large family, two men living in a WG, i.e. a 'Wohngemeinschaft', a residential community common in Germany, Austria and Switzerland, a single-parent family, elderly people and a lady working in the garden.

My group has been assigned with the character of the single-parent family and, in particular, the figure of the single mother. To adequately represent this person and give voice to her needs, we carried out a survey during a midweek afternoon, to have the opportunity to talk with mothers and children of their experience of life in Macondo.

As soon as we reached the area, we immediately noticed that during the afternoon hours adults and children live all the spaces available to them showing all the liveliness of the place, which contrasts with the semi-deserted image that we had seen during one of the morning inspections, where the area appeared as a single still image.

Our presence was immediately perceived as extraneous by some inhabitants who sat on the side of the road, while young workers returning to their homes tried to establish a dialogue with us.

Walking towards the barracks overlooking Margetinstrasse we met two young mothers with kids, we approached to try to talk to them but it was impossible to have a dialogue as the girls did not speak either English or German and they soon left.

Not far away, in one of the spaces in front of the barracks, two children were playing with the ball and when we asked them to answer our questions, they were very helpful, talking to us with a fluent German.

Both boys, aged between ten and thirteen, have lived in the area since they were born and attend schools in Simmering. Although the school is not very close, they said it is easily accessible by bus lines. About their activities, they talked about Enkplatz, one of the busiest squares in Simmering where they spend a lot of time during the afternoons, and about the games they play with the other children and teenagers who live in Macondo.

The last conversation we had was with a young man, father of two kids.

He told us about life in Macondo, that it is not very well located because the area does not offer a variety of services and that the shopping centre Huma is the only reference point for shopping and for indoor fun activities offered to children.

Even his kids, like the other children of the neighbourhood, attend the kindergarten outside Macondo, the school is accessible by bus but far enough, therefore it is not comfortable for him who works and must accompany them.

With this knowledge learned directly from the inhabitants of Macondo and having observed their habits, during the lesson of the week we simulated the participation of the people living there into the development of the project, with a confrontation with colleagues, who had spoken with other residents, and we were able to exchange information and impressions obtained.

The professor who held the course proposed to use the World Café method for this exchange of information about the life in Macondo, since we needed to talk about the problem of the area and discuss on the perception of the places from the point of view of the inhabitants and a brainstorming was developed to simplify our learning process.

The World Café is a common method to involve communities into the decision-making process for an area that is strictly related to them, it is a simple process but really effective to let people discuss about one or more topics on the base of their own experience. Starting from a question proposed by a moderator, a small group of people need to talk and discuss about it for a limited period of time. After that the groups will be mixed in order to let everyone meet others and support the learning and knowledge exchange.

The meeting has to be moderated by one person that organizes the structure of summit but also in each small group there has to be a host that helps people into the dialogue and encourages everyone to join the discussion. The most relevant aspect is that the meeting should appear to people as an informal talk, for this reason it is important to arrange into the room small tables as if it were a bar. The host has to invite people to write or draw on a piece of paper during the discussion, so it will be easier to collect the outcomes of the meeting.[191]

Important aspects that emerged during this comparison are inherent to the activities to be carried out in the area. Some women who dedicate a lot of time to the activity of gardening have expressed the need to have a winter greenhouse in which to cultivate the garden even in the coldest months of the year, an activity that is now impossible.

One of them, an Afghan lady who in the past lived in Macondo and now moved to another accommodation close to the area, continues to practice activities of common gardening and asks for the possibility of creating public toilets -or semi-public- so that she does not always have to go home whenever she needs it.

From other interviews it emerged that Macondoplatz is the meeting place for old people, while young prefer to gather at the football field every friday as for them there are not many activities to do in the area even if they often prefer to improvise a football match at Enkplatz instead of using the field in the area.

Both children and young adults have frequently referred to the need for spaces where they can practice outdoor sports, as the football field is currently in inadequate conditions to fulfil its functions and there are no places to train despite the large amount of open spaces.

A member of the Diakonie organization with whom we had the opportunity to speak explained to us that the inhabitants often gather to carry out common activities, for example, Somali families tend to come together to cook, while Syrian men gather to watch football matches.

Grilling together is one of the sharing activities more loved by the inhabitants, but usually it is limited to grilling in the private gardens; they also organize picnics on Macondoplatz which are attended by women and children, while men tend to meet in the same place in the evening, to smoke together. Many women suggested to make a "Women's Café", perceived as a safe place where they can spend time together and share a passion for cooking.

The theme of the forest design that currently isolates the northern part of Macondo from the city is recurrent in the interviews, lots of people ask for planning so that it can be a useful space for community life and not continue to be a place of abandonment of used materials.

---

191   Komendantova and Amann, 'Participatory Approaches in Urban Development in Vienna and Austria.'

Given the current social situation in the area, both the inhabitants and Diakonie would like to create new op¬portunities and hope that this will create an exchange with other people, possible new users of the area, so that linguistic diversity too, which can now be a constraint, can become an element to be valued, promoting a cultural exchange.

During our World Café we have developed a sort of brainstorming that collect all these questions and topics, trying to find a solution during the meeting with the collegues and reasoning not by compart-mentalising arguments, e.g. how to deal with the issue of religion, which is a non-negligible point in this context, but rather by questioning whether the length of stay of these people could become an important element in the development of the project.

Figure 53: Brainstorming elaborated during the World Cafe with the other characters of the simulation, sharing the knowledge acquired following the individual interviews.

The project is based on two levels of participation, one is the one already addressed in the design, in which the inhabitants have an active role in the phase of defining the objectives of the project. The second level is based on the principle of social innovation promoted by urban development plans to make Vienna a Smart City.

In the last decade the urban transformation and the welfare management are promoted from a per-spective bottom-up, to improve the lack due to the public actor.

Frank Moulaert, professor at the department of architecture at the university of Pennsylvania, claims that the social innovation is based on three main elements: the satisfaction of human needs that are not correctly managed by the State, the change on social and power relationship to reach a more inclu-sive governance and the empowerment of local communities in the form of increased socio-political capacity and access to resource.[192]

---

192   MacCallum and Haddock, Social Innovation and Territorial Development.

For this reason, lots of cities or districts are choosing innovative social projects. Also Simmering, for a limited period of time, used a collaborative platform "Deine Idee für Simmering " to involve residents and administrators in the process of planning and managing public space in the perspective of renewed urban governance.[193]

The goal would be to expand the platform and make it more and more widespread among the inhabitants of Simmering and Macondo, creating the relationship between citizens-administration but also citizens-citizens, promoting social development at a neighbourhood and district level.

Figure 54: Platform developed to increase public participation. Source: https://www.wien.gv.at/ bezirke/simmering/politik/plattform-deine-ide- e-fuer-simmering.html

Levels of participation

Level 1 / Participation Project

World Cafè
Definition of the objectives of the project
Project
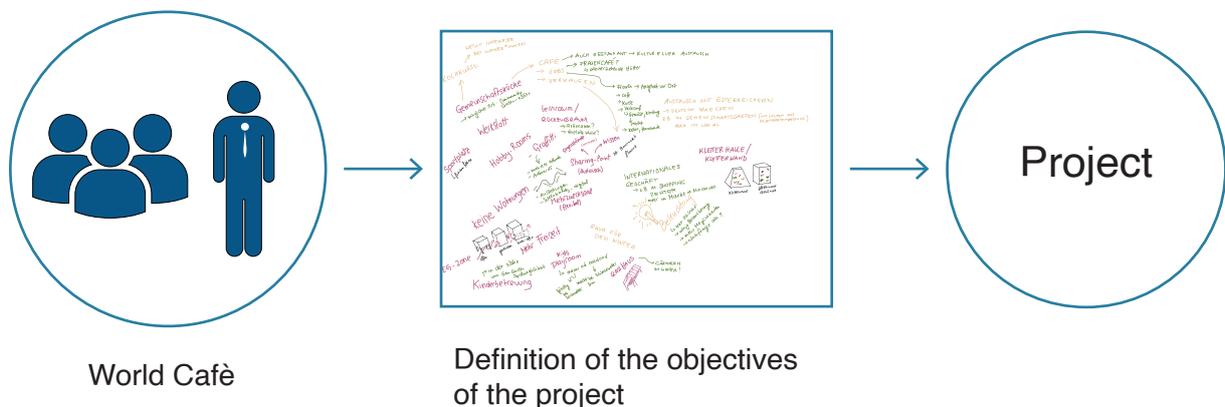
On one hand there is the first level of participation, which is related to the design phase The mail goal is the identification of needs and requirements of local people in order to address the project. On the other hand there is the second level of participation which is based on a continuous exchange of information between the inhabitants and users to promote active participation in community life.

It would be interesting to develop an online platform dedicated to the neighbourhood, as well as to implement the existing platform "Deine idee für Simmering". These interactions do not only take place horizontally between citizens but also vertically with the local administration. In this way, it will be possible to create the relationship of trust necessary for the success of a participatory project, as well as being able to intervene more effectively in the territory.

193   Carina Pfann, 'Beteiligungsplattform "Deine Idee für Simmering"', Stadt Wien, 2021, https://www.wien.gv.at/bezir-ke/simmering/politik/plattform-deine-idee-fuer-simmering.html.

Level 2 / Collaborative Platform

Help for homework

Need a car

Help for gardening

Need a babysitter

Broken bench

Danger

Problems

Events
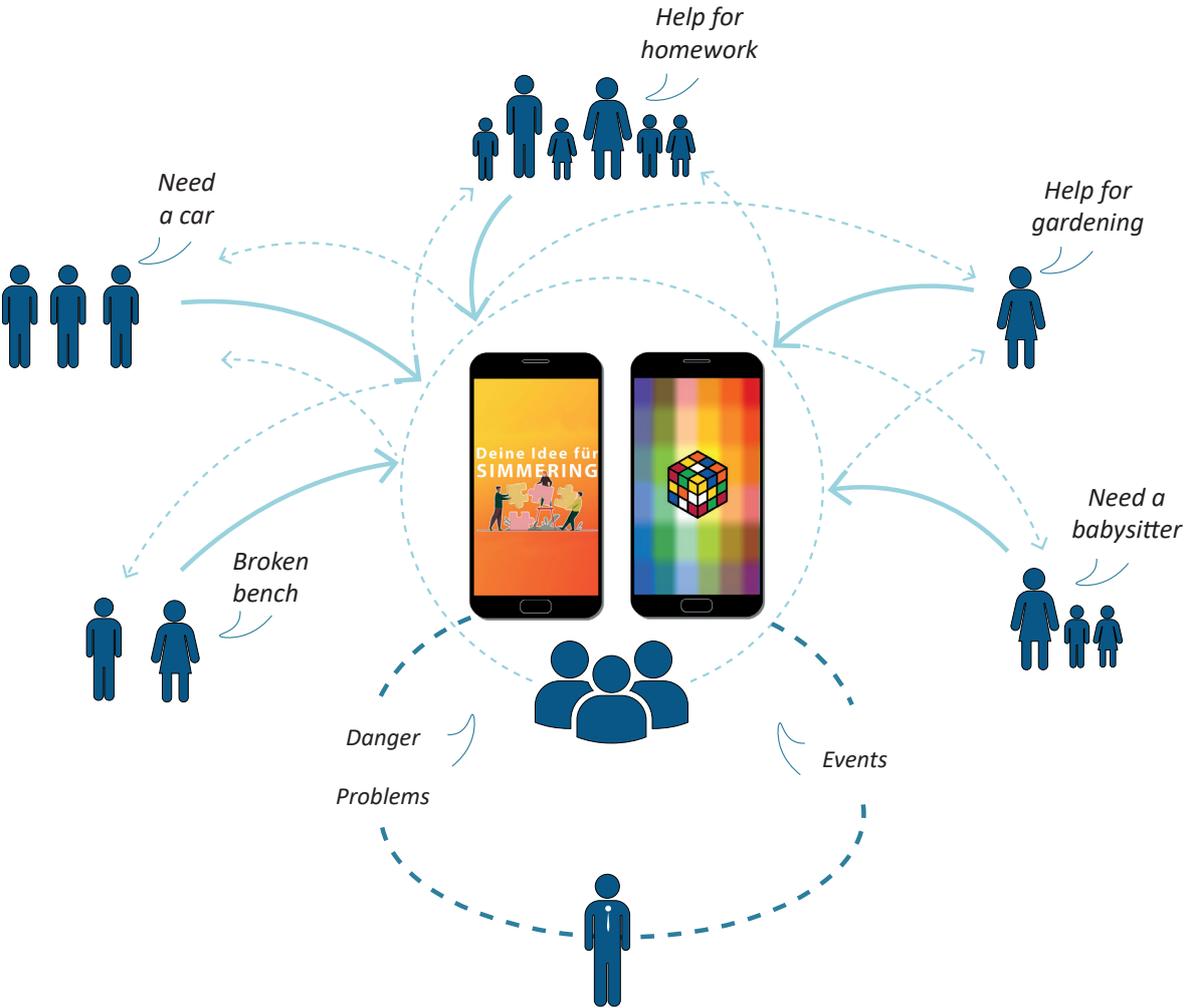
For the development and the improvement of this second level of participation, Simmering could learn more about the use of technological tools in participation such as from Hamburg. As we saw in the previous chapter, the german city has used a mix of methodological and technological solutions which were able to find solutions to social and spatial problems of the neighbourhood.

PHOTOGRAPHIC ANALYSIS

Figure 55: Midweek afternoon in Macondo.

Figure 56: Midweek afternoon in Macondo, entrance to the area.

Figure 57: Enkplatz in Simmering district.

Figure 58: Common gardens, view from the football field.

Figure 59: Football field in Macondo with direct access to Huma Shopping Centre.

Figure 60: Macondoplatz seen from the street. In the background, the series of former barracks.

5.5 DEVELOPMENT OF THE PROJECT

Demolitions
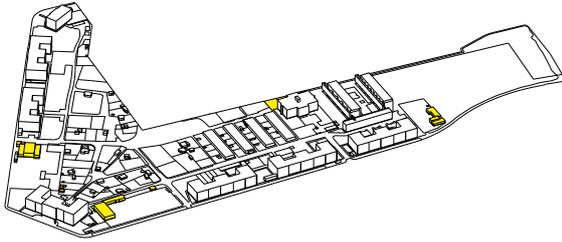
New constructions

Street graph

Pedestrian

Limited
traffic zone

Thematic lines

Sport Line

Entertainment Line

Private gardens
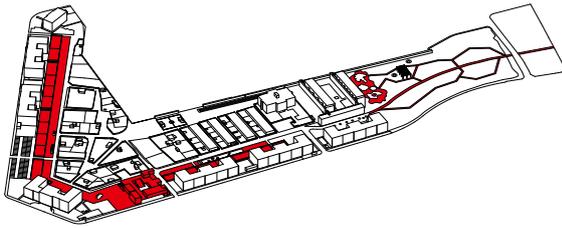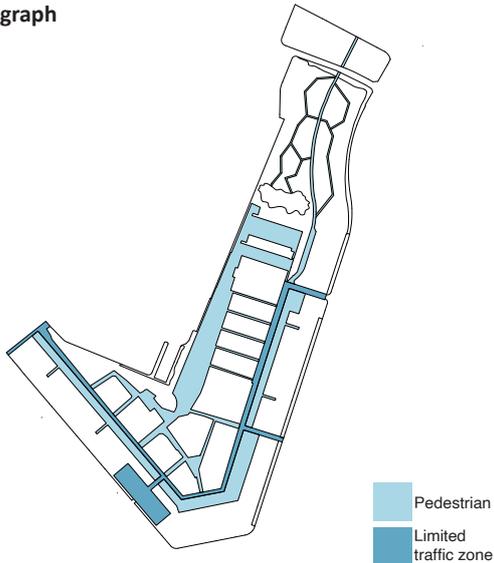
Pedestrian paths
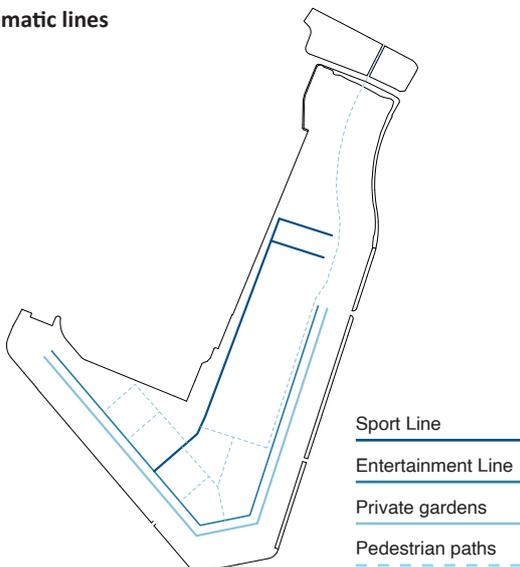
From the analysis of the state of the area and the information obtained during the experience of the Wordl Cafè it was possible to develop the project for the area, that does not want to be only a punctual intervention but extends throughout the neighborhood, crossing it completely with new pedestrian paths and spaces for outdoor activities.

The area has been subject to a general reorganization, with a reduction in the number of parking spaces in front of each barracks, as generally the inhabitants of Macondo do not own private vehicles, to facilitate the creation of more open spaces for public use, both the inhabitants of the area and possible users from Simmering and other districts of the city.

As Zinnergasse and Margetinstraße are two very busy streets, the continuity of the building has the function of removing from the road the green spaces -both public and private- in order to ensure a better quality of living.

During the site inspections carried out in the area has been noticed a reduced use of private vehicles within the district by the inhabitants, therefore in the redevelopment project of the area it is planned to maintain the existing roads for carriage use but limited traffic for inhabitants, while it is wanted to favor soft mobility in all other paths.

To implement this reduction in the number of vehicles in the area, residents and visitors can use the car park that will take place on Margetinstraße and that will play the function of driveway access to the quarter, even if the existing vehicular accesses will continue to be used as such.

Given the goal of making this place an integral part of the city it was chosen to expand the pedestrian route to create a direct connection with the Danube park, through the realization of a path inside the forest that currently isolates the neighborhood in the north.

In order to make the area more porous to attract more people to the area and create a relationship with the surrounding places, besides the creation of the new pedestrian path to the north, it was decided to remove part of the wall that currently divides Macondo from the Huma shopping center, to have a direct connection both in spatial and visual terms.

Based on the comparison with the inhabitants of the area and the knowledge exchanged with colleague

128

Terrain uses

Sport Line

Wood

Grill Zone

Common Gardens

Entertainment Line

Private Gardens

Level of anthropization

High

Low
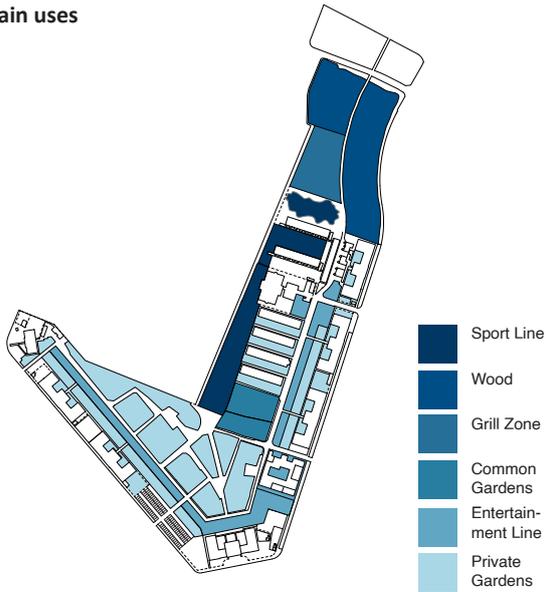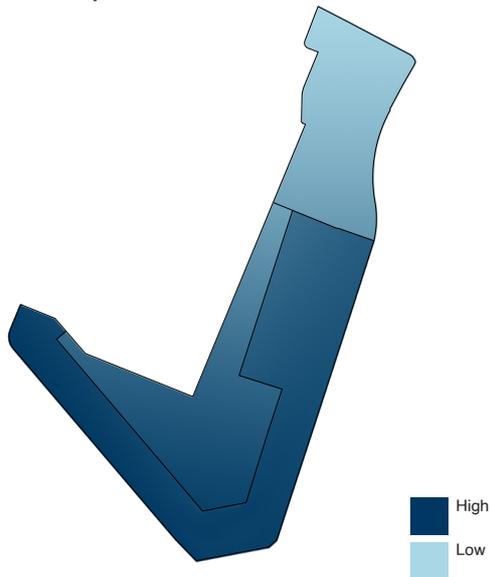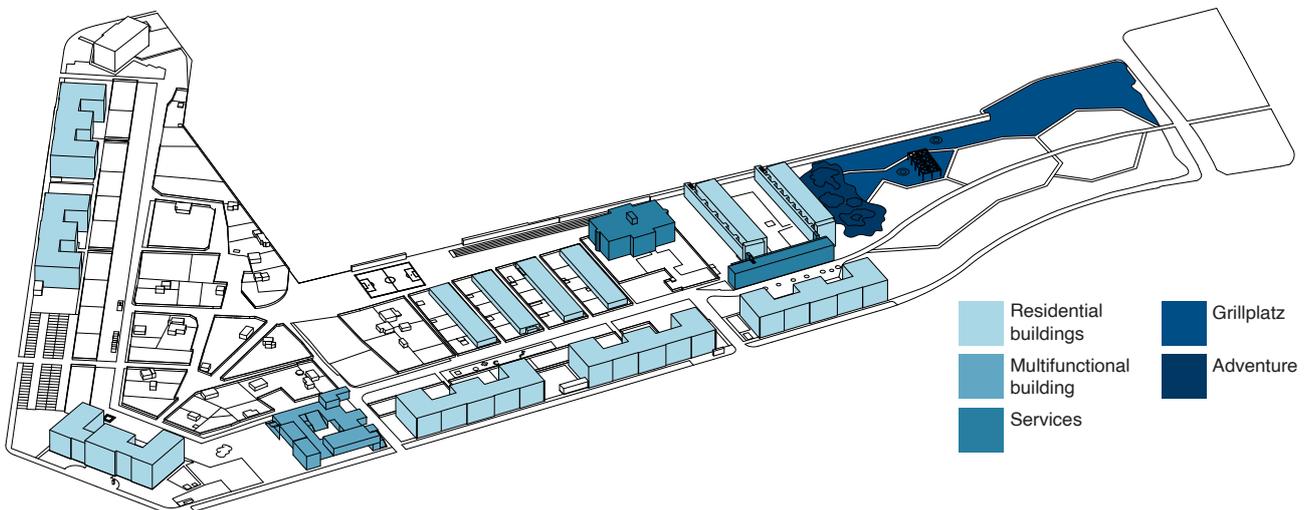
some basic themes for the urban project have been identified: the line of sport, the line of entertainment, the belt of private gardens and pedestrian paths.

The identified thematic lines have led to diversified uses of the land, the existing private gardens have been regularized and new private spaces have been added close to the barracks, where previously there were parking lots.

The area dedicated to common gardens has been enlarged, occupying the central space of the district and becoming the hub between private gardens, public and sports line.

The new belt of private gardens is flanked by an entertainment line, characterized by the presence of recreational equipment for individual physical activity and leisure such as skateboarding. This area parallel to the barracks runs through the entire area of Macondo and is intended as a link between the cycle paths from Simmering with those along the Danube Canal and those that connect the Prater Spitz.

This series of interventions are distributed to obtain different levels of anthropization.

The area of barracks, which already in the current situation has a high level of urbanization, will be subject to more interventions.

The sport line is considered as a transition space between the most urbanized and the rural areas represented by the forest between Macondo and the Danube, which will see a low level of anthropization to continue to ensure those ecosystem benefits that everyone already enjoy now.

Program Bar

Residential buildings

Multifunctional building

Services

Grillplatz
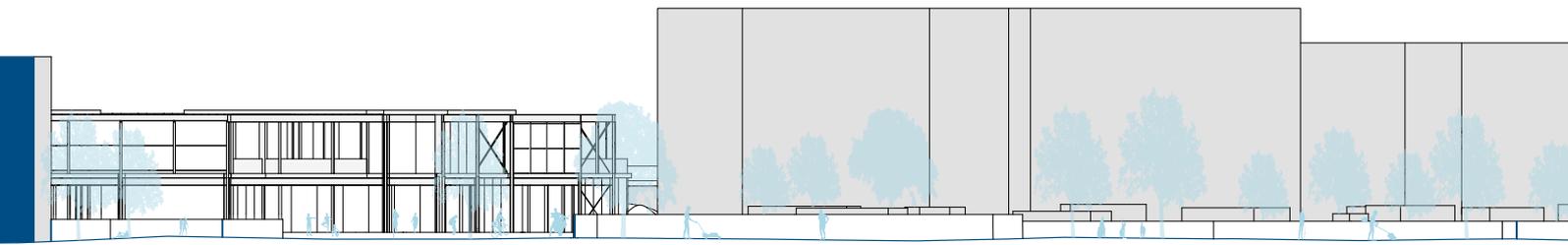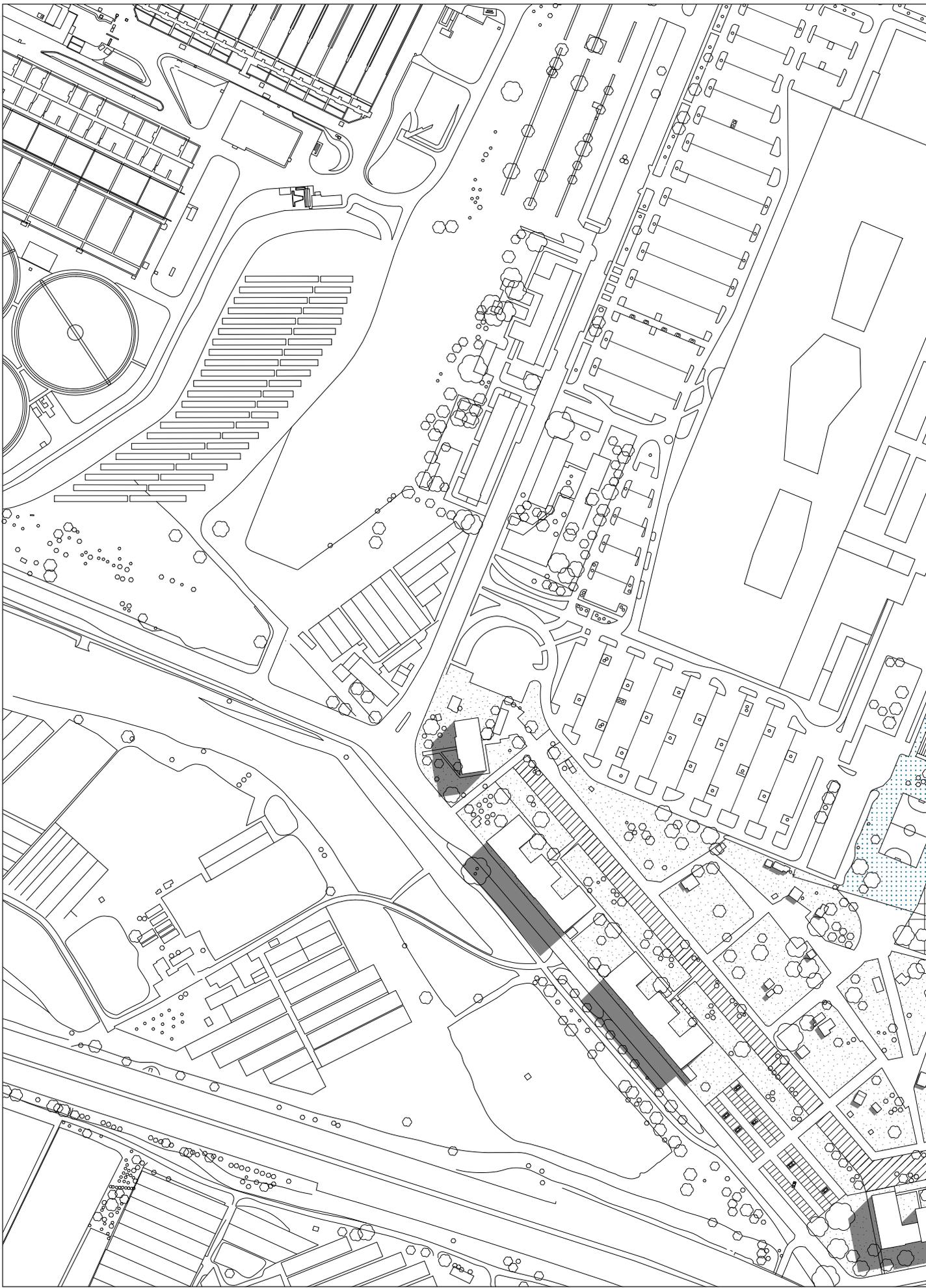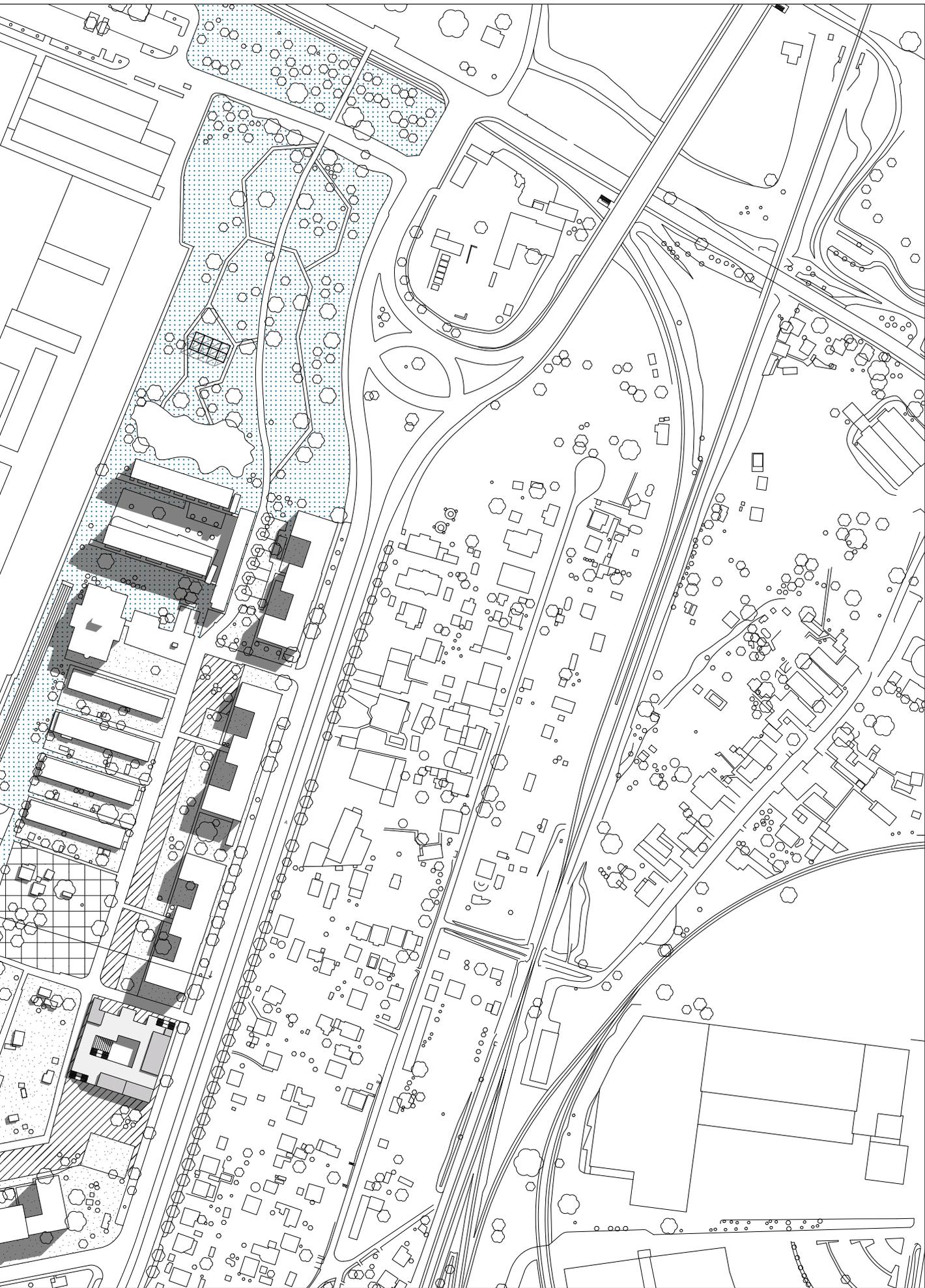
Adventure

Scale: 1:2500
Scale: 1:500
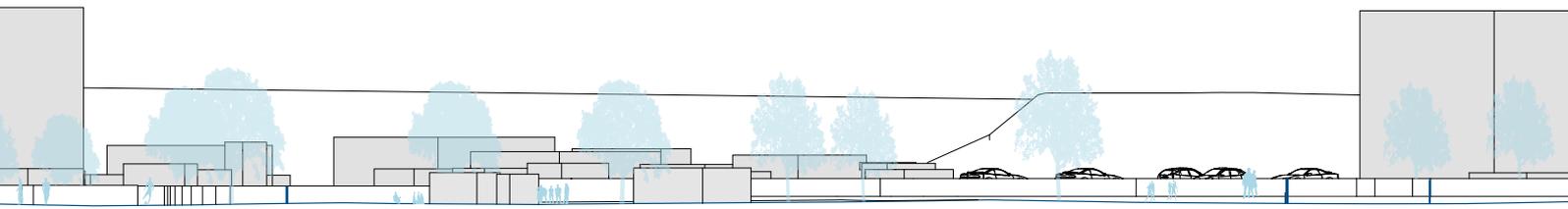
5.5.1 FOCUS 1: GRILLPLATZ AND ADVENTURE PARK

Looking at the projects analysed in previous chapter, it is clear that social regeneration pass through spatial interventions and periferical areas can be redesign to be part of a whole that expresses the potential of a place.

Currently the space north of the area appears as a dense forest that can not be used in any way because of the thick vegetation that grows uncontrolled. The inhabitants have shown an interest in this area, if it is redeveloped so that it can be used to carry out some activities.

For this reason, the project provides for a slight deforestation and a reduction in vegetation since now is impossible to use this space, in order to create a place where users can carry out leisure activities but at the same time enjoy the benefits provided by the wood.

In the space behind the houses there will be an adventure park for children, which works as a thematic closure of the lines of sport and entertainment.

Towards the central space of the forest has been inserted the picnic area where inhabitants and new users can grill, organize parties or community dinners in a larger space than currently available in the private gardens or in Macondo Platz.

The whole forest area is connected by pedestrian and cycling paths that connect to the bike path on the banks of the Danube and the nearby protected area "Blaues Wasser".
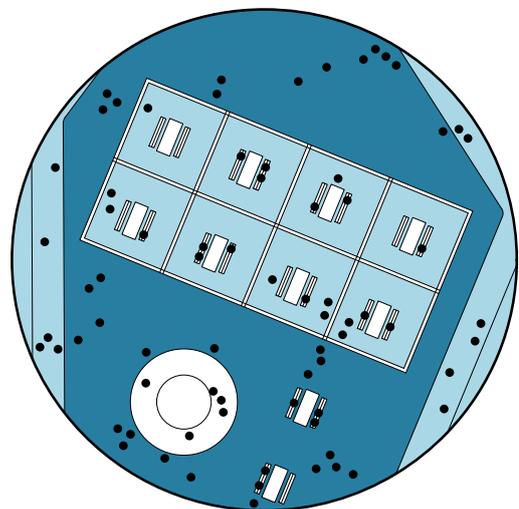
This path divides the forest, an area close to Zinnergasse and a second where, being far from the road, is located the grill and picnic area.

In addition, these functions have been distributed in this area to allow safe use of the grill, away from houses.

132
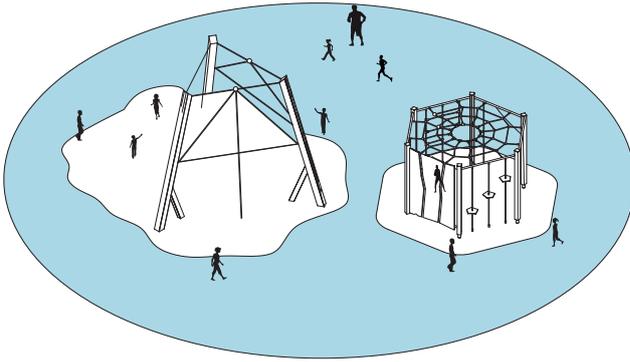
Exactly as in the project developed for the Per-Albin-Hansson Siedlung Ost in Vienna, the open space need a diversification in its uses thorugh the identification on several forms that are able to provide a series of services to the community as well as giving a solutions to the citizens' requests.

The choice of create a functional mix wants to realize quality spaces for use by the inhabitants of the area and possible users.
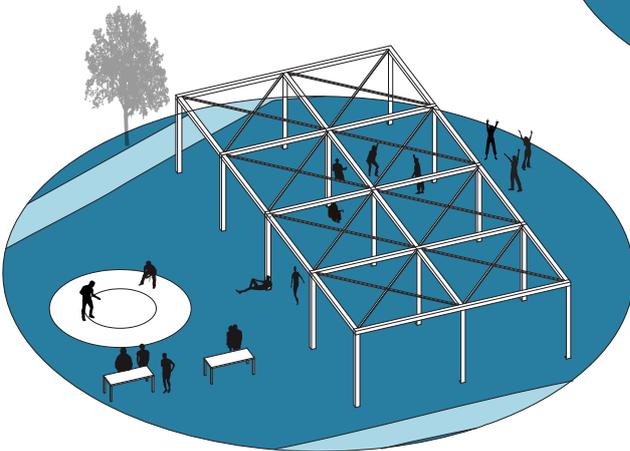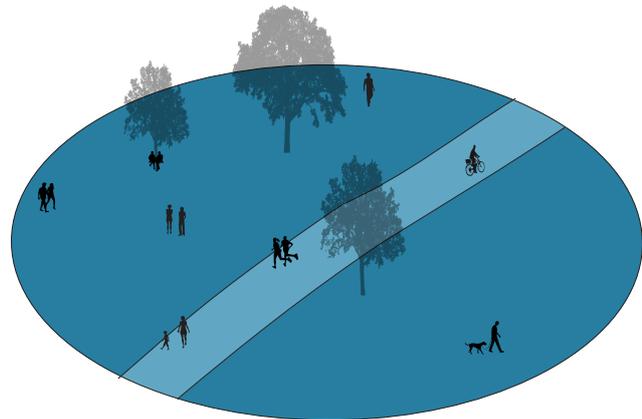
Furthermore, Barcelona clearly shows that urban open spaces need to be designed and organised into an overall project involving the place where we are going to work, it is not necessary to have so many scattered and unmaintained green areas, but it is more useful and redesigned to provide users with suitable places.

5.5.2 FOCUS 2: SPORT LINE

The interviews with the inhabitants of Macondo has shown an interest in the development of the area around the football field, which appears almost an abandoned place, where the rusty white doors do not have the net and the lawn has left room for an expanse of land.

Also because of the condition of this place, the kids do not use the field to play football but prefer to stay in the flowerbeds in front of the barracks or in Enkplatz.

Sport is one of the most common way of making friends and share moments with other people, feeling part of a group. This sense of belonging lays the foundation for community building, including through more structured integration processes which, as seen in the 'Bellevue' project in Munich, can include sports activities.

The goal of this intervention is to create a new line of sport starting from the football field, so that it can be used by inhabitants and users. Around the field will be placed benches, making this area a place of aggregation in which the same kids or their parents can spend time.

In order to create a greater dialogue with the surrounding area, the wall that previously bordered the perimeter towards Huma is reduced, allowing direct access to Macondo.

In the sports line an athletic track is inserted and the surrounding space can be used for individual physical activity, which can also be continued in a part of the entertainment line.

To make this space more attractive and functional, the football field will have a synthetic grass carpet that does not require excessive maintenance. The surrounding park will see a replanting of the turf, with the addition of new shrubs to provide shady areas, currently absent.

The design of sports areas becomes important in the redevelopment of peripheral or socially isolated spaces as they help to bring more people to the place.

As consequence, there is an increasing in the frequency of the use during the day, no longer limited only to certain times of the day in relation to a specific category of users, such as children in the afternoon when they come back from school, but extending over a greater number of hours as users have different ages and frequent the area in various hours, increasing safety in the area.

The planning of open urban spaces also requires consideration of accesses in the area, avoiding where possible the creation of walls or other forms of spatial division that may have social repercussions.

If a sports area is open and visible, besides being safer as there are no hidden corners and visibility is not restricted, it shows that it is freely usable by everyone.

5.5.3 FOCUS 3: ENTERTAINMENT LINE

The relationship between open spaces and residential complex is a topic largely analysed that has provided a wide range of possibile solutions.

It is important to manage and differentiate private and public spaces in order to give the same opportunities to everyone, both to those living in the residential area and to regular or occasional users.

As it was possible to understand until now, this area of Simmering has a huge disponibility of green open spaces but are mostly unplanned places that are not inclusive and highligh inequalities into the community, since somebody have private gardens while others are not allowed to have.

For this reason it become important to build planned and differentiated spaces which answer to the needs and requests of people.

As already mentioned, the parking places will be located near one of the main entrance to the area and existing roads are considered vehicular only for necessity.

The main topic for this proposal is the sustainable mobility inside the area of Macondo, since for its dimensions can be easily walked through.

The pedestrian entertainment, which is the larger urban intervention, line runs along the former barracks throughout the area of Macondo, away from the houses from the private gardens that have been inserted instead of parking, in order to continue to guarantee residents the quiet features that now characterize the area.
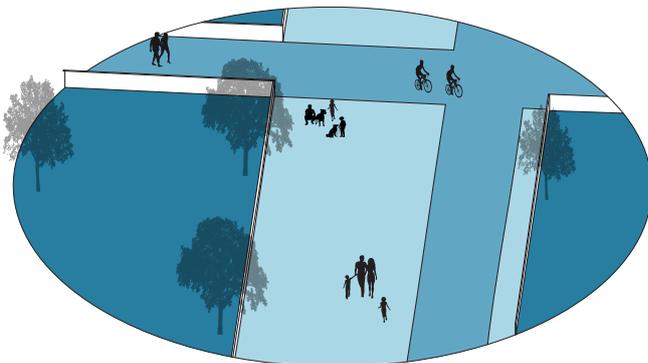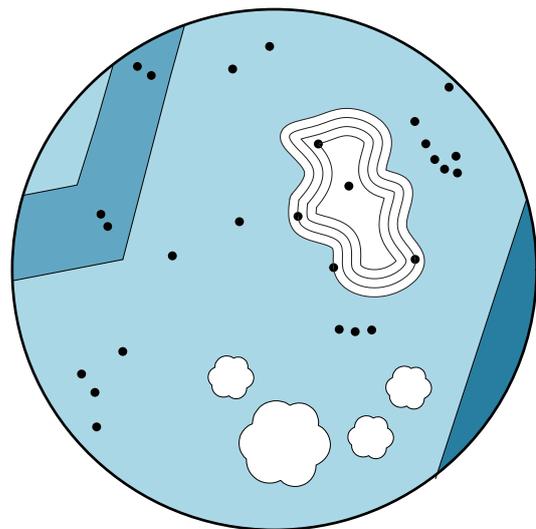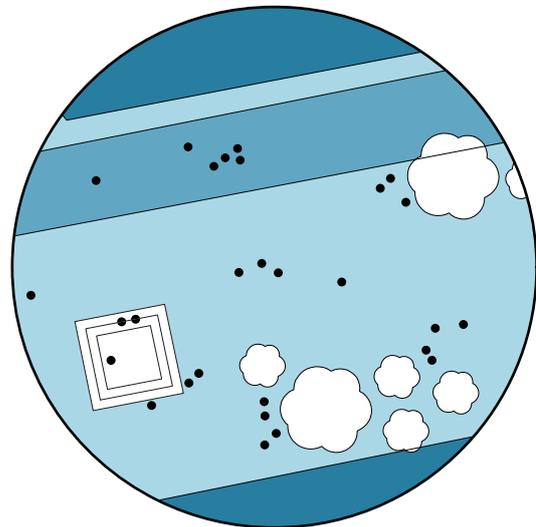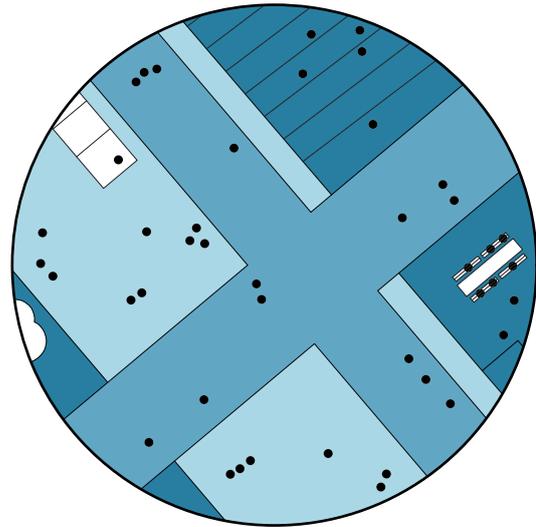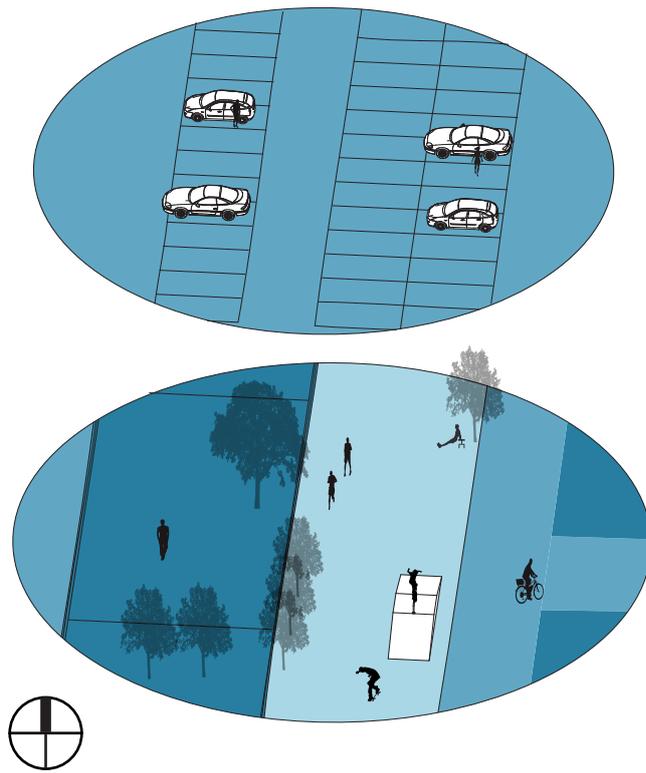
The route includes the presence of Calisthenics equipment at the beginning of the sport line as well as ramps for skateboards and rollerblades. The equipment allows users to train outdoors, in a common space that promotes not only the carrying out of wellness activities for the person but also the creation and strengthening of community ties.

The only place where the entertainment line extends to the street, is in correspondence of the multifunctional building, serving both as access to Macondo, and becoming an attractive site where it is possible to organize community activities of greater size, as there is a larger space.

Cyclists arriving from the centre of Vienna on the cycle path can line the entertainment line along the existing road, continue on the forest path and easily reach the other existing cycle paths to the north or south of the area.

5.5.4 VIEWS AND URBAN SECTIONS

Section A-A / Scale: 1:1000
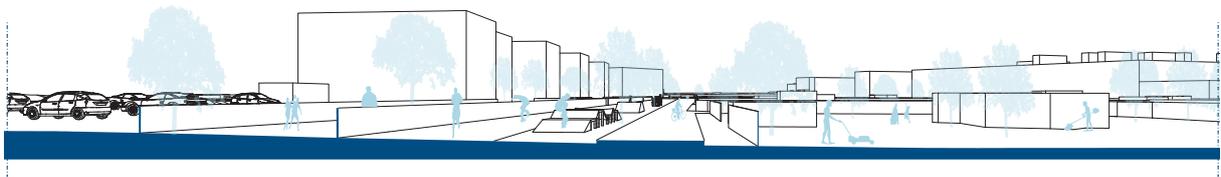
Section B-B / Scale: 1:1000

Navigator

137
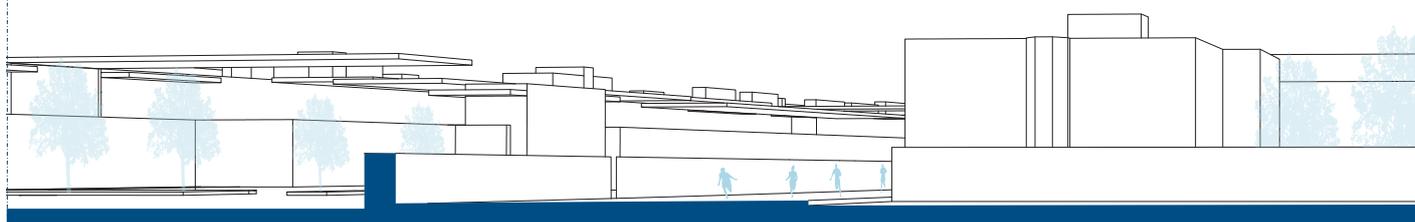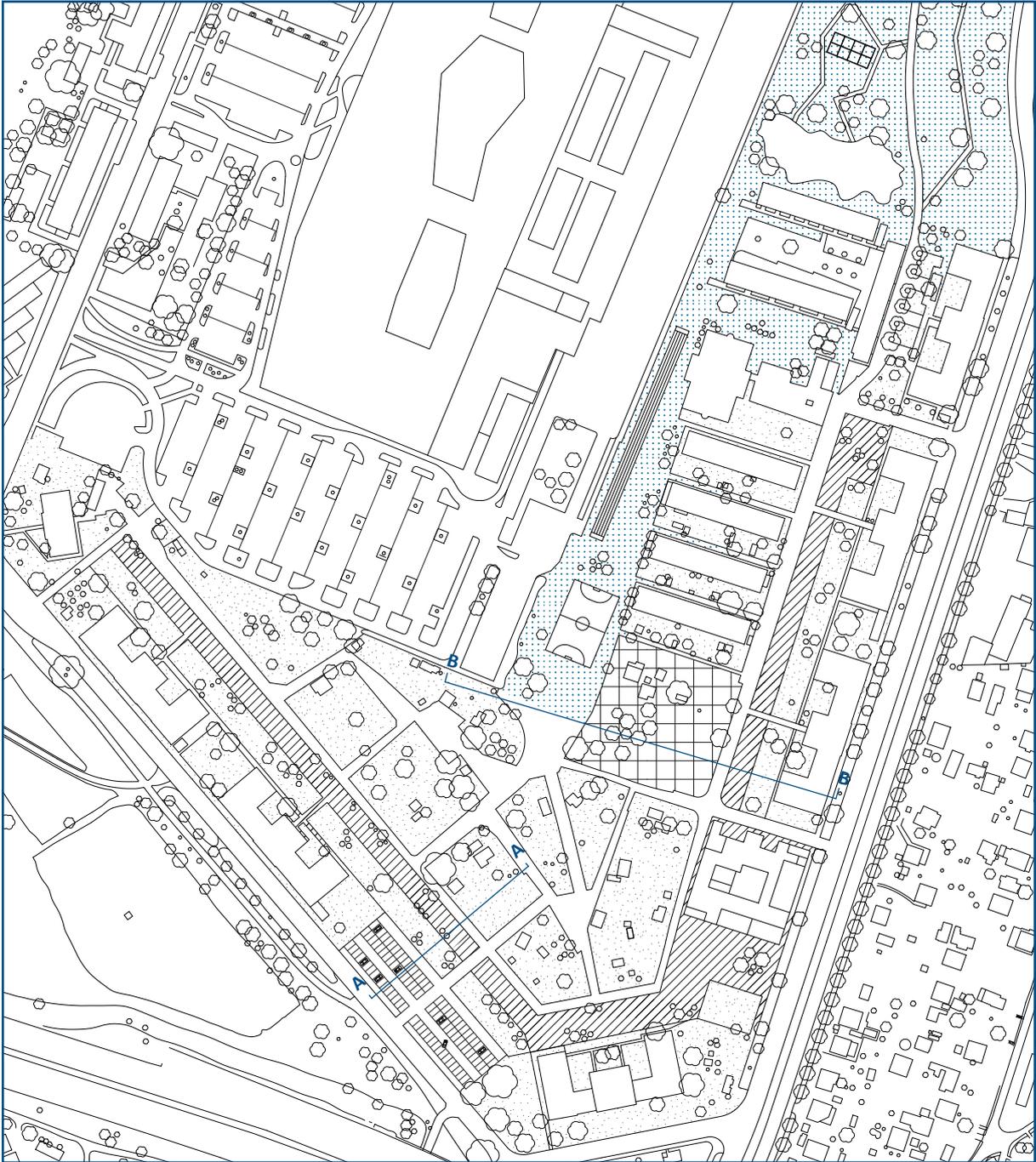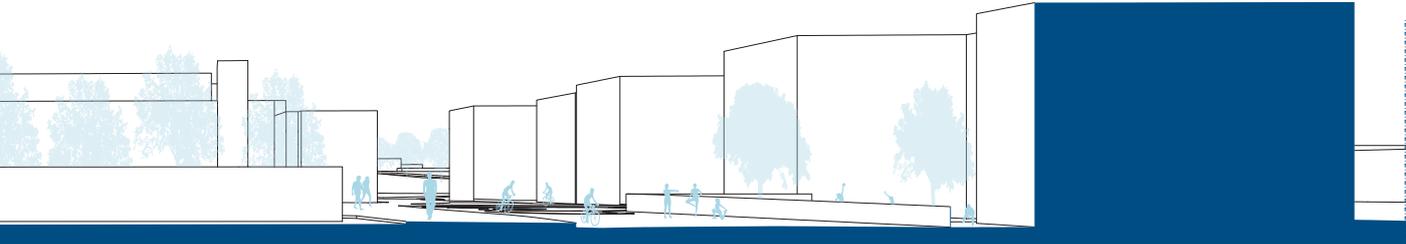
6.

CONCLUSIONS

The project for the area of Macondo should be considered as guidelines for the development of peripherical places where there are forms of social and spatial segregation, in order to contribute to the development of these areas through the realization of solutions to inhabitant's needs as well as improving common topics which can be relevant for the community.

As we have seen in the fourth chapter, there are a wide range of topics that can be useful for a sustainable development of "disintegrated zones" as sustainable mobility, planification of open spaces and integration of people into participative processes, especially those who are left behind by local administrations. The open spaces need to be reconsidered in order to be able to provide services even in these areas on the periphery of the suburbs, where it is difficult to travel by public transport and where the concept of sharing has to become widespread.

For this to be possible, it is necessary to help build community both within the housing complex and with neighbouring communities, with whom there can be fundamental cultural exchanges. As can be seen from the analyses of projects in Vienna and European cities, as well as from the interviews conducted with the inhabitants of Macondo, sport continues to be a central theme for community building, as there is the possibility of meeting many different people and it is not necessary to talk in order to understand each other.

Integration policies need to be reviewed, as do the choices made by local governments to develop participatory projects, which only take place in districts where there is a greater inclination to inclusion.

The strategies that have been analysed for the engagement of citizens in participative projects clearly have some limitations in the practical application. Indeed, if we look at the work developed by Architektur Ohne Grenzen for Macondo, the application of "mental participatory" method was useful for outcomes since there was a direct involvement of local people, which provided a continuous dialogue and exchange of information and ideas that benefited both the planners and the inhabitants who participated in the initiative.[194]

Theoretically, during the participatory project simulation I carried out in Vienna, similar results should have been achieved as with the projects developed by AoG, Diakonie and those proposed by the artists of CABULA6.

On the contrary, during the simulation of the participative process we used the so called "mental experts" methodology, since we collected needs and requirements and then provided solutions to the problems raised.[195]

While this approach played a key role in the development of the necessary guidelines for the design of this place, it also brought up a lot of difficulties. First of all it was necessary to overcome a cultural frontier, understanding that often there is still a strong family hierarchy rooted in individuals, which made it difficult to confront some inhabitants, especially women.

As already pointed out, contributing to the integration of refugees and asylum seekers is not forcing them to adhere to our proposals or forcing them to use the spaces that architects and urban planners have designed, it is therefore essential to respect the decisions of others in order to build a relationship of mutual respect on which to build subsequent relationships of trust.

Surely this obstacle would be overcome if a project for the area were actually carried out, with continuous interactions with the locals who will no longer perceive the figure of the planner as external.

The unequal distribution of bottom-up projects around the city gives insight on the divisive dynamics fostered by Vienna's participatory rules. Two variables are the major causes of this problem.

194   Freire, Borba, and Diebold, 'Participatory Design as an Approach to Social Innovation'.
195   Ibidem.

On one hand, excessive bureaucratization and control of participatory policy, which restricts public participation in planning; on the other hand is the absence of an appropriate policy structure, if not political will, that would guarantee full involvement. [196]

The development of these community projects creates a social order, understood as the organization of several individuals who accept a social contract defined by rules and values. By its nature, the social order tends to express itself through a vertical hierarchical structure, a thesis also supported by the philosophic Thomas Hobbes in his work "Leviathan".

While on the one hand there is the theory of the English philosopher, who maintains the need for an absolutely vertical order, on the other hand there is the sociologist Émile Durkheim who finds the origins of the social order in the interactions of daily life, as it is the sharing that creates the social connection that unites people.

It is in this functionalist perspective, in which society is formed as a union of interconnected and interdependent parts, which develop projects that involve communities in a perspective of solidarity and succeed in functioning because they are based on the social trust that has been established as a result of changes in social relations or a reorganization of political and economic relations.

Furthermore, the projects stimulate social interactions aimed at a common good goal that address the need identified by Michael Mumford to work on the development of new methodologies that would allow people to organize impersonal activities, reacting to that "social emergency" that the author defines as "social innovation".

It is clear that working on the decentralisation and the fragmented character of the territory helps to improve the accessibility to citizens to government services and the transparency of public administration by changing the type of communication between the different actors, from vertical to horizontal. [197]

The particularly interesting aspect is the possibility of creating spaces for public debate meetings, in which anyone can contribute to the growth and development of the area guiding the knowledge of the different actors involved in the project towards a more conscious urban planning.

In this context, the Integrated Area Development is applied, which creates a network between individuals and administrative systems through the construction of democratic communication channels dedicated to the territory.

Citizens are increasingly asking to focus the project effort on concrete problems that are present in metropolitan areas, and it is the task of the designers to develop effective solutions that are able to use resources intelligently and can ensure a maintenance of the quality of the project over the years through a flexible structure and easily adaptable to change.

The experimentation of possible solutions does not allow to create unique models because each city has inhabitants with different needs and demands, but allows to provide the teams of researchers the mental structure from which to start the processing of the single model, thanks also to the active support of the population, who collaborates in the learning process

«Innovations that are social in both their ends and in their means, specifically, we define social innovation as new ideas (products, services and models) that simultaneously meets social needs and creates new social relationship or collaborations. In other words, they are innovations that are not only good for society but also enhance society's capacity to act». [198]

---

196   Kazepov and Verwiebe, Vienna.
197   MacCallum and Haddock, Social Innovation and Territorial Development.
198   Definition given by the Bureau of European Policy Advisers, department of the European Commission. (BEPA 2011a, p.33)

As we can learn from the third chapter, Augé defines refugee camps as "non-places" formed by people without identity who cannot be converted into "places". Macondo in fact is a refugee camp that, perhaps because it has a different temporal character than the other refugee camps because some people have been there for many years and are relatively few who change cyclically, manages to become a place. The various projects carried out in the past have shown that for "Macondo" a change is possible, therefore -perhaps- the only problem for which Macondo remains in a limbo between "place" and "non-place" is that there is no continuity in development policies that prevents him from making the leap towards the "anthropological places".

The need for policy continuity in urban development would be crucial for a city like Vienna, from which we can learn that the use of participative policies can have uncertain result.

The reason is not always easy to attributable but it is often about the influence of the residence that can change the final result. Moreover, the strategies bottom-up has to be used in the correct context, indeed it is not suitable for every type of project, for example the ones involving the management of traffic, where probably top-down solutions are more appropriate.

Through the identification of a several of policies and strategies for a sustainable urban development it will be possible for Vienna to be the Smart City that wants to be. But this must also go through a reshaping of Austrian culture, in fact if migrants and refugees must try to integrate, on the other side there must be a hand extended to welcome them with dignity. The two urban development plans analysed show numerous proposals for the sustainable growth of the city but could be implemented with a series of solutions and good practices, such as those identified by URBACT in European cities, that help architects and urban planners showing how to act when they have to design particularly complex areas where spatial and social difficulties are encountered.

Given the numerous projects of inclusion and development of the suburbs currently underway in Vienna, the city could also develop projects in Simmering and in particular in "Macondo", making it a multicultural gateway to Europe.

BIBLIOGRAPHY
SITOGRAPHY

HISTORY OF SIMMERING

Czeike, Felix. *Historisches Lexikon Wien*. Vol. 3: Ha-La. 6 vols. Historisches Lexikon Wien : in 6 Bänden. Wien: Kremayr & Scheriau, 1994.

———. *Historisches Lexikon Wien*. Vol. 5: Ru-Z. 6 vols. Wien: Kremayr & Scheriau, 1997.

Wien Geschichte Wiki. 'Kaiserebersdorfer Schloss', 24 April 2021. https://www.geschichtewiki.wien.gv.at/Kaiserebersdorfer_Schloss.

Wien Geschichte Wiki. 'KZ-Außenlager Saurerwerke', 22 October 2021. https://www.geschichtewiki.wien.gv.at/KZ-Au%C3%9Fenlager_Saurerwerke.

Maróti, Dávid. 'Comparison of the International Administration in Berlin and Vienna after World War II'. *Central European Papers* 5, no. 2 (18 September 2018): 65–77.

Pelagalli, Sergio. *«Introduzione Alla Storia Militare*. Milano: Scuola Militare dell'Esercito, 2000.

Pollak, Sabine. *Das Andere der Stadt : Projektion Simmering*. Wien: Facultas.WUV, 2008.

Pretterhofer, Heidi, and Dieter Spath. 'Macondo -- eine andere Weltausstellung'. Architektur Steiermark, 10 April 2010. http://www.gat.st/news/macondo-eine-andere-weltausstellung.

Senekowitsch, Martin. 'Truppendienst. Magazin des österreichischen bundesheeres.' *Militärische Einrichtungen Wiens im Wandel der Zeit.* 30 (April 1991): 407–13.

Wien Geschichte Wiki. 'Simmering', 19 January 2022. https://www.geschichtewiki.wien.gv.at/Simmering.

Wien Geschichte Wiki. 'Stadterweiterung', 30 November 2021. https://www.geschichtewiki.wien.gv.at/Stadterweiterung.

MIGRATION PHENOMEN

UNHCR - The UN Refugee Agency | Italia. 'A Fianco Dei Rifugiati, Ogni Giorno', 2022. https://www.unhcr.org/it/chi-siamo/.

Aigner, Anita. 'Housing Entry Pathways of Refugees in Vienna, a City of Social Housing'. *Housing Studies* 34, no. 5 (28 May 2019): 779–803.

Architektur Ohne Grenzen austria. 'Wer wir sind'. Architektur Ohne Grenzen austria. Accessed 5 August 2022. http://www.arch-og.at/wer-wir-sind/.

Assemblea Generale. 'Convenzione Di Ginevra Sui Rifugiati'. Ginevra, 1951.

Bischof, Günter, and Dirk Rupnow, eds. *Migration in Austria*. Contemporary Austrian Studies, volume 26. New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017.

Dumont, Gérard-François. 'Urban Demographic Transition'. *Urban Development Issues* 56, no. 4 (8 May 2018): 13–25. https://doi.org/10.2478/udi-2018-0009.

Eidlhuber, Mia. 'Am Rande der Stadt'. Der Standard, 29 May 2009. https://www.derstandard.at/story/1242317078899/am-rande-der-stadt.

Graf, Maximilian, and Sarah Knoll. 'In Transit or Asylum Seekers? Austria and the Cold War Refugees from the Communist Bloc'. In *Migration in Austria*, edited by Günter Bischof, and Dirk Rupnow, 26:91–111. Contemporary Austrian Studies. New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017.

Kohlbacher, Josef. 'Frustrating Beginnings: How Social Ties Compensate Housing Integration Barriers for Afghan Refugees in Vienna'. *Urban Planning* 5, no. 3 (28 July 2020): 127–37.

Kraler, Albert. 'Migration and Urbanisation - Theoretical Approaches to Studying Migration Related Aspects of Urbanisation'. Lesson presented at the International urbanisation, Krems an der Donau, 22 March 2022.

Nachbarschaftsgarten Macondo. 'Macondo'. Accessed 3 September 2022. http://nachbarschaftsgartenmacondo.blogspot.com/p/macondo.html.

Rupnow, Dirk. 'The History and Memory of Migration in Post-War Austria: Current Trends and Future Challenges'. In *Migration in Austria*, edited by Günter Bischof, and Dirk Rupnow, 26:36–65. Contemporary Austrian Studies. New Orleans, LA : [Innsbruck]: University of New Orleans Press ; Innsbruck University Press, 2017.

PARTICIPATIVE APPROACH AND SOCIAL INNOVATION

Ahn, Byeongsun, and Elisabetta Mocca. 'Unlocking the Door of the City Hall. Vienna's Participatory Shift in Urban Development Policy.' In *Vienna; Still a Just City?*, edited by Yuri Kazepov and Roland Verwiebe. Built Environment City Studies. New York, NY: Routledge, 2022.

Augé, Marc. *Nonluoghi*. Translated by Dominique Rolland and Carlo Milani. Milano: elèuthera, 2020.

Baumfeld, Leo, and Petra Plicka. *Großgruppeninterventionen - Das Praxisbuch*. Wien: ÖAR-Regionalberatung GmbH, 2005.

De Luca, Giuliana. 'NIMBY, effetto'. In *Treccani*. Dizionario di Economia e Finanza, 2012. https://www.treccani.it/enciclopedia/effetto-nimby_%28Dizionario-di-Economia-e-Finanza%29/.

Freire, Karine, Gustavo Borba, and Luisa Diebold. 'Participatory Design as an Approach to Social Innovation'. *Design Philosophy Papers* 9, no. 3 (November 2011): 235–50.

Friesenecker, Michael, and Yuri Kazepov. 'Housing Vienna: The Socio-Spatial Effects of Inclusionary and Exclusionary Mechanisms of Housing Provision'. *Social Inclusion* 9, no. 2 (13 May 2021): 77–90.

Grahame Shane, David. *Recombinant Urbanism: Conceptual Modeling in Architecture, Urban Design, and City Theory.* Wiley-Academy, 2005.

Gruber, Ernst, and Richard Lang. 'Collaborative Housing Models in Vienna through the Lens of Social Innovation'. In *Affordable Housing Governance and Finance: Innovations, Partnerships and Comparative Perspectives*, edited by Gerard van Bortel, Vincent Gruis, Joost Nieuwenhuijzen, and Ben Pluijmers, 1st ed., 17. Abingdon, Oxon ; New York, NY : Routledge, 2019. |: Routledge, 2018.

Hamedinger, Alexander, Andreas Novy, Vanessa Redak, and Johannes Jäger. 'THE END OF RED VIENNA. Recent Ruptures and Continuities in Urban Governance'. *European Urban and Regional Studies* 8, no. 2 (2001): 14.

Kazepov, Yuri, and Roland Verwiebe, eds. *Vienna: Still a Just City?* Built Environment City Studies. New York, NY: Routledge, 2022.

MacCallum, Diana, and Serena Vicari Haddock. *Social Innovation and Territorial Development*. Edited by Frank Moulaert. 0 ed. Routledge, 2016.

Novy, Andreas. 'Unequal Diversity – on the Political Economy of Social Cohesion in Vienna'. *European Urban and Regional Studies* 18, no. 3 (July 2011): 239–53.

Novy, Andreas, and Elisabeth Hammer. 'Radical Innovation in the Era of Liberal Governance: The Case of Vienna'. *European Urban and Regional Studies* 14, no. 3 (July 2007): 210–22.

Nussbaumer, Jacques, and Frank Moulaert. 'Integrated Area Development and Social Innovation in European Cities: A Cultural Focus'. *City* 8, no. 2 (July 2004): 249–57.

Padilla Llano, Samuel Esteban. 'From the Urban Project to the Participative Public Space Project: A Historical Approach.' *MÓDULO ARQUITECTURA CUC* 24 (11 April 2020): 67–82.

Sacco, Pier Luigi, Sendy Ghirardi, Maria Tartari, and Marianna Trimarchi. 'Two Versions of Heterotopia: The Role of Art Practices in Participative Urban Renewal Processes'. *Cities* 89 (June 2019): 199–208.

Stelzle, Benjamin, and Jörg Rainer Noennig. 'A Method for the Assessment of Public Participation in Urban Development'. *Urban Development Issues* 61, no. 1 (12 April 2019): 33–40.

Suitner, Johannes. 'Vienna's Planning History: Periodizing Stable Phases of Regulating Urban Development, 1820–2020'. *Planning Perspectives* 36, no. 5 (3 September 2021): 881–902.

URBAN CODING AND PLANNING

Alfasi, Nurit. 'The Coding Turn in Urban Planning: Could It Remedy the Essential Drawbacks of Planning?' *Planning Theory* 17, no. 3 (August 2018): 375–95.

Baba, Yoshihiko. 'Urban Coding as an Alternative to Planning?', The 4th International Conference of the International Forum on Urbanism (IFoU), 2009, 10.

Duany, Andrés, and Elizabeth Plater-Zyberk. 'SmartCode Version 9.2'. The Town Paper Publisher, 20 February 2012. Center for Applied Transect Studies.

Fahimi, Amirhossein, Hamid Majedi, and Hossein Zabihi. 'Place as an Output of Codes: Importance of Being Place-Character Base of Form-Based Codes', 2020, 14.

Marshall, Stephen. *Urban Coding and Planning*. Planning, History and Environment Series. Routledge, 2011.

VIENNA'S URBAN DEVELOPMENT

Boczy, Tatjana, Ruggero Cefalo, Andrea Parma, and Rikke Skovgaard Nielsen. 'Positioning the Urban in the Global Knowledge Economy: Increasing Competitiveness or Inequality'. *Social Inclusion* 8, no. 4 (3 December 2020): 194–207. https://doi.org/10.17645/si.v8i4.3332.

Förster, Wolfgang. 'Why Organise an IBA in Vienna? Reflections on an Unusual Initiative.' In *New Social Housing. Positions on IBA_VIENNA 2022*, 1st ed., 10–17. Jovis Verlag Gmbh, 2020.

Förster, Wolfgang, and William Menking, eds. *The Vienna Model: Housing for the Twenty-First Century City*. Jovis, 2016.

Garrido-Marijuan, Antonio, Yana Pargova, and Cordelia Wilson. 'The Making of a Smart City: Best Practices across Europe.' Empowering Smart Solutions for Better Cities. Belgium, 2017.

IBA_Vienna - New Social Housing. 'PER-ALBIN-HANSSON-SIEDLUNG OST (PAHO)'. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/paho.

IBA Vienna. 'Blickpunkt 21 - Leopoldine. Neighborhood: Neu Leopoldau.' IBA_Vienna - New Social Housing. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/blickpunkt-21-leopoldine.

———. 'Gaswerkpark - Neighborhood: Neu Leopoldau'. IBA_Vienna - New Social Housing. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/gaswerk-park?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.

———. 'Junges Wohnen Gibt Gas! - Neighborhood: Neu Leopoldau.' IBA_Vienna - New Social Housing. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/junges-wohnen-gibt-gas?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.

———. 'LEO.Part. - Neighborhood: Neu Leopoldau'. IBA_Vienna - New Social Housing. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/leopart.

———. 'Per-Albin-Hansson-Siedlung. Much History, Many Stories.' IBA_Vienna - New Social Housing. Accessed 8 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/per-albin-hansson-siedlung.

———. 'Pocket Mannerhatten'. IBA_Vienna - New Social Housing. Accessed 7 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/pocket-mannerhatten?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.

Klima- und Energiefonds. 'Mischung: Nordbahnhof'. Smart Cities Initiative, 7 July 2020. https://smart-cities.at/projects/mischung-nordbahnhof/.

Komendantova, Nadejda, and Wolfgang Amann. 'Participatory Approaches in Urban Development in Vienna and Austria.' Vienna: Institute for Real Estate, Construction and Housing Ltd., August 2019.

Lehrner, Stefan. 'Sustainable and Future-Oriented Urban Development in Vienna & Barcelona'. *International Journal of Sustainable Development Research* 8, no. 2 (2022): 25.

Pamer, Volkmar. 'Urban Planning in the Most Liveable City: Vienna'. *Urban Research & Practice* 12, no. 3 (3 July 2019): 285–95.

Roblek, Vasja. 'The Smart City of Vienna'. In *Smart City Emergence*, 105–27. Elsevier, 2019.

Silva, L.M.C. 'SMART MOBILITY HUBS IN PERIPHERAL AREAS: THE CASE OF THE SYSTEMS IMPLEMENTED IN VIENNA AND MUNICH', n.d., 13.

'So wohnen Junge in Wien'. *Journal Architektur / Wettbewerbe*, Quartiersentwicklung, 355 (February 2021): 48–49.

Stadt Wien and Munipal Department 18 (MA18). STEP 2025 - Urban Development Plan Vienna (2014).

Stadt Wien and Vienna Municipal Administration. Smart City Wien Framework Strategy 2019-2050 - Vienna's Strategy for Sustainable Development (2019).

StudioVlayStreeruwitz. 'Open Centre - Versatile Frame'. StudioVlayStreeruwitz. Accessed 13 November 2022. https://www.vlst.at/en/prj/freie-mitte-vielseitiger-rand-2/#1.

UIV Urban Innovation Vienna GmbH. 'AALbin Project Provides Support with Devices and Workshops'. SMART CITY, 2022. https://smartcity.wien.gv.at/en/senior-citizens-go-digital/.

———. 'Who Shares, Gets More.' SMART CITY, 2022. https://smartcity.wien.gv.at/en/pocket-mannerhatten-ottakring/.

United Nations. Department of Economic and Social Affairs. 'Goal 10 - Reduce Inequality within and among Countries'. Accessed 20 November 2022. https://sdgs.un.org/goals/goal10.

———. 'Goal 11 - Make Cities and Human Settlements Inclusive, Safe, Resilient and Sustainable.' Accessed 20 November 2022. https://sdgs.un.org/goals/goal11.

URBACT. 'Finding Places. Facilitating Public Participation in the Allocation of Housing for Refugees.' ur-
bact.eu. Accessed 18 November 2022. https://urbact.eu/good-practices/finding-places.

Wendt, Willi, and Sven Dübner. 'Co-Creation for Smart City Solutions – a Peer-to-Peer Process', 99–
108. 22nd International Conference on Urban Planning, Regional Development and Informa-
tion Society. Vienna: Real Corp, 2017.

EUROPEAN CITIES

Ajuntament de Barcelona. 'Plan for Play in Barcelona's Public Spaces'. www.barcelona.cat. Accessed
18 November 2022. https://ajuntament.barcelona.cat/ecologiaurbana/en/what-we-do-and-
why/quality-public-space/barcelona-plays-things-right.

Eurocities. 'CONNECTION (2020-2022)'. Integrating Cities. Accessed 18 November 2022. https://inte-
gratingcities.eu/projects/connection/.

Fioretti, C., P. Proietti, and G. Tintori. *A Place-Based Approach to Migrant Integration: Sustainable Ur-
ban Development Strategies and the Integration of Migrants in Functional Urban Areas*. Lux-
embourg: Publications Office of the European Union, 2021.

Hoop, Evelien de, Timothy Moss, Adrian Smith, and Emanuel Löffler. 'Knowing and Governing Smart
Cities: Four Cases of Citizen Engagement with Digital Urbanism'. *Urban Governance* 1, no. 2
(December 2021): 61–71. https://doi.org/10.1016/j.ugj.2021.12.008.

IBA Vienna. 'Barcelona.' IBA_Vienna - New Social Housing. Accessed 18 November 2022. https://
www.iba-wien.at/en/projekte/projekt-detail/project/barcelona.

———. 'Quartier Backnang-West. Partner City: Stuttgart.' IBA_Vienna - New Social Housing. Accessed
18 November 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/quarti-
er-backnang-west?ref=projectevent&cHash=7e4235f94f5929ccf795f1eb9dce3875.

———. 'Stuttgart. StadtRegion Stuttgart IBA'27.' IBA_Vienna - New Social Housing. Accessed 18 No-
vember 2022. https://www.iba-wien.at/en/projekte/projekt-detail/project/stuttgart.

IBA27.de. '»Backnang West Neighbourhood« urban Planning Competition: A Dense and Green Ur-
ban Quarter for Everyone and Everything.' IBA27.de STADTREGION STUTTGART. Accessed 18
November 2022. https://www.iba27.de/en/backnang-west-neighbourhood-urban-planning-
competition-a-dense-and-green-urban-quarter-for-everyone-and-everything/.

Miné, Cecile, and Anna Leysens. 'Paris Migrant Integration Strategy'. Presented at the Connection. In-
tegrating Cities., Paris, 2022.

Molina, Susana F. 'Refugees Home In The City Centre To Address Urban Migration'. The Urban Activ-
ist. Urban change begins with people on a local scale., 6 June 2018. https://theurbanactivist.
com/idea/refugees-home-in-the-city-centre-to-address-urban-migration/.

Wolff, Jessica Sadye. 'Hamburg, Germany. A Preliminary Case Study of Refugees in Towns.' Feinstein
International Center, April 2018.

MACONDO

Brus, Bernhard. 'Macondo'. Architektur ohne Grenzen. Austria. Accessed 5 August 2022. http://www.
arch-og.at/project/macondo/

French, Maddy. 'Macondo: Austria's Refugee Reality in Microcosm'. Newspaper. Equal Times, 15 Sep-
tember 2015. https://www.equaltimes.org/macondo-austria-s-refugee-reality?lang=en.

Grasl-Akkilic, Senol, Marcus Schober, and Regina Wonisch. *Aspekte der österreichischen Migrations-geschichte*. Wien: Edition Atelier, 2019.

Ivankovits, Sabine. '60 Jahre Macondo: Ein kleines Dorf für Flüchtlinge'. MeinBezirk.at, 21 October 2016. https://www.meinbezirk.at/innere-stadt/c-lokales/60-jahre-macondo-ein-kleines-dorf-fuer-fluechtlinge_a1893166.

Pfann, Carina. 'Beteiligungsplattform "Deine Idee für Simmering"'. Stadt Wien, 2021. https://www.wien.gv.at/bezirke/simmering/politik/plattform-deine-idee-fuer-simmering.html.

ACKNOWLEDGEMENTS