Austrian Spatial Development Strategy in a European perspective

Christof Schremmer
Austrian Institute for Regional Studies and Spatial planning (ÖIR)

Vienna, December 2, 2010

Overview

1. Institutional Setting:
Austrian Territorial Planning & Spatial Development System

2. Approaches:
Integrated Spatial and Sectorial Planning Approaches

3. Challenges:
Spatial development trends and problems

4. Challenges – and what now?
Synopsis of spatial development challenges and necessary policy responses

5. Development projects:
Examples of new spatial development approaches
1. Institutional Setting

**Austrian Territorial Planning & Spatial Development System**

---

**Institutional Setting in Austria**

**Institutions and policies with territorial impact**

<table>
<thead>
<tr>
<th>Geographical Scope</th>
<th>Institutional Level</th>
<th>Integrated Spatial Plans &amp; Perspectives</th>
<th>Sectoral Policies (with spatial relevance), including financial tools for Regional Policy</th>
</tr>
</thead>
<tbody>
<tr>
<td>National</td>
<td>Federal Legislation</td>
<td>No federal competence in spatial development</td>
<td>Sectoral Legislation</td>
</tr>
<tr>
<td></td>
<td>Fed. administration</td>
<td></td>
<td>legal &amp; financial measures</td>
</tr>
<tr>
<td></td>
<td>Informal coop. of institutions (ÖRÖK)</td>
<td></td>
<td>legal &amp; financial measures</td>
</tr>
<tr>
<td>Regional (NUTS II)</td>
<td>Länder Legislation</td>
<td></td>
<td>local infrastructure, approval of construction</td>
</tr>
<tr>
<td></td>
<td>Länder administration</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regional (NUTS III)</td>
<td>Ld. admin. - districts (reg. associations)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local</td>
<td>Municipal Administration</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: R. Arbter (BKA) 2010
Institutional Setting in Austria

Territorial impact – not coordinated, conflicting objectives

Geographical scope:
- National
- Regional (NUTS II)
- Regional (<NUTS III)
- Local

Institutional level:
- Federal legislation
- Regional 
- Local

Integrated spatial plans & perspectives:
- No federal competence in spatial development

Sectoral Policies (with spatial relevance), including financial tools for Regional Policy
- Sectorial legislation

ÖREK: Spatial development guidelines

Spatially relevant policies:
- Conceptually independent, politically linked in individual cases

Institutional Setting in Austria

ÖROK – Platform for informal coordination

Founded 1971 by joint political decision - no constitutional basis

Members (political level):
- all federal ministers
- all heads of Länder governments
- presidents of associations of cities & municipalities
- presidents of Social Partners

National platform to coordinate e.g.:
- Austrian Spatial Development Concept
- national strategy (STRAT.AT) & regional programmes for EU cohesion policy
- studies (e.g. Spatial development scenarios 2030)
2. Approaches

Integrated Spatial and Sectorial Planning Approaches

Integrative approach

**Austrian Spatial Development Concept (ÖREK)**

Unanimous decisions, but: non-binding recommendations

Spatial Development Concepts:
- 1981 (preparation time: 10 years)
- 1991 (preparation time: 2 years)
- 2001 (preparation time: 2 years)
- 2011 (in preparation since 2009)

Development Concept 2001 – new focuses:
- European Integration
- Planning as process
- coordination - cooperation
ÖRK ’81 – Focus: National Cohesion - less developed regions
Bottom-up development approach – national support

Population densities in Austria
A “Ring” around the Alps
ÖRK ’91 – Focus:
Structural economic change, less developed regions
and environmental concerns

- General approach:
  - environmental-conscious use of space and natural resources
  - active participation and development of society in space
  - old industrial areas, structural change and less developed regions
    as focus

- No cartographic presentation of analysis and spatial development
  objectives

- Detailed matrix of objectives and measures,
  including institutions/agents and time frame

ÖREK 2001 – Focus:
Spatial Integration in Europe
Regional economic development (ERDF, ESF, EAGFL)

- EU accession: 1995

- Austria in Europe – first priority theme,
  maps of EU Regional aid areas

- Main focus:
  - Austria as a economic location in Europe
  - Sustainable use of resources
  - Social integration
  - transport infrastructure and mobility
  - urban regions
  - rural regions

- Mix of analysis, objectives, strategies

- Process-orientation in preparation phase

- No concrete, binding objectives & measures
Cities and urban regionen gain attention, suburbanization and agglomeration development as special theme

Rural regions are in the developmental focus of EU-aid programmes (Objectives 1, 2, Leader+), regional management, and sectorial policies (CAP)

European perspectives dominant (motivated through Structural Funds, Community Initiatives, esp. Leader and Interreg)

Territorial cooperation on a sub-regional level (co-operation of local municipalities) as general trend

Increased process-orientation in the drafting and dissemination phases

ÖREK 2011 – Focus:
A wide, open process, indirect participation of various social groups and regions
ÖREK 2011 – Policy Paper: 4 pillars, 13 actions, 30 tasks

<table>
<thead>
<tr>
<th>Regional competitiveness</th>
<th>Solidarity in society</th>
<th>Climate change and resource efficiency</th>
<th>Good governance</th>
</tr>
</thead>
</table>
Average annual ERDF & CF commitment 2004-06 in % of GDP 2003

Annual average ERDF and CF commitment during 2004/2006 to Objective 1, Objective 2, Cohesion Fund (ex. ISPA), EIF, and INTERREG IVa as a share of GDP in 2003:

- 0 - 1.5
- 1.5 - 3.0
- 3.0 - 5.0
- 5.0 - 7.5
- 7.5 - 11.1
- 11.1 - 20
- Over 20
- No commitment

Data source: DG Regio study on regional ERDF and CF expenditure based on national and European sources
Data source (for map): EUSCO database © EuroGeographics for the administrative boundaries

C. Schremmer, Austrian Institute for Regional Studies and Spatial Planning, Vienna National Spatial Plan of Serbia, Symposium, BOKU, Vienna Dec 2, 2010

Federal infrastructure plan 2010 – Priority projects 2011-2016: Rail and road
Sectorial approach

Federal infrastructure plan 2010

- General approach:
  - Annual or biannual updating of existing list of infrastructure projects
  - Background analysis of the transport impact and cost
  - Priority evaluation
- Pragmatic adaption of the IS plan according to budget constraints and administrative or (local) political demands/resistance
- No integrated mobility concept in terms of spatial levels (national-regional-inner-city) and modes (road vs. rail)
- No integration with spatial/regional development objectives, lack of spatial impact analysis
- Cartographic presentation of results (priority listing) only

3. Challenges

Spatial development trends and problems
Spatial features

Urban structure  Austria

- only 1 metropolis (Vienna) in decentral location
- few other major urban centers
- large rural areas with low population density
- high share of mountain areas
- all major urban centers within 60 km from national borders

Spatial features

NUTS 3 grouping: VieRegion, other central, alpin rural, other rural

Population 2001

Gross domestic product 2002

Surface 2000

Workplaces 2001
Scenarios for Spatial Development – Austria 2030

Several thematic “future briefings”
→ 4 integrative scenarios:
  - High growth
  - High Competition
  - High Security
  - High Risk

All scenarios include positive and negative developmental aspects

Megatrends in all 4 scenarios:
  - Globalization
  - Ageing society
  - Persistent disparities (centres – peripheries)
  - Climate change
  - Increased scarcity of natural resources (energy)
  - Spatial effects (centres – peripheries, mountain areas) estimated

Four Spatial Development Scenarios Austria 2030

High Growth

High Competition

High Security

High Risk

Spatial Levels:
  - National

Agglomerations:
  - Inner cities
  - Compact urban zones
  - Urban edges, suburban
  - Alpine agglomerations

Rural Regions:
  - Small/medium cities
  - Tourism zones
  - Alpine peripheries
  - Non-alpine peripheries
Four Scenarios: Population development

![Graphs showing population development](image)

From 4 scenarios:
7 major spatial development trends up to 2030 - 1

(1) High growth of agglomerations and regional centres through in-migration → high demand of urbanized land, rising real estate prices, high cost of mobility

(2) Intensified use of land in rural regions through rising demand for renewable resources (food, biomass, minerals, renewable energy) → changes in landscape and links btw. settlement and agricultural areas

(3) Strong competition of economic locations relating to knowledge, skills, research, headquarters, tourism through global trends and incentives in the taxation system → strengthening attractive locations, agglomerations

(4) Shift of tourism to higher elevated alpina areas caused by climate change effects and touristic competition → less developed, less competitive areas endangered
From 4 scenarios:
7 major spatial development trends up to 2030 - 2

(5) Substantial shrinking of population in peripheral rural areas without agglomerations and growing centres through out-migration
→ over-aged population structure, problems of maintaining public and private services, difficult mobility situation

(6) In rural areas, commuting is the relevant linkage to jobs; continuing loss of agriculture-related jobs through productivity increase, also in manufacturing
→ high costs and high energy demand for mobility

(7) Growing importance of cross-border functional (economic) regions caused by competition effects, European integration
→ re-orientation of infrastructure priorities, spatial planning and regional development strategies

Population development projection 2009 – 2030:
+ 215,000 Vienna + 200,000 ViennaRegion
(= 61% of total growth)
Economic and population-agglomerations
Main economic locations and linkages

Economic linkages
Intensive tourism
Agriculture – forestation & extensive tourism

Lagging regions

Economic and population-agglomerations
Main economic locations and linkages

Economic linkages
Intensive tourism
Agriculture – forestation & extensive tourism

Lagging regions
4. Challenges – and what now? 
Synopsis of spatial development challenges and necessary policy responses
Main challenges for Austria

Spatial planning & regional development system in Austria - what has to be done?

- Compact urban agglomeration development, resource- and energy-efficient spatial structures for future mobility systems
- Active re-structuring of existing, inadequate spatial structures – in terms of location and in terms of building qualities
- Renewable energy production & distribution – minding natural resources, landscape and rural-urban interface qualities
- Re-grouping economic activities and residential functions – competitive locations for business, excellent public transport links, a better mix of economic, service and residential functions
- Maintain good public service provision in rural areas vs. ageing population, rising service needs and shrinking public finance revenue

Herbert Fornayer

Climate change agenda:
Vienna summer temperatures 1970 - 2008
Main challenges for Austria
Spatial planning & regional development - how can the challenges be tackled?

- Agglomeration development: planning, (public) real estate policy, housing policy and mobility/transport policy act focused and synergetic
- Energy & space: Thermal re-structuring of existing building is coordinated with strategies of improving local/urban spatial structures (1960ies → 2020ies !)
- Rural development: Renewable energy production strategies are being linked with agricultural policies, landscape and local development strategies
- The turnover in economic activities is directed strategically, attracting businesses to prime locations and creating modern mixed-use centres of activities (residential, economic, service functions)
- Re-organizing public service provision, esp. in rural areas: multi-purpose regional service provision instead of individual provision by small municipalities
5. Development projects

Examples of new spatial development approaches

Urban development plan Vienna 2005: Twin city vision of regional development
Main economic development areas, new connectivity, new mix of functions
Masterplan cross-border urban region Salzburg

Masterplan:
Cross-border development perspective
Salzburg Regional Masterplan
Potential new centre – regional public transport access

The “Danube Belt“
Scenario ‘pro Danube 2010‘ – drafted in 2001
Danube Strategy
Potential Cross-border economic development zones

Thank you for your attention!

Christof Schremmer
Austrian Institute for Regional Studies and Spatial Planning
Österreichisches Institut für Raumplanung

schremmer@oir.at
www.oir.at