

# PROGRAMME FOR THE INTERNATIONAL BUILDING EXHIBITION VIENNA 2022

FRAMEWORK  
STRUCTURE  
MEMORANDUM



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## FOREWORD



Ever since the 1920s subsidised housing in Vienna has been developed further continuously and today it enjoys a world-wide reputation. International studies have repeatedly confirmed that, to a considerable extent, the exceptional quality of life in Vienna can be attributed to the social housing of our city. For example property developer competitions, which in the field of subsidised housing construction in Vienna serve as a steering instrument with innovative quality requirements, have been listed by UN-Habitat as "best practice". In addition the city's gentle urban renewal programme has been awarded the United Nations' top prize in the area of housing, the "Scroll of Honour".

Today large cities are increasingly confronted by the fact that throughout the world the pace and dynamism of economic and social changes are growing in extent and intensity. If we wish to secure Vienna's exceptionally high qualities in the field of social housing and to develop them even further then new paths will have to be followed. An in-depth analysis of previous practice must be undertaken in order to examine its applicability and sustainability for the future.

One thing is certain: the fundamental social principle that wide sectors of the population should

have access to affordable, high quality housing will, without reservations, form a foundation on which all future measures will build. However, the suitability of guidelines, methods and procedures in terms of achieving this aim must be examined and innovative solutions for the social housing of the future must be found.

Our goal is to develop, in good time, resilient strategies and models for the decades to come. This should be done from a viewpoint that encompasses the entire situation and, for example, also includes the important social dimension of living together. This decisive process will be advanced in the framework of an international building exhibition extending over a period of several years, the IBA\_Vienna on the theme of "New Social Housing".

As the growing challenges in the areas of urban development and renewal affect not only Vienna but also numerous other cities and regions, the IBA\_Vienna will work in close collaboration with high-ranking international experts. Enabling the people of Vienna to have their say is regarded as a matter of particular importance. They are our most important contact partners and their wishes, suggestions and ideas will be directly incorporated in the IBA\_Vienna.

Therefore I would like to extend you a warm invitation to take part in the various activities of the IBA\_Vienna.

Let's join together to make social housing in Vienna fit for the future!

A handwritten signature in black ink, appearing to read 'Michael Ludwig'.

Dr. Michael Ludwig

Executive City Councillor for Housing, Housing Construction and Urban Renewal and President of the IBA\_Vienna





Karl-Marx-Hof

Wohnpark Alt-Erlaa





# THE INITIAL POSITION, CHALLENGES AND CHANCES OF AN IBA FOR VIENNA

## On the History of Viennese Housing

The history of Viennese housing is unique worldwide. Therefore the starting point for the IBA\_Vienna, should be provided by the continuities and fractures in the history of social housing in this city. We begin with the housing situation in the capital of the Habsburg Empire, which for most of the inhabitants did not reflect glory and wealth but an inconceivable need; we continue to the revolutionary self-help movement of the Viennese settlers following collapse of the monarchy, which aimed at a self-defined life and housing in democratic communities to the housing programme of "Red Vienna", the first city with a population of over a million to have a social democratic government, which, despite immensely difficult economic conditions, erected 60 000 local authority apartments for low-income households in the space of just 15 years and in the process created completely new qualities both socially and in terms of urban planning. Here particular mention should be made of the generous communal facilities, which could be seen as a step towards the social ownership of housing.

After the interruption by fascism and the war Vienna continued to place an emphasis on public housing. Reconstruction, the erection of housing developments, the industrialized production of housing and, not least importantly, "gentle" – i.e. resident-oriented urban renewal are all based on a fundamental understanding that housing should not be left entirely up to the free market. In this regard the city has created a comprehensive set of legal, financial and administrative instruments; important requirements for housing projects, say with regard to the infrastructure, are defined in advance and also financed by the city; much the same applies to the architecture. The construction of housing is always also a part of urban planning and social policy.

But at the same time housing construction must be developed further. Globalisation and the new media are changing society and presenting new challenges. At the end of the 20th century the city attempted to provide impulses through experimental, theme-based developments: ecological experimental buildings, car-free housing developments, gender mainstreaming, also in planning, new forms of housing and working, integration projects. Many of these experiments were subsequently incorporated in "normal" housing. For example all new buildings are now erected to low-energy standard, while Vienna plays a leading role in Europe in the area of multi-storey passive housing. Competitions aim at raising quality and, at the same time, reducing costs. And, not least importantly, innovative architecture is to be encouraged. That this is attractive for architects, too, is shown by the numerous projects by Austrian architects as well as an impressive list of international "star architects" who have been involved in the construction of social housing in Vienna, or are taking part in current projects. For the IBA\_Vienna "New Social Housing" this means that the responses to new challenges will be developed from a high existing standard.

## The current challenges

In recent years the theme of affordable housing has become a principal focus of attention in almost all central European cities. The marked growth in population has led to an increasing shortage of housing space in cities. Rising rents, the trend to squeeze lower income population groups out of certain areas of the city and to privatise communal housing stock are seen by experts, the media and also by citizens themselves as posing a threat to the socially mixed city. Increasingly, the housing question in Europe is a theme for local urban policy, while a general withdrawal from this area by national politicians has undermined the financing of initiatives for the construction of public housing. Cities have always played an extremely important role in designing and steering the relevant areas of politics, and for many European cities Vienna has become a relevant frame of reference for governance assets.

The call for greater municipal involvement in solving the "housing question" is growing louder and in many places where, during the 1990s, the municipal authorities withdrew almost completely from the field of social housing, ambitious housing construction programmes are again being approved. The growing importance of the "housing question" is shown by, for instance, the widespread approval of the "resolution for social housing" initiated by Vienna's Mayor, Michael Häupl, and the Executive City Councillor for Housing, Michael Ludwig. This resolution has been signed by mayors from more than 30 European cities.

*"We do not want social segregation, but a social mix. All those in positions of responsibility should be interested in ensuring that, throughout Europe, there are affordable apartments for all people. Preserving and improving the quality of life, providing sufficient room and green areas – in view of the growing population figures – is the great tightrope act of the future-"*

*(Mayor Michael Häupl)*

Starting from the "Resolution for social housing" the IBA\_Vienna will therefore continue to lobby for social housing as an instrument employed by the welfare state for social and distribution purposes.

For a number of years now it has been noticeable throughout Europe that an increasing shortage of public funds along with greater inequality in the distribution of income and wealth is exerting pressure on functioning social systems. Given the considerable rise in the price of land, the almost complete lack of economic growth, and real incomes that are stagnating or even sinking, the need to substantially increase the amount of new housing construction while also providing the necessary technical, social, educational, work and services infrastructure represents a difficulty with which many cities in Europe have to contend. It therefore seems obvious that, on the one hand, it is necessary to react with speedy immediate solutions and, on the other, to unite forces in the city and through

exchange with other European cities. The task is to search jointly for new solutions and to consciously envisage spaces that allow, wherever necessary, well-tested and entrenched paths to be left while also permitting the establishment of an experimental space for a creative and innovative laboratory situation – an “exceptional state of emergency for a fixed period of time.”

So that this can be successful it is important in this context to motivate and to involve all the players at political and administrative level.

It is also important to activate those players who plan and implement the housing, the district and the city: these include property developers, architects, landscape architects, sociologists, businesses, social agencies etc. It is only with their know-how and their energetic help that the temporary laboratory situation can be used fruitfully to explore changes that are suitable for everyday use. However, the residents and those who work in the various districts also possess considerable expertise and on this account in the framework of the IBA\_Vienna they will be integrated in various ways in the processes and developments.

The massive socio-demographic change of urban society is linked to the phenomenon of urban growth. Throughout the world people are moving to cities. It is forecast that in the year 2050 two thirds of the projected population of ten billion people will live in cities. Increased migration from surrounding regions and from strongly disadvantaged or destroyed areas of the world is a global fact.

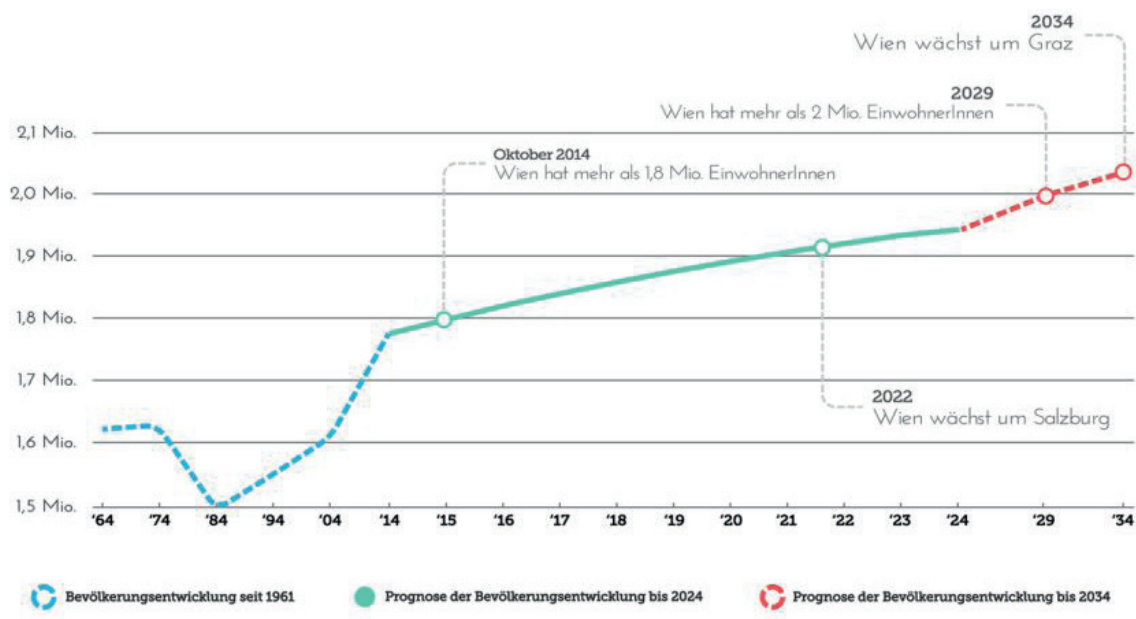
Against the background of the demographic and social development trends of the growing city, housing and its surroundings must be viewed as basis for social and spatial integration, also in the framework of the IBA\_Vienna. Here the area of new building as well as the existing fabric and its further development are affected.

Below a number of demographic details are presented, which are of importance for the IBA\_Vienna discourse:

- The population of Vienna is increasing continually and in recent years has grown even faster. In the year 2016 alone the population rose by around 2.4% to reach a figure of about 1.84 million.
- The number of older people, in particular those of advanced age (75+), is also growing all the time. This means an increased need for care and health services as well as social participation.
- The proportion of children and young people in the overall population is growing particularly strongly. Consequently the demands on the design of educational and care facilities, of housing space and the surroundings of housing are also increasing.

- Parallel to the increasing development of different kinds of lifestyles (patchwork families, single parents, new large families etc) individualization is also increasing, while the residential structure is becoming more and more international as a result of high migration rates.
- Currently single households make up 45% of all households in Vienna, Here on the one hand an adequate supply must be offered in the future for very different age groups, while on the other the question as to how the requirements of singles who wish to live together in relaxed structures ("residential communities") can be better met must also be addressed.

On account of the impact of the financial and economic crises these demographic developments go hand in hand with increasingly precarious work situations, a general worsening of the labour market which results in a change in disposable household incomes. Increasingly, processes of social tension, a weakening of solidarity, generation conflicts and growing fears characterize urban societies and define the tasks that must be tackled, also by the IBA\_Vienna. In addition there are a number of global challenges that result from climate change and technological development ("Industry 4.0").



## Social mix and socially sustainable urban districts

With its consistent housing policy Vienna has not only made a special contribution to the mix of all population and income groups in the urban area as a whole, but has also made possible a fundamental basis for social permeability and individual social advancement.

However, this status quo is coming under increasing pressure. Whereas at the beginning of "gentle urban renewal" in the 1980s the late 19th century housing stock formed an inexpensive segment of the supply of housing and was therefore an important initial location for lower income groups, on account of the currently persistent high investment interests in real estate and the liberalisation of rental law this housing sector is being affected by massive rent increases. These changes also influence all other housing sectors: the supply pressure on affordable municipal housing and existing subsidised housing complexes is growing, as is the need for affordable subsidised housing in the new-build sector. In addition there is also a clear need for creative solutions that offer starter apartments and apartments for new arrivals as well as integrative forms of housing.

Increasingly the large volume of newly built housing required is being provided by creating new urban quarters and districts and is no longer confined to building "insertions" in the established city. The IBA\_Vienna is therefore called upon to include these new forms of "housing development" in the discussion to an even greater extent as a way of creating well equipped urban districts that can be developed further as new social development spaces.

Given the pace of change in current housing production, the interface between the newly built and the existing city and the relationship between these two areas is particularly relevant from the viewpoint of "what can the new do for the old".

The IBA\_Vienna "New Social Housing" should also include in its tasks an analysis of existing models that show how to integrate successful mixes of different building, apartment and open space typologies in differentiated cost structures, as well as providing impulses for the implementation of a further development process. Here the inclusion of qualities specific to particular target groups (housing needs of the elderly, suitability for children and young people, participative, community-forming and communally-oriented models) should be considered as should the connection to district facilities required in the areas of education, culture, local economy and social infrastructure.

# Chances for an IBA for Vienna

The experience from comparable examples in other cities and regions shows just how difficult it is to establish in well-functioning systems processes that are initiated with the aim of creating innovative developmental strength and are consequently confronted with greater than average expectations, whether by experts among the public or in the field of concrete presentable results.

On the basis of these experiences the particular format of the IBA for Vienna offers a chance to devote attention to the "current problem pressure"<sup>1</sup> that exists in every functioning system and to focus the IBA on developing for these problem areas new solutions which, for whatever reason, existing players and systems are clearly unable to offer. In order to achieve this it is necessary on the one hand to allow some new networks and interactions which also include players not previously regarded as "typical" and on the other to establish a kind of sheltered area for experiments and laboratory situations, which makes embarking on new paths in well-tested systems conceivable in the first place.

At international level, building on the basis of activities already in progress e.g. those for the "UNECE-Charta on Sustainable Housing", or those related to the fact that Vienna holds the chair in the framework of an EU partnership on housing, the IBA for Vienna offers an opportunity to expand cooperation with research institutions, universities, interest representatives and networks and in this way to influence important themes of housing policy beyond the IBA\_Vienna. One of the joint goals for many European cities should be to view housing construction and housing in general as interdisciplinary material that involves social, economic, ecological, architectural, and political aspects.

The chances here are good. As the result of rapid growth many cities which in the past had, to a certain extent, already distanced themselves from subsidised housing and from the concept of not-for-profit, are now developing new "housing construction programmes". Public commitment to social housing is growing again and many municipal authorities and cities are looking for ways to meet current challenges. The IBA\_Vienna intends to use this momentum in a proactive way and to establish itself as the capital of social housing, in the future also.

<sup>1</sup> Cf. "An IBA develops from the concrete challenges of urban society, from the currently relevant pressure of the problem" (in: „Memorandum zur Zukunft Internationaler Bauausstellungen“, 2009)



# THE HOUSING QUESTION IN THE CONTEXT OF INTERNATIONAL BUILDING EXHIBITIONS

Vienna is one of Europe's most strongly growing cities. This growth and the demands it makes in terms of creating living space and new districts will change the structure of the city. By 2025 room for 120 000 new dwellings is to be provided. The direction and the goal outlined in the urban development plan 2025 is clear: under the heading "continuing building the city" the aim is to develop the built urban area further and to provide for the expansion of the city. The challenges are sizable: ultimately the issue here is to monitor the affordability of living space in the growing city. For instance we can observe that the housing market for affordable living space is coming under increasing pressure. In many cities increases in rent and exclusion processes are the consequence of the increasing disparity between supply and demand. Growing numbers of people in precarious circumstances and life situations are competing for a reduced amount of affordable living space. Where the instruments needed to direct housing policy are lacking cities threaten to arrive at critical situations. There is a great danger that this could further intensify social disparities.

For several years now the attention of many European cities has been directed towards Vienna, as this city has a special set of housing policy instruments in the area of social housing. Whereas in Germany, for example, old housing stock and both communal and not for profit housing societies were sold to the highest bidder and the housing question was left to the real estate sector, Vienna has consistently maintained its 100-year-old tradition of constructing subsidized housing. The results of this approach include housing costs that are very modest in international comparison. But in Vienna, too, there are clear indications that social housing is coming under increasing pressure due to sizable increases in the cost of land, real incomes that are stagnating or even sinking, and sluggish economic growth.

With the instrument of the international building exhibition the City of Vienna has decided that it wishes to place new accents. Justified by the "state of emergency" the international building exhibition is intended to create laboratory-like conditions that will enable exemplary answers to be found to the questions of "New Social Housing".

## Positioning the IBA\_Vienna in the tradition of the International Building Exhibitions<sup>2</sup>

The tradition of the building exhibitions is already more than 100 years old: by the mid-19th century it had become standard practice to present technical innovations in the area of building at world fairs. The tradition of independent building exhibitions was founded in 1901 in the Mathildenhöhe in Darmstadt as a documentation of the art of building and residential culture; in architectural terms the results are regarded as milestone of German Jugendstil. Although not in the framework of an IBA, in Vienna in 1932 it proved possible to implement a comparable approach to the consistent development of an understanding of building, living and life combined with the freedom of the individual in the form of the International Exhibition / Werkbundsiedlung. Under the artistic direction of Josef Frank in the years 1930 to 1932 the Vienna Werkbundsiedlung brought together 30 architects from Austria and abroad and erected a total of 70 houses in Vienna's 13th municipal district. The contribution by Margarete Schütte-Lihotzky,

the first woman in Austria to complete her study of architecture, represented the efforts of the city at that time to manifest modern, contemporary living along with the efficient use of living space in the floor plans of the dwellings and to develop this further. The exhibition ran from 4 June to 7 August 1932, during which time the development on the south-western fringe of Vienna attracted 100 000 visitors.

In Germany a series of international building exhibitions took place at irregular intervals and with several, very different thematic focuses. Common to all of them is that they reflect their time in terms of social, technical and cultural tendencies and developments. Against the background of the Vienna\_IBA "New Social Housing" it seems worthwhile to take a look back in history and to highlight above all those building exhibitions which, in both a narrower and broader sense, undertook an examination of the housing question.



Werkbundsiedlung Vienna, 1932

<sup>2</sup> The following excursion on the history of international building exhibitions is based on the publication: M:AI Museum für Architektur und Ingenieurkunst NRW in Kooperation mit der IBA Hamburg (Hg): IBA meets IBA, Booklet zur Ausstellung zur 100jährigen Geschichte der Internationalen Bauausstellungen; Hamburg/Gelsenkirchen 2011

## Mathildenhöhe Darmstadt 1901 – document of the art of building and the culture of living space

Let us first of all go back to the second half of the 19th century. The rapid growth of industry, trade and transportation and the concentration of people, places of production and capital at a previously unknown scale led to an “explosion” of cities, for which there were no existing models and no basis for their planned development. Along with the rapid growth of industrialisation the social situation also changed: objects of daily use were now manufactured almost exclusively through mass production, art withdrew increasingly from social day-to-day life.



Mathildenhöhe Darmstadt

Against this background and also as a symbolic start to modernism, in 1901 a building exhibition was held for the first time on the Mathildenhöhe in Darmstadt in which the separation between what was built and what was displayed, between the building and its surroundings was eliminated. In the context of the life reform movement this first building exhibition attracted great international interest.

Architects, painters and sculptors worked together to give the environment a form – the aim being to reconcile art and the everyday, the city and nature. The artists’ colony aimed at a design concept that would touch upon all areas of life. As a “milestone along the path of renewal of life” those who took part searched for a new form “that does not reflect the type familiar to-day, but which advances far ahead and includes aspects of the future.” (Joseph Maria Olbrich).

## Weissenhofsiedlung in Stuttgart 1927 – built manifesto of modernism

The Weißenhofsiedlung with its 21 model houses is regarded as a “built manifesto” of a modern, open feeling for life. Reduced to essentials, the Weißenhofsiedlung represented developments in the area of architecture and housing at the time. Under the artistic direction of Ludwig Mies van der Rohe, the 17 architects who took part (among them Le Corbusier, Gropius, Oud and Scharoun) developed a “model housing programme for modern urban people”. The work by architects from five different European countries in this housing estate was intended to demonstrate that this “Neues Bauen” (New Building) was an “international architecture”. Its advocates celebrated the development as a vision of the future, but critics in contrast decried it as an “Arab village”. The development polarized society – flat roof versus pitched roof, enlightened versus conservative forces, modernism versus ties to the homeland.



Weissenhofsiedlung Stuttgart

## Interbau in West-Berlin 1957 – the city of tomorrow

Berlin, 50 years later. Following the division of city urban development began to follow different paths in the western and eastern halves. Whereas East Berlin became the capital of the GDR, West Berlin, which was isolated, developed into a “propaganda” demonstration project of the West. With the support of the Marshall Plan in the 1950s a change from repairing to reconstructing the city was introduced. The dream was to create an articulated and more open city. A clean break was to be made with the traditional city and its 19th century tenement buildings.



Interbau Berlin 1957

This new direction was given visible expression by the first international building exhibition of the post-war period, the Interbau Berlin in 1957. Organised as a demonstration project with the character of a model, the aim was to present the demolition and redevelopment of the bourgeois Hansaviertel, which had been badly damaged in the war, as an example of the “city of tomorrow”. Under the patronage of the Berlin Senate 53 internationally known architects were invited to carry out individual buildings in a park-like landscape. The new Hansaviertel was intended to completely erase memories of the old Hansaviertel. Instead of the old block development pattern a mix of high-rise and low buildings was erected, set in a park-like setting.

## IBA Berlin 1987 – the critical reconstruction of the city

From the Interbau 1957 to the International Building Exhibition Berlin 1987. The standard strategy of demolishing entire urban districts and redeveloping whole areas drew an increasing amount of criticism and resistance. In deliberate contrast to the Interbau of 1957 the central theme of the IBA 1987 was the rediscovery of the historic inner city of Berlin that had been largely destroyed by the war and by the erection of the Wall. For the first time in the history of the building exhibition the IBA Berlin made the renovation of old building stock and the introduction of new buildings into the existing fabric – i.e. the repair of the city – into a central concern. 30 years after the Interbau the IBA Berlin 87 took a stance against post-war urban planning. The IBA Berlin 87 drew its strength from two approaches to urban development: the IBA new build and the IBA old building programme.

Under a guiding principle defined as the “critical reconstruction” of the city, the IBA new build programme directed by Josef Paul Kleihues focussed on the southern part of Friedrichstadt, the southern Tiergarten district and the Tegeler Hafen. The connection of architecture and the art of building became a central concern of the IBA new build programme. This contrasted with the IBA approach to existing buildings directed by Hardt-Walter Hämer. Among its principal con-



IBA Berlin 1987



cerns were the preservation, stabilization and further development of existing social and functional structures of the city, along with the implementation of processes such as self-help and modernization by tenants. All in all the IBA old building programme led planning into a new era: new building took a back seat and precedence was given to securing and modernising existing building fabric. With its pilot projects this direction led to the creation of subsidy programmes for urban renewal and to changes to the legislation in relation to renovation and the protection of local environments.

### **IBA Hamburg 2013 – Spaces for cosmopolitan urban societies**

The International Building Exhibition Hamburg 2013 clearly widened the focus. It accepted the challenge to provide answers to the questions about the gain that international urban society represents for development of metropolises, about the design of "inner city edges" and, ultimately, about how to approach and design the city in exemplary fashion during a time of climate change. Here attention was directed to the islands in the River Elbe in Hamburg. With a population made up of people from more than 100 different nations the Elbe Islands in Hamburg are a place of diversity and internationality. Under the guiding theme "Kosmopolis" the question was asked "how can an urban society that is growing and becoming in-

creasingly international develop its strength and how can social and cultural barriers be overcome through a holistic approach to planning using the means of urban planning and architecture as well as education, culture and the promotion of local economies?" With concrete building projects as well as social and cultural programmes new urban spaces for the international urban society of the 21st century were developed, without any obligation to mix but with the possibility of building bridges.<sup>3</sup> For the first time in the history of building exhibitions the future of living together in the metropolis became the focus of an International Building Exhibition.



IBA Hamburg 2013

<sup>3</sup> <http://www.iba-hamburg.de/story/leitthemen-der-iba/kosmopolis.html>

# Viennese social housing at the international level

For many years now Vienna has been involved in a variety of international action programmes and initiatives. The aim here is, on the one hand, to contribute the city's special expertise to the exchange with international partners and to anchor the theme of social housing in a broader way, while on the other the city also wishes to inform itself about innovative solutions and measures and to examine whether and in what way they could be applied to Vienna. The city has repeatedly received prizes for its achievements in the area of socially oriented housing – for instance from the UNO – and has also been ranked several times as the city with the highest quality of life worldwide. This has produced a sense of responsibility about the need to become internationally involved in promoting a socially just housing policy based on a sense of solidarity.

rity a call is made to leave the definition of the target groups for subsidised housing up to the member states or the regions and cities, and not to confine access to subsidised housing to the most needy.

- In 2014 Vienna initiated a worldwide "Charta on Sustainable Housing" in the framework of the UNECE (Committee for Housing and Land Management / Housing Committee of the European Economic Commission of the United Nations; see box).
- Since the end of 2015 Vienna has chaired the housing working group within the context of the EU city network known as Eurocities and is a member of the Partnership on Housing within the "Urban Agenda for the EU".
- Since January 2016 Vienna has been represented in the "IBA meets IBA" network, which was initiated during the IBA Hamburg.
- Since 2013 these international activities have been supported by the travelling exhibition "Das Wiener Modell/The Vienna Model"<sup>4</sup>. Updated in 2016, this exhibition has so far visited New York, Baltimore, Washington, Vienna, Sofia, Riga, Istanbul, Hong Kong, and, most recently, Berlin.
- Logically Vienna also supports measures that counteract dangers to social housing policy such as those that could arise from the efforts of trade agreements to protect investors. The IBA\_Vienna sees itself as part of the efforts to preserve and continue ecologically and socially oriented housing construction and renovation practice and to continuously develop its qualities further.

Under the influence of the global deregulation of the market and the impact that this has had on the housing situation, excursions and exchange visits to Vienna by international representatives from the worlds of politics, administration and the building industry are increasing. In the course of recent developments more than just a few cities have reduced their communal housing construction programmes to such an extent that in places the structures for such programmes are no longer in existence.

At the same time serious resistance still arises whenever an effort is made to see instruments for a social kind of housing not just as a facility catering for the "most injured" in society but as a socio-political instrument for wider sectors of the population. Consequently, for a number of years now Vienna has become increasingly involved at several international levels of action:

- In 2013 Vienna initiated at EU level a resolution calling for the "preservation and development of social and sustainable housing construction in Europe", which to date has been signed by 30 large European cities. In the interest of subsidia-

<sup>4</sup> Wolfgang Förster, William Menking (eds); Das Wiener Modell/The Vienna Model; Wohnbau für die Stadt des 21. Jahrhunderts/Housing for the Twenty-First-Century City; Jovis Verlag GmbH, 2016.

## UNECE Charter on Sustainable Housing

Under the presidency of Austria in the years 2010–2013 the Committee on Housing and Land Management (CHLM) of the UNECE (United Nations Economic Commission for Europe), to which 56 countries in Europe, Central Asia and North America as well as Israel and numerous NGOs belong, formulated the text for a UNECE Charter on Sustainable Housing, which was unanimously accepted at the meeting of the CHLM in Geneva in autumn 2015 and can now be signed by the member states.

The Charta defines sustainability in an ecological and social context:

- the kind of housing that will be subsidised encourages social inclusion and a social mix.
- the construction of housing should not be left entirely to the market, strong state intervention and public subsidies are also required.
- Cooperation with NGOs, the private sector, and with non-profit developers should be encouraged.
- To carry out new residential buildings competition-like procedures are recommended.
- New residential districts should be developed with public participation and should have an adequate urban infrastructure.
- In the area of ecology energy-saving buildings should be given priority. The use of renewable energy should be increased.
- The participation of the civil society must be ensured.
- Cooperation with universities and special research programmes should be set up. The international transfer of know-how should be strengthened further.

The UNECE Congress in Vienna in 2017 is a part of the international strategy of the IBA\_Vienna "New Social Housing" aimed at anchoring the social dimension of housing at European level more securely.





# MEMORANDUM ON THE IBA\_VIENNA 2022 – NEW SOCIAL HOUSING

The concise review of the tradition of International Building Exhibitions (p. 10) clearly shows the extent to which the programmatic approach taken by the IBAs has changed over the course of time. Their history is marked by a profound change of paradigms: a shift from the concept of a pure exhibition with model houses towards complex strategies which, in terms of approaches and goals, increasingly deal with economic and social concerns, the broadening of the base of protagonists and the further development of this urban planning instrument. However, they all have in common the fact that they have shaped the discourse on questions about the future of urban design, architecture and housing and consequently have become a focus of international attention.

The IBA\_Vienna now takes its place in the exceptional tradition of the International Building Exhibition as an instrument for innovation, while at the same time attempting to place its own particular emphasis: for the first time<sup>5</sup> a reaction or response to immense strain is not the main focus but rather the attempt to avoid such problems in the future and, as far as possible, to adopt measures in good time in order to be in a position to react to current and foreseeable developments or to actively influence them by means of innovative new methods and instruments.

For the first time ensuring affordability in the strongly growing European cities also becomes a focus of an International Building Exhibition. How, given the enormous pressure on the housing and real estate markets, can high demands in terms of affordability be met? How

can the concept of affordability be redirected from focusing on "housing" alone to include all the influential factors and, in this way, to become more comprehensive? What new partners, bodies, financing and site models can deal with and shape the challenges of social housing in the future? In order to achieve this, housing, land policy and planning instruments be adapted? What does this mean for the future of the property developer competition, as this is an instrument that has proven its worth in Vienna, and for initiating new processes value for Vienna and for a "collaborative" district development? Or, to put it differently: how can the civil society's inventive power be more closely integrated in the development of the city?<sup>6</sup>

Above and beyond the questions about the provision of dwellings the challenges are related to the construction of new, diverse, urban, social and inclusive districts. How can the diverse processes of "becoming a city" and social harmony in the district be stimulated, encouraged and influenced? What does this mean for architecture and urban planning and what contributions can subsidized housing make to social and cultural processes? Where might expanded approaches, partnerships and new instruments for urban production of space be necessary? Above all, however: how can the challenges involved in providing affordable, economical housing in the short term be connected with the more long-term challenges presented by diverse, urban and mixed social districts? And what does this mean for planning itself, for the programming and design of integral processes in developing both new and – as regards remodelling and further development – existing districts?

<sup>5</sup> The IBA initiative of the Stuttgart region also pursued a pro-active approach and formulated a "preventive structural change" as the core of the IBA in the Stuttgart region (see Memorandum IBA 2027 StadtRegion Stuttgart, p. 5)

<sup>6</sup> Robert Korab; in: Werkstattbericht zur Stadtentwicklung, Heft 159, Wien 2016, p. 36.

The focus of the IBA\_Vienna is on new building and on the further development of existing housing stock, in particular on housing complexes dating from the 1950s to the 1970s. Related to generational change, changes in ways of life and the growth in cultural diversity social tensions in the way different groups of the population live together can be observed. In the interest of social harmony the response here must look towards the future. Questions arise about adaptation to meet current technical and building standards as well as about the quality of the district or quarter itself. How can these existing areas be developed further without causing rent increases and driving people out or causing segregation? How can conditions and an expanded range of functions be improved to allow new forms and kinds of work and em-

ployment? How can residents be integrated in the development process? And does this specific model encourage urban district management and quarter development? In this context how much is self-administration and participation possible?

The IBA\_Vienna aims to confront these complex challenges. This calls for a particularly creative atmosphere and, on the part of those in positions of responsibility in the fields of politics and planning, sociology, (housing) economics and culture, it requires both the courage and willingness to look for new paths and to enter new territory, to question accepted patterns and balances of power and to initiate new processes. The IBA\_Vienna requires willingness and courage to engage in open processes.

# The levels at which the IBA\_Vienna has an impact

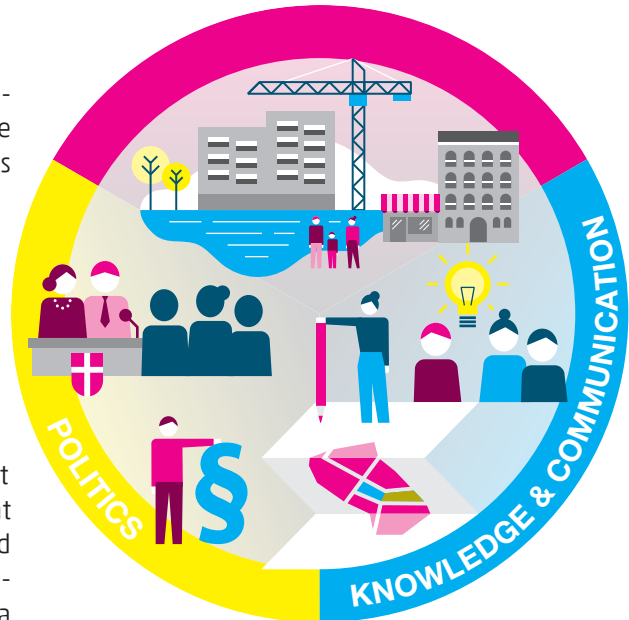
The intention is that the IBA\_Vienna should encourage innovations in different areas and have a wide-ranging and sustainable effect. On this account the activities of the IBA\_Vienna operate on three levels that are related to each other and, consequently, support each other:

## Politics: the IBA\_Vienna as a housing policy think-tank

The IBA\_Vienna is positioned as a counterpart to existing think-tanks which contend that subsidised housing restricts competition and it will supply the basis and arguments for subsidised housing across a wide front. Vienna wishes to secure social housing and the social district as a future-oriented and sustainable socio-political instrument and aims in this way to accept its international responsibility. This aim is to be met through in-depth theoretical examination and publications and statements based on this, produced in cooperation with Viennese Housing Research and in consultation with those in positions of political responsibility.

## Knowledge and communication: the IBA\_Vienna as a conceptual discourse space

Approaches to the theory of planning that aim at innovations in the fields of social housing and district development will be developed further in a focussed way with the involvement of local and international experts and will be introduced to the practical implementation as a requirement (see level 3). To achieve this, in addition to the IBA talks already introduced, further suitable formats for discussion and the preparation of projects will be initiated.



Impact levels

## Projects: The IBA\_Vienna as a laboratory

Ultimately, the IBA\_Vienna will be visible only if, building on the basis of its political, scientific and communicative activities, it implements concrete projects. On the one hand these will be new buildings or restoration projects; in this regards, the demands of the IBA\_Vienna must be integrated in urban planning processes, property developer competitions and other IBA competitions and in the planning of restoration work; on the other hand there will be a focus on cooperation and monitoring projects at different levels, which, in the form of research commissions, symposia, discussion events, publications etc., reach a wider (specialist) public.<sup>7</sup>

The actors involved in the planning and implementation – alongside planners above all the developers – should be more strongly integrated in the process of arriving at ideas as well as in defining the problem and finding an approach to a solution. Analogously the same applies to the citizens.

<sup>7</sup> See in this regard the section "Qualification process- the way to the IBA project", p. 34.

## Major themes of the IBA\_Vienna

It is clear that given the strong population growth additional space for housing and living must be provided rapidly and effectively. At the same time the immediate measures that are urgently needed cannot provide the solution for those challenges that develop from the changes that are taking place in the overall situation. Therefore a research must be made in parallel for new and long-term viable models that can provide answers to changing conditions. The issue here is expressly not to celebrate the existing standard in procedures, models and control mechanisms or to offer ready-made solutions but rather to analyse existing approaches, to engage in ongoing processes and to research, develop and test new, innovative and experimental paths.

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The format provided by an International Building Exhibition was chosen because a special energy and an optimistic mood are needed in order to activate and pool a city's innovative and constructive potential. As an "exceptional situation for a limited time" the IBA represents an instrument that has proved its value time and time again. The IBA\_Vienna is intended to concentrate this energy and to motivate protagonists to try out new models and, where necessary, to abandon familiar paths in order to make an active contribution to the development of the city. However, in order to achieve this it will be necessary to work on those obstacles at which the different protagonists have repeatedly stumbled, a number of them for years, and which clearly require a different approach and way of looking at things than is allowed by existing structures and methods.<sup>8</sup>

The focus is on new build, developing the existing fabric, and living together in an society that is increasingly diverse, the focus in on three ma-

jor areas for action that are reflected in different aspects of the guiding themes.

Based on its function as a "temporary laboratory"<sup>9</sup>, the instrument of the International Building exhibition can become both, an aid for and a commitment to the undefined and experiment spaces needed as well as to innovative solutions. Tied to the concrete space of a location or a part of the city, the IBA\_Vienna is both an opportunity and a commitment to facilitate and test special forms of procedure and concepts and to integrate the knowledge gained in this way in everyday planning work and in the construction of housing. This applies equally to approaches involving new subsidy models and legal outline conditions as well as to the appraisal of quality standards and norms and to new models for collaboration and design participation in building and in developing districts. In the sense of an exhibition of achievements respectively primarily as a programme of initiatives, the examination of socially sustainable housing can function as a kind of international laboratory for the development of districts and the construction of housing.

For example: in collaboration with the bodies responsible, a number of the property developer competitions planned within the framework of the "Housing Offensive 2016–2018" will be developed and organised in a way that takes the aims of the IBA\_Vienna into account (above all Berresgasse, Seestadt Aspern II, Donauefeld etc.).

The major themes for the IBA\_Vienna 2022 are intended to form the framework for the activities over the next years and to remain effective beyond this period. This thematic framework is described in greater detail below.

<sup>8</sup> See in this regard the section "Chances of an IBA for Vienna", p. 12.

<sup>9</sup> See „Memorandum zur Zukunft der Internationalen Bauausstellungen“, 2009.

## New social neighbourhoods



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Cities do not exist by themselves, they develop. This understanding is based on the initiation, design and monitoring of urban succession processes for new, socially sustainable, inclusive neighbourhoods. This approach includes the integration of different functions and innovative (social and health-based) services in housing projects. In addition to meeting the need for housing space it is also necessary to find answers to the challenge involved in differentiating lifestyles, reflecting technological

innovations such as new forms of work and employment, as well as meeting the needs for mobility. The integration of cultural and educational facilities as well as the supply of affordable areas for commercial uses has a central value, as does the redefinition of the function of public and open space in the vicinity of the dwelling. Here the examination, fine tuning and further development of the instruments of housing policy, planning and land ownership also play a significant role.

- **Requirements for successful development of a neighbourhood**

The creation of new social districts, the urban development process and the functionality and diverse usability of new urban neighbourhood form the framework for an examination of new forms of housing and living together, optimised construction methods, new financing and site models, the search for (suitable) developers and urban user groups etc.

*e.g.: Which spatial infrastructural and organisational conditions and situations are needed for this? What does the "humus" on which social districts can develop look like? How can sustainably effective forms of district-related quality control be implemented in the selection process?*

- **Urban succession**

While the understanding of new urban areas as districts or quarters develops largely through the examination of public space, in the framework of the IBA\_Vienna this way of looking at things should be deepened to cover the entire range of infrastructure and services and to address the urban succession of new districts and the processes and procedures needed to ensure this. This also includes, for example, the use of social facilities and infrastructural services in new districts.

*e.g.: What might solutions look like which, in growing districts, would provide spaces for the requirements of non-housing functions that are not yet precisely defined, without affecting the particular interests of developers and investors in subsidised housing (e.g. "temporary functions") ?*

- **Mix of functions**

Stimulated by different experiences in relation to the mix of functions in buildings and districts, the IBA\_Vienna aims, for instance, to stimulate activities that lead to new ways

of dealing with temporary spaces of opportunities a micro-economies, new business models and to the increased involvement of private actors or to a new general understanding of mix of functions in both districts and buildings.

*e.g.: What do solutions for a mix of functions or for communal facilities look like if, instead of taking the building site, the neighbourhood as a whole is examined? How can new actors be involved in the existing systems of district development? Where are expanded approaches, partnerships and constellations of actors required/possible?*

- **Developing the existing fabric in districts dating from the post-war period**

The theme of new social districts naturally includes looking at the situation with regard to the renovation of the existing fabric and building the city further. Buildings from the 1950s to 1970s represent a theme that is of great relevance for numerous cities in Central Europe and should therefore lead to lively international exchange about technical and social services, modernization and displacement, greening and technologisation, about new self-administration models, urban area management and district development and many other areas. As well as monitoring the EU project "Smarter Together" in the district of Simmering, in the framework of the IBA-Vienna the Per Albin Hansson housing in the district of Favoriten estate will be dealt with, among others.

*e.g. What kind of subsidy criteria can ensure not only that housing stock from the post-war period can be renovated in thermal and technical terms but also that suitable services can be defined at a social level? What do solutions for the need-related expansion of the range of services offered look like? How should urban area and district management develop further? How can the goals of the Vienna Smart City Framework Strategy be integrated?*

- **Learning from successes and failures**

In numerous building developer competitions and in urban planning processes and developments attempts were made in the past to meet the particular demands and needs of the times and to continuously develop standards for the population of Vienna further. However, frequently both the time and resources needed for an evaluation and analysis of the experience gained are lacking, which prevents conclusions being drawn that might be of value for future projects. Therefore the critical analysis of processes and learning from projects represents one of the tasks to which the IBA\_Vienna will be dedicated (e.g. Seestadt-Süd, "Leben am Helmut-Zilk-Park", Neu-Leopoldau, Nordbahnhof, Sonnwendviertel, Kabelwerk etc.).

*e.g.: How can the experiences of "first movers" serve as starting points for the development of standards? Which organizational or systematic adaptations are needed in order to make suc-*

*cessful pilot project transferable and usable on a wider scale? How do successful constellations of actors look like? How can the numerous highly valuable experiences from former years in thematic projects be adequately evaluated and made usable for future needs?*

- **Field of experimentation and laboratory situation**

In the framework of the analysis of those questions and hurdles at which, for a variety of reasons, the various actors of the city repeatedly stumble, it will also be necessary to define the causes of these obstacles and to open up an area for laboratory situations and experiments so as to provide the space that creative approaches need to pursue new directions.

*e.g.: What does a project need a laboratory situation for? Where do the obstacles that make successful innovations difficult or impossible actually lie?*

## New social qualities



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A look at history shows the extent to which the demands made on housing have changed in recent decades. New standards and norms as well as a continuous increase in expectations as regards the fittings and comfort of the apartments have contributed to the increase in the cost of housing space. If we add to this the costs for mobility and energy it becomes clear that standards and demands need to be fundamentally reassessed, in particular from the view-point of the often quoted "affordability".

Without doubt the development of instruments for quality control in housing has made a considerable contribution to ensuring (minimum) standards for housing but at the same time exogenous factors (such as location, phase of life, milieu...) influence the suitability or appropriateness of the housing situation to a considerable extent. Therefore in the continuous development of quality standards – in the context of climate change, changes in lifestyles and socio-cultural life models – reference must constantly be made to questions about meeting goals and access to subsidised housing.



- **Coping with social changes**

This calls for, among other things, an analysis of present and future scenarios for the supply of housing to different groups of the population and also of the optimisation of networking activities between urban resources. In the context of more intensive mixes of functions it will also be necessary to examine what new organisational and task models for the development of districts might look like and which new housing space typologies might be more suitable for meeting current and future social profiles and housing needs (e.g. temporary housing use, multi-local residence, working at home, patchwork families, residential communities etc.).

*e.g.: How can established and new forms of communal and social work enrich new districts as well as existing areas? How can individual civil society resources and involvement in the urban area be appealed to and mobilized?*

- **Social sustainability in districts**

Social changes regularly produce new demands in order to further develop the social sustainability aimed at in districts, whether through a new approach to communal facilities, through focussed services for children and young people, or through the increased provision of home care and other measures in order to reach a greater proportion of those people who withdraw from public life, for a variety of reasons and ultimately involuntarily. Central questions will be how to involve

residents and how to make the social changes that are taking place comprehensible.

*e.g.: How can suitable housing and open space typologies and housing forms for particular life situations (sheltered housing, residential communities, housing clusters, student housing etc) increase the individual accuracy of the measures used, while also keeping the ensuing economic costs (of care, integration social work and many more) low? What forms of organisation, financing models and regulatory processes are needed to achieve this? Where is there potential for increasing urban/social networking in order to improve the life situation of older people but also of young people?*

- **Affordability**

The demand for affordability is omnipresent and, as it is so vague, it is almost impossible to satisfy. It therefore seems necessary to look at individual aspects from the spectrum of housing costs and to examine their possible contribution to affordability (e.g. financing, mobility, living expenses, true cost pricing, life cycles, sharing concepts etc.). However, when looking at affordability, it seems even more important to consider not just the monthly costs for the dwelling but also the cost of living (including mobility, services etc.).

*e.g.: What is the impact of different implementation models (housing initiative, building law etc) with regard to affordability over different periods of time?*

- **Reduction of cost pressure in housing**

In connection with questions about affordability for households the focus must also be on discovering which parameters could be changed in order to reduce cost pressure in housing construction. A number of important aspects have to do with mobility (e.g. garages, public infrastructure services etc.), while others lie in the area of financing or acquiring sites.

*e.g.: What are the advantages offered by standardised construction methods? What might models that take life cycle costs in account look like? How can synergies be achieved by looking at the facilities needed for the district as a whole (playgrounds, access, communal spaces etc.)? In an overall tight budgetary situation how can social housing (and therefore the tenants) be shielded from additional requirements that lead to cost increases?*

- **Organisational, process-related and financing structures**

In the context of a difficult general situation and in order not only to meet housing needs in terms of quantity but also to create socially, economically and ecologically sustainable and future-oriented neighbourhoods, it is necessary to look at the question about how organizational, process-related and financing structures must be developed further in conceptual terms.<sup>10</sup>

*e.g.: Do the usual boundaries between living, work, training and leisure still make sense? Will people not require very different spaces for their new needs? Will intermediate zones between private and public acquire a new importance?*

<sup>10</sup> Uli Hellweg: IBA-Talk „Politisch! Verantwortung für das Wohnen in der Stadt“, 22.06.2016.

## New social responsibility



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The high value attached to state and communal responsibility and to active housing subsidies for social housing is a specific aspect of the Vienna IBA is. Given the increasingly strained situation of the communal budget and the growing number of people who find themselves in precarious life situations, questions arise about the further development of existing instruments of subsidised housing.

- **Encouraging personal initiative**

A number of current questions about responsibility for housing and living in the city are intended to illuminate new approaches to personal initiative and a "jointly built city". The

model of the Settlers Movement, which is frequently referred to, and the self-build contribution associated with it should be examined critically as should, for example, the possibilities of integrating citizens more closely in assuming responsibility for agenda that are generally allocated to the state or the city. This could affect the partial supervision of public space, investment in social facilities, new forms of communication etc.

*e.g.: Which new organisational, financing or site models might be required here in order to deal with and shape the challenge of social housing in the future?*

### ■ New actors

Assuming responsibility does not necessarily mean doing everything oneself. The aim here is rather to attract new actors and investors for new social housing, who help in a committed way to design new districts. Own initiatives that produce a social added value, i.e. which do not exclusively pursue their own interests, are a resource that should be employed in a focussed way. Innovative interventions by the city that bridge the boundaries between different departments of the municipal administration can not only support this but can largely prepare the ground for it.

*Z.B.: How can joint building ventures, new cooperative models, business people and those involved in the production of culture become partners in building up the city? How can new organizational models and areas of responsibility in district management look like (greater emphasis of the district)?*

### ■ Social interaction

The way people live together in existing districts is influenced by social and demographic changes and the claims on space made by established residents and those who have more recently moved to the district are renegotiated. Social innovation in the form of establishing sharing concepts (not only as regards mobility but also offers in the residential building and in the surroundings of the housing) can contribute to a new culture of living together and at the same time promote affordability and social justice.

*e.g.: Which inputs (enhancements) do urban districts need in order to support the social interaction of the residents (local economy, self administration, gardening, education, culture, sport, social infrastructure) and how can such models be implemented in a way that is sustainable and takes account of the need for savings to be made in the public budget?*

### ■ New forms of collaboration

Production of the city does not mean just the material development of an urban district but implies that the city is produced by its residents on a daily basis. Planning and participation processes must take account of this way of looking at things and find new forms of collaboration. In this context, additional processes should not automatically be introduced, instead the efficiency of existing processes should be examined and, where appropriate, developed further.

*e.g.: In developing new districts, how can oscillation of top-down and bottom-up processes take place in the interaction between the responsibility of the municipal level/the state and of the civil society? How can the diverse resources of the city be better networked to allow planning and implementation-relevant models for socially mixed, solidarity based, ecological and worthwhile residential districts to develop?*

### ■ Organisation models

In view of the social, societal and economic challenges the role in the "production of the city" that will be played in the future by the building industry, property developers (and their administrations), architects and other planners should be discussed.<sup>11</sup>

*e.g.: What is the existing legal framework for the mobilisation of land and what kind of framework is needed to satisfy the requirements of the growing city and to ensure a continuing high proportion of social housing? In order to achieve cost-saving effects in the production chain what innovations are needed in the area of building technology?*

<sup>11</sup> Thomas Madreiter: IBA-Talk „Innovativ! Neue Träger- und Finanzierungsmodelle“, 01.06.2016.

- **Developing awareness**

In a city with recognised high standards it is of considerable importance to make people aware of the quality of life that results from these standards. A look at other cities and regions in Europe show that in Vienna many public services are taken for granted which elsewhere would have to be fought for or developed with great effort and little prospect of success. Providing information about the contexts and the basis for the high quality of housing and life must begin in schools, consequently the IBA\_Vienna will make contributions in this area.

*e.g.: What contribution can be made here by art and culture? How can children and young people be integrated as important multipliers?*

- **Participation**

Can the IBA\_Vienna make a contribution to untangling the different ways in which the term "Bürgerbeteiligung" (which can be translated as citizen participation) is used and to harmonising the relationship between the term and its content? How can participation and the discourse about "communal interests" be encouraged and strengthened? How should particular and individual interests be dealt with?

*e.g.: How can we facilitate an expanded approach to new partnerships in urban production of space, to new forms of participation and collaboration, of personal responsibility and the encouragement of community in the development of social, inclusive districts? How can residents become protagonists?*

- **IBA-correspondence locations**

In the framework of the IBA\_Vienna the institutional involvement of the City of Vienna in numerous international organisations will be exploited in a focussed way in order to initiate an expert and political examination of the new social housing of the future that goes beyond the immediate Vienna area. Starting from the tradition and the great importance attached to social housing in Vienna, with the support of the Housing Research Department and other research institutions Vienna aims to develop into a "knowledge hub for social housing policies". International knowledge about social housing will be compiled, further developed and disseminated in Vienna. This could be supported by setting up IBA correspondence locations in important cities (e.g. Berlin, Hamburg, Munich, Stuttgart, Zurich etc.) or through permanent research cooperation ventures.

# Quality standards, qualification process and criteria

Part of the tradition and self-image of international building exhibitions is that they make use of their special status in order to develop model solutions to urgent socio-political challenges, to pursue high quality standards, and to explore new paths and processes. The quality standards and the level of innovation are shown primarily in the projects. Ultimately every International Building Exhibition is measured by what it presents. Today this represents a far greater challenge than in the earlier exhibitions. Nowadays "new processes" play a role as important as that of "new products". Every project must satisfy this particular demand and make legible the "more" in terms of quality that distinguishes it from an everyday project. Ultimately, it is these projects and their proponents that make the IBA\_Vienna.

Even in the IBA preliminary phase, since the kick-off on 29 February 2016, it has been clear that not only do people have high expectations of the IBA\_Vienna but also that there are many project ideas which follow very different directions and show different levels of detail and which must be actively communicated to the IBA office. Although the existence of many early, self-initiated projects is to be welcomed, it is all the more necessary to emphasise the aspirations and quality standards referred to above.

Both the goals of the City of Vienna and, naturally, the format of the IBA are committed to this standard.

Alongside the possibility of personal initiative on the part of committed experts and citizens, where there is a need focused calls will be made for projects as way of finding suitable answers to the questions outlined in the memorandum.

## Qualification process – the way to the IBA project

The way to the IBA Project, which in the framework of the presentation year 2022 will be presented as an outstanding example of the IBA\_Vienna, follows a number of steps:



### IBA-Candidate

First, the project ideas submitted will be assessed by the IBA advisory committee<sup>12</sup> on the basis of the project documents<sup>13</sup>. If potential for an exceptional IBA project is identified, a consultation then follows with the goal of more clearly defining the potential noted and intensifying the aspect of innovation. At the end there is a recommendation from the IBA advisory committee and the project is nominated as an "IBA Candidate".

After the successful development of the project idea a simple quality agreement will be made. Where there is need, and in accordance with the means available, it is also possible to obtain financial support from the IBA\_Vienna for the further development of the project idea.

If a project idea is presented in the course of a property developer competition or another IBA selection process this assessment and the formulation of the recommendations will be made by the jury involved in the respective procedure.

<sup>12</sup> See p. 41

<sup>13</sup> See „Einreichung von Projektideen im Rahmen der IBA\_Wien“ [www.iba-wien.at/service/downloads](http://www.iba-wien.at/service/downloads)



## IBA-Project

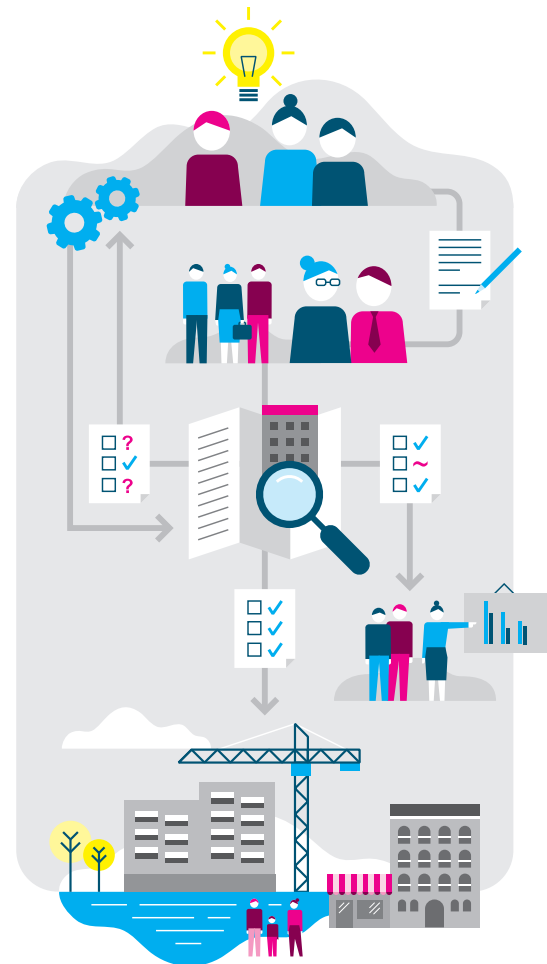
As soon as the project is ready to be implemented, the second assessment is made by the IBA advisory committee, which examines whether the quality agreement has been adhered to and assesses the feasibility of the project. If it is decided that both the requirements are met the project will be admitted to the presentations in 2020 and 2022 as an "IBA project". Depending on the scale and nature of the project, a reworking of the quality agreement can take place at this stage.



## IBA-Accompanying Project

It is safe to assume that not all project ideas will be able to follow the path to an IBA Project; this could be because in thematic terms they are not suited to the particular emphasis of the IBA\_Vienna or because they do not show a sufficient degree of innovation. Nevertheless, such projects can also be of considerable value for the further development of Vienna.

Such projects can provide a valuable basis at the research level and can offer new knowledge for future developments or they can be suitable learning or demonstration projects that serve as a springboard for innovative further developments. Depending on the theme and direction this can also apply to projects that are already running or that have recently been concluded.



Graphics depicting the process leading to an IBA project

Therefore these project ideas will be included in a separate project category and, if they proceed positively, will be shown during the presentation years in a suitable manner.

## Criteria of the IBA\_Vienna

A "more" in terms of quality requires a clear orientation framework – scales that both internally and externally represent a binding and reliable guideline for assessing whether a project meets the standards of the IBA\_Vienna and is suitable in terms of the programme and the guiding themes or not. Alongside location and theme-specific viewpoints, a number of general quality criteria emerge:

- **Special character**

In order to be developed and implemented, does a project need the special status of the IBA\_Vienna or could it be realised in the normal way? Are there special demands on a "laboratory situation" and what do they consist of? In what way does a project contribute to the profile of the IBA\_Vienna?

- **Innovation content**

Which of the challenges that arise from the three guideline themes of the IBA\_Vienna does the project address? Where does the "new" aspect of a project lie? What gain for practice can be derived from the project? Is the frame of reference of the innovation Vienna or the international "state of the art"?

- **Complexity**

Does a project make a contribution to several guideline themes or aspects of the IBA\_Vienna? Is the complexity of social, economic, urban planning, design, functional and process-related aspects reflected in a project and if so in what way?

- **Transferability**

Is a project suitable as a reference for a special problem solution at an international scale? Does a project allow itself to be transferred to the "everyday world" of social housing?

- **Implementability**

(To what extent) can a project be completed/implemented by the presentation year of the IBA\_Vienna? Can a project be conveyed to a broader public? Which project results can be shown?

- **Discourse impulse**

Does a project make a contribution to the discourse about social housing at home and abroad? Does it enrich the expert discourse or the political debate in the sense of having a perceptible impact?

- **Emotionality**

Is a project capable of arousing curiosity and enthusiasm (among a broader public)? Does a project have the power to attract? Does a project stimulate the public examination of social housing??

These are a number of the demands on the projects that are intended to make the IBA\_Vienna visible. For it is with these projects that the City of Vienna shows itself to an international public in the presentation year 2022. Vienna wishes here to do justice to its pioneering role in the area of social housing in the future also. And this aim should be evident in the projects. But the projects must also convey the effectiveness of Viennese housing internally. Therefore it is of considerable importance that they should also have an emotional note. Every building exhibition so far has had a number of projects that for many people – and not just for experts – remained most attractive long after the presentation year.

The quality criteria make it clear that IBA projects must differ from good, standard projects. What this "more" might consist of is addressed in the framework of the qualification process. It is clear that, in view of the widely cited shortage of resources, a "more" cannot refer principally



to costs but above all to an intelligent and sustainable use of means.

The qualification processes of projects that are oriented on the criteria have been the alpha and omega of every International Building Exhibition so far.

## Achievements of the IBA\_Vienna

In this process the IBA\_Vienna and its bodies do not see themselves as "judges" but more as guides and companions. Quality does not arise of its own accord; the IBA will therefore offer qualified consultation for a period of time to all those who wish to initiate an IBA project. As a rule quality is the result of an intensive discourse, an exchange about values and principles and requires dialogue.

As already mentioned in the description of the qualification process, where a need is identi-

fied and in accordance with the means available, the IBA\_Vienna will also financially support a number of individual projects, to facilitate an achievement that would otherwise be lacking or to fill a gap in processes which must be closed to ensure the success of the project but which cannot be done otherwise or is not envisaged in the existing structures. An optimistic mood and certain level of enthusiasm are generally to be found at the start of successful innovations and are frequently required until the implementation stage in order to take steps on new terrain and to make new paths truly accessible.

Last but not least in the context of the building exhibition 2022 the projects of the IBA\_Vienna will be presented to an international public and will attract great international attention, which not only allows the city to present itself but above all makes the IBA projects and their proponents visible at an international level as a medium of innovation with a role model effect in Vienna.

# FORMATS OF THE IBA\_VIENNA

The IBA\_Vienna sees itself as a process and a platform with wide-ranging involvement by important protagonists – alongside planning and implementation, building development and financing, research and theory as well as politics and administration these also include the population of Vienna.

On this account the IBA meets art and artists, the IBA meets culture, the IBA meets children, young people and universities, the IBA meets other IBAs in Europe ...

In order to respond adequately to the many demands for exchange and communication in connection with the IBA\_Vienna, a number of formats were developed initially that serve to activate and develop potential IBA projects and to move the theme of "New Social Housing" into the general awareness. Most of these formats are publicly accessible, even though they appeal in part to different target groups.<sup>15</sup>



## IBA-Talks

An important focus of the IBA\_Vienna is on public exchange about current questions in the areas of housing, housing construction, urban planning and social interactions as well as new challenges, while discussion about the related approaches to solutions, ideas and innovations represents a further main focus.

With this in mind the IBA talks will essentially take place throughout the duration of the IBA\_Vienna and in terms of content will be oriented on the questions and needs that arise. As Vienna has decided, from the start, to handle the process of the preliminary IBA phase in a very transparent public way, the first 12 IBA talks in 2016

took place at close intervals and dealt above all with the theme of defining the subjects and developing the IBA programme.

The IBA talks will be recorded and made available on the website of the IBA\_Vienna in the form of videos and also as print downloads. In addition the contents will, of course, be analysed regularly so that they can flow into the current processes of the programme and the future orientation.



## „drIBA reden“<sup>16</sup>

The format for the rounds of public discussions to be known as "drIBA reden" is directed at people who live or work in a district, a neighbourhood or a quarter and offers a wider public the opportunity to take part in the discourse, to inform themselves and also to have their say and in this way to contribute to the further development of New Social Housing in Vienna. The events in the framework of "drIBA reden" will also be documented and published.



## IBA-Workshops

To hone, clarify or intensify interesting approaches, ideas for projects or cooperation, it will make sense at certain times to bring together a round of appropriate protagonists in the form of a workshop. Depending on the question and the specific area, in certain cases individual members of the IBA advisory committee will offer their support and in this way help to define more precisely open questions about a project idea to be submitted to the IBA\_Vienna.

<sup>15</sup> Programmes offering further information, an opportunity to register as well as results and the possibility to download documentation about events that have already taken place can be found at [www.iba-wien.at](http://www.iba-wien.at).

<sup>16</sup> „driba“: Viennese dialect for "darüber" – in English "about"



## IBA-working groups

For those questions that emerge during the IBA talks or in other ways and that require more detailed discussion, in certain cases working groups should be set up that will work on the theme concerned under the direction of a relevant institution outside the IBA office.



## Further formats

Depending on the projects and the way the discussions develop it may be necessary to create further formats (e.g. project calls but also symposia etc.).

IBA-Talk entitled „Teenagers wanted! Children and teenager compatible planning and building“

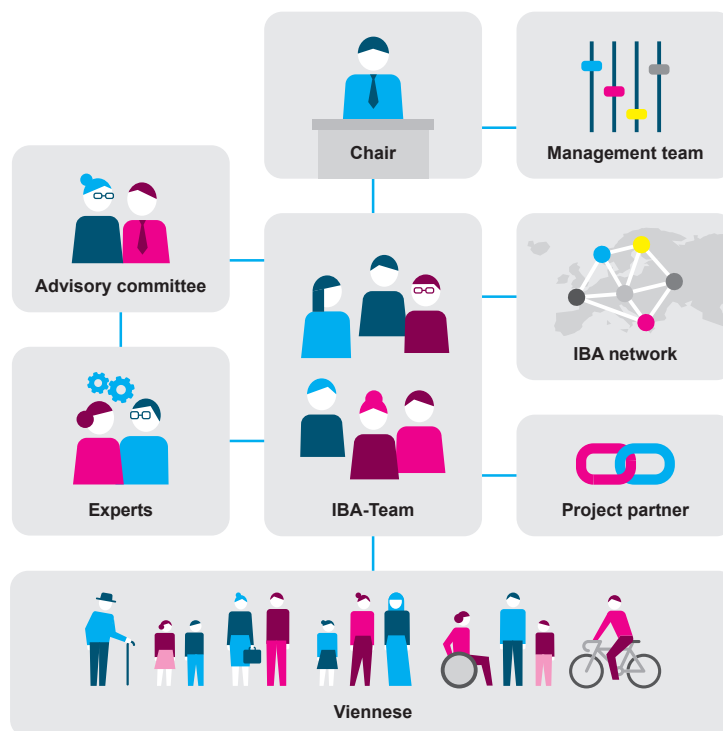


## ORGANISATION AND PLAYERS

**“ IBA\_Vienna is all those people who take an active part in it! ”**

The organisation of the IBA\_Vienna is essentially different from most of the earlier IBAs in the sense that, on the one hand, it is not outsourced in organisational terms and, on the other, has a very slender staffing structure. This can be justified by the fact that the facilities of

the City of Vienna which deal with the theme of new social housing in the narrower sense (e.g. wohnfonds\_wien, Wohnservice mit den Wohnpartnern, Wiener Wohnen, Urban Renewal Offices and the specialised services of the administration) are all essentially well staffed.



Organisation chart IBA\_Vienna

## Chair

The President of the IBA\_Wien is the Executive City Councillor for Housing, Housing Construction and Urban Renewal, Michael Ludwig. The initiative to hold the IBA\_Vienna in 2022 came from Ludwig and from his discussions with the head of Wiener Wohnbauforschung (Vienna Housing Research), Dr. Wolfgang Förster.

## Management team

As the projects of the IBA\_Vienna will operate above all in the area of the facilities of the City of Vienna already referred to, the President of the IBA\_Vienna will be aided by a management team which must be informed and decide about important changes to earlier approaches and regulations. At present the management team consists of representatives of the following bodies:

- Office of the Executive Group for Housing, Housing Construction and Urban Renewal
- Chair of the Grundstücksbeirat (Land Advisory Board)
- Wiener Wohnen
- Vienna Land Procurement and Urban Renewal Fund
- Wohnservice Wien and wohnpartner
- City of Vienna, Chief Executive Office, Building Construction Group
- City of Vienna, Chief Executive Office, Urban Planning Group
- City of Vienna, Chief Executive Office, Environmental Technology and Official Procedures Group
- City of Vienna, Urban Renewal & Inspecting Authority for Residential Buildings (MA 25)
- City of Vienna, Research Centre, Laboratory and Certification Services (MA 39)
- City of Vienna, Housing Promotion and Arbitration Board for Legal Housing Matters (MA 50)

## Advisory committee of the IBA\_Vienna

The international advisory committee of the IBA\_Vienna was constituted in February 2016 and during 2016, the year of the IBA preliminary phase, under the chairmanship of Professor Kunibert Wachten it dealt above all with the programmatic and thematic orientation of the IBA\_Vienna.

From 2017 onwards the assessment and monitoring of potential or accepted IBA projects will form an important part of the responsibilities of the international IBA advisory committee. Ongoing consultancy services for the IBA team and the integration of current international experience and examples will also form part of the responsibilities of the advisory committee.

## IBA team

The IBA team is made up of staff members of Wiener Wohnbau Forschung, the Wohnservice Wien and the Viennese Urban Planning Office, and has operated since January 2016 under the direction of Wolfgang Förster.

Professor Rudolf Scheuven acts as ongoing expert consultant to the IBA team and is therefore able to contribute the experience he has acquired as a result of taking part in various IBAs in Germany.

## Those who contribute project ideas

The actual "heart of the IBA\_Vienna" will be made up of all those institutional, specialist or private players who actively contribute their ideas, experience and willingness to accompany the IBA process in a critical and constructive way.

# THANKS

The present programme for the IBA\_Vienna is the outcome of a process, the first reflections on which were produced as early as 2012 by Dr. Wolfgang Förster, head of Wiener Wohnbauforschung (Vienna Housing Research) in discussions with the IBA President and Executive City Councillor for Housing, Housing Construction and Urban Renewal, Dr. Michael Ludwig. The operative start of the IBA\_Vienna process took place at the beginning of 2016 with the establishment of a small core team<sup>17</sup>. Since that time numerous discussions, events with a specialist public, with innovative conveyors of ideas, with the administration and with the members of the IBA advisory committee have taken place, which have helped to compile the contents of the programme and the central questions, to sort them and to develop from them areas for action, levels of effectiveness and guiding themes for the IBA\_Vienna 2022 – New Social Housing.

The following persons helped to develop the contents of the programme:<sup>18</sup>

Ingrid Breckner, HafenCity Universität Hamburg | Massimo Bricocoli, Politecnico di Milano | Cuno Brullmann, Architekt Paris | Wolfgang Förster, IBA\_Wien | Daniel Glaser, IBA\_Wien | Patrick Gmür, Architekt Zürich | Kenan Güngör, Soziologe Wien | Raimund Gutmann, wohnbund:consult | Kurt Hofstetter, IBA\_Wien | Margrit Hugentobler, ETH Zürich | Bart Lootsma, Universität Innsbruck | Thomas Madreiter, Stadt Wien | Rita Mettler, Landschaftsarchitektin Berlin | Christoph Reinprecht, Universität Wien | Susanne Reppé, IBA\_Wien | Carmen Roll, Gesundheits- und Sozialexpertin Triest | Rudolf Scheuven, TU Wien | Cornelia Schindler, Architektin Wien | Bojan-Ilija Schnabl, IBA\_Wien | Jacqueline Stehno, IBA\_Wien | Werner Taibon, IBA\_Wien | Christiane Thalgott, München | Kunibert Wachten, RWTH Aachen

Special thanks are due to Professor Rudolf Scheuven and Professor Kunibert Wachten, who not only contributed individual chapters of the Memorandum but who also accompanied the entire process in a critical and advisory way and will continue to do so in the future.

<sup>17</sup> See p. 41

<sup>18</sup> No title



A large number of people provided valuable input, suggestions and references during this period or, through their statements and their constructive criticism, helped to achieve a more clearly focussed picture:<sup>19</sup>

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<sup>19</sup> No title

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