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# Gender Mainstreaming

## in Urban Planning and Urban Development

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Urban  
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Manual

**Gender Mainstreaming**

in Urban Planning  
and Urban Development



## Legal notice

# Manual for Gender Mainstreaming in Urban Planning and Urban Development

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## Preface

Vienna is a growing city that according to demographic forecasts may once more expect to have two million inhabitants by 2030. The urban society is becoming more and more diversified. Divergent interests often entail conflicts between different user groups, which may be exacerbated by increasing urban compactness. All this poses massive challenges for planners as well. For this reason, pronounced social sensitivity is essential to ensure urban quality of living for the future.

The built and designed environment exerts a significant influence on the qualities of everyday life and the leeway for action open to inhabitants. In this, special attention must be given to creating resilient urban structures that provide open-ended possibilities of use and scopes for action. This applies to new urban development zones as well as to inner-city areas with potential for further condensation. In both respects, targeted efforts to ensure high-quality urban density are essential, which also calls for intelligent mobility organisation and user-friendly public open spaces near citizens' homes.

It is not easy to measure the success of planning measures. One key criterion lies in the quality for everyday use thus attained. Gender mainstreaming in urban planning aims at systematic quality evaluation with regard to the equality of opportunities allotted to different user groups. In the sense of ensuring "fair shares in the city" for all, it must be established what sort of benefits (or, possibly, impediments) result from planning decisions. For this reason, gender mainstreaming is crucial in order to deliberately assume different viewpoints and everyday life perspectives, thereby helping to keep "blind spots" in planning to a minimum.

In the field of gender planning, Vienna is accorded a top position at the European level with regard to both the conceptual depth and thematic width of its activities. This is also evidenced by the great international interest in the experience "made in Vienna". The present manual constitutes a valuable tool for efficient quality assurance by planners that should be made intensive use of as the challenges faced by urban planning are growing day by day.

Maria Vassilakou

Vice Mayor and Executive City Councillor for  
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## Preface

Current debates on urban planning are characterised by an intense focus on and engagement with the spatial effects of demographic growth. For this reason, high-quality condensation is one of the key issues of the new “Manual of Gender Mainstreaming in Urban Planning and Urban Development” compiled by Municipal Department 18 (MA 18) with the intensive co-operation of Municipal Departments 21A and 21B (MA 21A and MA 21B) on an initiative of the Planning Group. The present manual attempts to render this concept of quality as concrete as possible and to operationalise it effectively for planning.

Vienna’s urban planning activities employ a gender mainstreaming focus to continuously develop innovative planning approaches. For eleven years, the Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women of the Executive Group for Construction and Technology was a central driver of this impulse. In co-operation with 14 municipal departments and many other actors of urban development, model projects were initiated, pilot processes were implemented and new methods were tested in roughly 50 model projects. The German-language publication “10+1 Jahre Alltags- und Frauengerechtes Planen und Bauen” offers a comprehensive overview of these activities.

The know-how generated in this pilot phase, complemented by innovative best practices of MA 21A and MA 21B and the evaluation of international gender planning aids, is now available as a manual to communicate concise planning experience.

For the first time, target group-specific requirement profiles, objectives, test questions and quality indicators were formulated for different scale levels in Vienna while at the same time presenting the most important methods and work tools for a gender-sensitive approach. The manual also comprises exemplary planning approaches to document concrete applications.

The operationalisation of “public interests” constitutes a central challenge for planners, which must be efficiently represented in negotiation processes and duly safeguarded in statutory provisions for planning. Any serious thematic debate calls for the translation of gender-specific planning demands into concrete instructions for action and reliable, practical criteria that take account of the work realities of the various municipal departments. The task therefore lies in successfully blending technological and social objectives. This manual – which is also available online – is to serve as a tool to integrate the quality standards developed into the corresponding planning processes.

Thomas Madreiter

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# 1. Introduction

## **Contents:**

- 1.1 Added value of gender-sensitive planning**
- 1.2 Gender mainstreaming in Vienna's urban planning activities**
- 1.3 Content and structure of this manual**
- 1.4 Questions and answers regarding gender mainstreaming in planning**

## Introduction

The great variety of urban society is also reflected in its manifold sub-spaces and sites. By the same token, the interests of its inhabitants differ markedly, depending on life phases, life realities and the local environment.

Vienna is steadily growing. In view of rising population figures combined with increasingly scarce public resources, conflicts between competing forms of use are intensifying. For this reason, it is particularly important to clarify which aspects constitute key values or crucial resources for which population group or groups. Ultimately, the success of planning measures can be gleaned from their practical, everyday utility value. This calls for a high degree of sensitivity to capture the different needs of users. It is a central concern of gender mainstreaming to identify and obtain a systematic understanding of these needs and take equal account of them. Gender mainstreaming improves the “precise fit” of planning products and services and hence contributes essentially to quality assurance in planning.

### 1

“Target group orientation improves the precision of planning products and services.”

*(Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 58)*

## 1.1 Added value of gender-sensitive planning

Gender-sensitive planning is a differentiated planning culture that employs a site- and group-specific approach. The added value of gender mainstreaming in planning administration becomes evident at several levels.

*Quality assurance in planning processes:* gender-sensitive planning considers the needs of persons who are often overlooked. Thus gender-, age- and group-specific interests and effects are systematically examined in connection with each new planning task and planning step. The objective lies in meeting current demands for space by individual groups, creating flexible and adaptable spaces to satisfy different needs and generating new potentials of space appropriation by inhabitants.

*Targeted resource use:* gender-sensitive planning also has an eye on the equitable distribution of space and time. The usability and functionality of a city are above all measured by its usefulness for people who due to their individual life phase tend to spend a lot of time in the immediate vicinity of their home. In combination with gender budgeting, the distribution effect of the resources invested can thus be assessed and transparently controlled.

*Exchange and communication of know-how:* the reflection on the underlying values of urban planning from a gender-sensitive perspective supports a planning culture informed by everyday needs and nurtures greater awareness of the different everyday needs of women and men in relation to life phases, life realities, cultural and social backgrounds. As a horizontal or cross-sector issue, gender mainstreaming also highlights the importance of interfaces between individual planning levels.

*Methodological innovations and methodological evolution:* the sensitisation for gender-sensitive issues in the context of a systematic exchange of experience between different departments and disciplines supports the evolution of interdisciplinary planning know-how. Planners' scopes for action become thus visible. New planning issues and approaches often highlight "blind spots" and hence call for novel methods. The innovative power of these methods must above all be measured by their transferability to concrete (technical) levels of activity or planning tasks. The present manual contributes towards this goal by identifying transferable methods and instruments.

## Gender mainstreaming in Vienna's urban planning activities

### 1.2

The City of Vienna has been addressing the issue of gender-sensitive planning already for more than two decades. The 1991 exhibition "Wem gehört der öffentliche Raum – Frauenalltag in der Stadt" (Who Owns Public Space – Women's Everyday Life in the City) for the first time explicitly demanded a specific planning approach. The Women's Office of the City of Vienna was set up in 1992 with one thematic focus on planning aspects. With the creation of the Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women of the Executive Group for Construction and Technology in 1998, Vienna assumed a pioneering role: in addition to taking special account of the interests of girls and women in planning, the Co-ordination Office in 2001 took over the central task of evolving and establishing the (then) novel strategy of gender mainstreaming in this field. In connection with the reorganisation of the Executive Group for Construction and Technology in 2010, gender mainstreaming was defined a core task of the superordinate Groups for Planning, Civil Engineering and Building Construction; the gender experts of the Co-ordination Office were directly assigned to the respective groups.

As a result of many successful pilot processes and projects, gender mainstreaming today is well established as a central strategic discipline of urban planning in Vienna. It was implemented in the Strategy Plan for Vienna, the Urban Development Plan and sectoral programmes, master plans and urban design concepts as well as in numerous individual projects. Between 2005 and 2010, all planning departments of the City of Vienna conducted gender mainstreaming pilot projects as agreed in their annual contracts. Over 50 pilot projects have thus highlighted the manifold tasks and possibilities of action and decision open to planners. The experience and results thus derived must now be summarised and disseminated.

"The objective lies in reducing this discrepancy between theoretical principles and practical implementation."

*(Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 62)*

## 1.3 Content and structure of this manual



This manual is a compilation of the ways in which gender mainstreaming is implemented at different scale levels and in different projects of urban planning in Vienna. It was mainly formulated for planning and project-developing departments of the City of Vienna but also addresses external planning studios and project managers. The development process for this manual already underpinned a thematic discussion on the quality of the measures taken. Workshops and structured talks with municipal employees and invited gender experts served to discuss gender-relevant objectives, quality criteria and indicators, blending different experiences into one whole. The manual was conceived to facilitate everyday work.

The first part of the manual showcases gender mainstreaming as a strategy of urban planning and urban development. Gender-relevant objectives and quality criteria are introduced on this basis. The second part uses concrete examples to provide an overview of tried and tested approaches, methods and instruments for various planning concepts, projects and site planning ventures.

The second chapter offers a definition of gender mainstreaming. The importance of the comprehensive integration of gender aspects into the individual steps of planning processes as well as the added value for planning are explained. An overview of different user groups in their individual life phases highlights the divergent demands planning is faced with. Gender-relevant strategic objectives throw the key aspects of an equitable distribution of the limited resource that is urban space into sharp relief. For this purpose, related planning principles and their contribution to realising equal opportunities are introduced.

The third chapter is dedicated to planning objectives in two decisive thematic areas: urban structure, space creation and housing quality on the one hand and public space and mobility on the other hand. Test questions and quality criteria for individual objectives are listed and explained.

Chapter 4 provides an overview of individual planning processes at different scale levels and of their importance for the realisation of gender mainstreaming.

The fifth chapter expounds on how a gender-sensitive stance can be integrated into the individual process steps when developing master plans and urban design concepts.

The possibilities of impacting land use and development plans through gender mainstreaming are presented in Chapter 6.

Chapter 7 – Gender mainstreaming in public space planning – and Chapter 8 – Gender mainstreaming in housing construction and public service buildings – introduce time-tried methods and instruments for implementing gender mainstreaming in these highly concrete areas of application.

## Questions and answers regarding gender mainstreaming in planning

1.4

### What does gender mainstreaming in planning actually mean?

- ➔ Gender mainstreaming is a process-oriented approach to safeguard quality in planning.  
*More information on p. 17*

### How do the needs of individual user groups differ from each other?

- ➔ Places of work, time budgets and mobility situations are key differentiating factors defining the life conditions of individual groups.  
*More information on p. 19*

### What are the objectives of gender-sensitive planning?

- ➔ A key objective lies in the creation of spaces that support users in their different and varied everyday contexts.  
*More information on p. 24 and p. 31ff.*

### At which planning level does gender mainstreaming become relevant?

- ➔ Gender mainstreaming is a horizontal (cross-sector) issue that becomes effective at all levels and in all process phases.  
*More information on p. 51*

### How can I integrate gender mainstreaming into different planning processes?

- ➔ A gender-sensitive stance is introduced into all planning processes (master plan, land use planning, site planning and project development) by taking account of different user profiles.  
*More information starting on p. 55*

### Where can I find concrete examples of gender-sensitive planning?

- ➔ Pilot processes and model projects were conducted in many areas of urban planning in Vienna. The manual offers examples, methods and instruments focusing on the following areas of gender-sensitive planning:

Master plans, urban design concepts and visions – *More information starting on p. 55*

Land use and development plans – *More information starting on p. 65*

Public space planning – *More information starting on p. 73*

Public parks and gardens – *More information starting on p. 82*

Housing construction – *More information starting on p. 87*

Public service buildings – *More information starting on p. 92*

# 2. Basic principles

## Contents:

**2.1 Strategic principles of gender-sensitive planning**

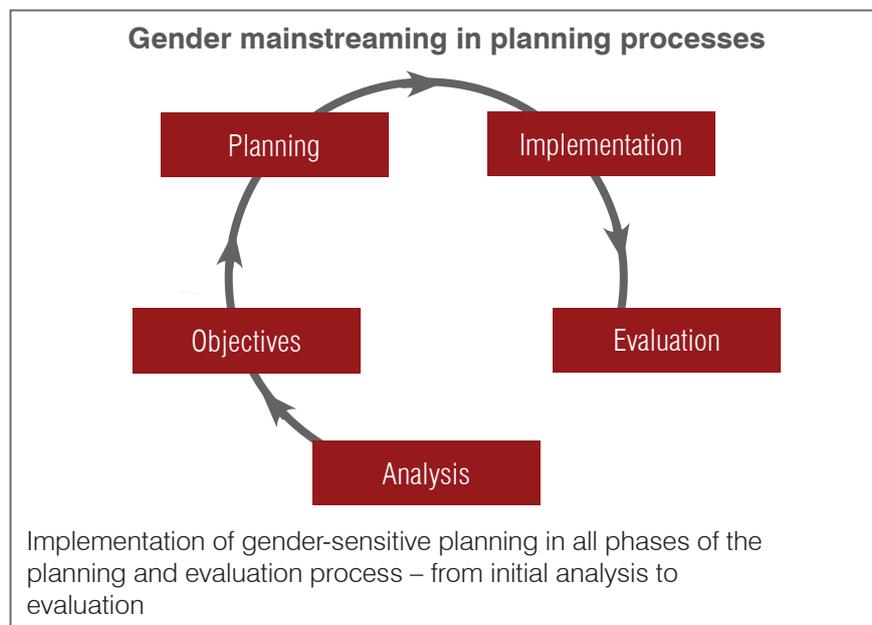
**2.2 Planning for different life phases**

**2.3 Strategic objectives of gender-sensitive planning**

**2.4 Models and visions supporting gender-sensitive planning**

## Basic principles

Gender mainstreaming in urban planning – a process-oriented strategy to safeguard quality in planning – is continuously evolved by the City of Vienna. A gender-sensitive perspective informs the entire planning process from the analysis of planning tasks and the formulation of goals to the implementation and evaluation of measures taken.



## 2

“Gender mainstreaming aims to change the frameworks and structures that create inequalities.”

*(Chief Executive Office, Executive Group for Organisation, Safety and Security, 2011, p. 6)*

## Strategic principles of gender-sensitive planning

### 2.1

The implementation of gender mainstreaming is based on the European embodiment of equality and equal opportunities for women and men in all activities and areas of life<sup>1</sup>. In this, “gender” refers to a person’s social gender rather than just the biological differences between women and men and also includes the respective person’s upbringing according to gender roles, social expectations and (behavioural) norms for women/girls and men/boys. These norms are mutable and vary both within and between cultures. Mainstreaming means that the strategy wants to be an integral part of all political and planning decisions.

“Gender mainstreaming means making a gender-equitable perspective a central element of all decisions.”

*(Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 4)*

Respect for the everyday life of women and men, of younger and older persons is the foundation of a gender-sensitive planning culture. Groups that tend to be underrepresented in urban planning processes are to be increasingly supported in their everyday lives.

<sup>1</sup> In the European context, the implementation of gender mainstreaming was embodied in the Treaty of Amsterdam of 1997, which took effect in 1999 (cf. Treaty of Amsterdam 1997). Equality means that any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation is banned (cf. *ibid.* Article 13, para. 1).

“Close listening, precise scrutiny and a targeted search for reactions by users are central to the culture of success of any administration.”

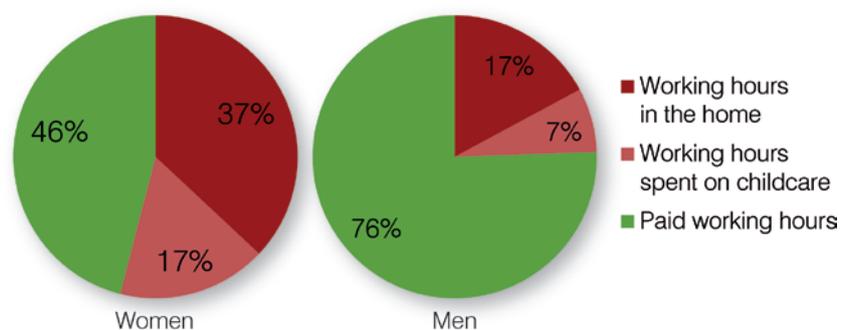
*(Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 58)*

For this reason, Vienna’s urban planning activities take targeted account of the different needs and interests of distinct user groups and differentiate by life realities, life phases, social and cultural backgrounds. Planning objectives and measures are evaluated by systematically examining their effects on various user groups.

In addition to the different needs of women and men with regard to the services and amenities offered by the city, in public space or the housing environment, further differences due to varying dimensions of discrimination related to e.g. age, socio-cultural background, religion, physical or psychological abilities are taken aboard as well where this is possible and viable.

#### Paid and unpaid work by women and men

Share of average unpaid and paid weekly working hours of women (left) and men (right) in percent.



Source: Women’s Department of the City of Vienna, 2005, p. 88, own chart

Gender-sensitive planning defines the concept of work not only as paid work but also as unpaid housework and family tasks. Despite growing equality and a blurring of the gender-specific division of tasks, caregiving (childcare, caring for relatives, etc.) in Austria is still largely female work that is usually done in the home and the housing environment, duly creating workplaces with specific requirements. Gender mainstreaming in urban planning and urban development therefore focuses in particular on the home and the housing environment from a workplace perspective to facilitate the everyday routines of persons handling family chores and housework. Gender-sensitive planning thus exercises a positive effect on the everyday lives of many working-age women, but also of a growing number of men, since the division of housework and family tasks between the sexes is becoming more common, especially among younger males.

Gender mainstreaming is a differentiating planning approach that sharpens general quality awareness in the planning process.

## Planning for different life phases

The following description of different user groups by life phases is to give visibility to the varying everyday realities of people in the urban context.

### Users and user profiles

The intensity of interrelations between persons and their local environment varies according to life phases. A high-quality housing environment and short distances to cover in everyday trips are of great relevance, in particular for mostly locally oriented target groups. Older persons, above all those aged 75 or over, are chiefly locally oriented, since declining health continually restricts their scope of movement and activity. The same goes for children under 12 years of age, who are likewise strongly rooted in their local environment. Persons who are both gainfully employed and handle family chores (and hence are always pressed for time) equally assign great importance to a living environment that is responsive to their everyday needs. The following section of this manual focuses on urban planning for different life phases and life realities in connection with user groups' varying needs for a high-quality nexus of built structures, open spaces and mobility options around the home.

The descriptions of various groups permit deriving user profiles for planning and project development processes, which in their turn allow for the systematic evaluation of planning work according to different requirements. Examples are described on pages 60 and 76.

#### Children aged 6 and under

The mobility and use of space of young children is strongly tied to their caregivers. Even if located near the home, open spaces can be independently used by young children only under certain conditions. Thus youngsters must always be within sight and earshot and require direct access to the flat as well as a clear demarcation between private and public open spaces. In addition, childcare facilities and kindergartens with easily usable open spaces are decisive for ensuring high everyday living quality for kids.

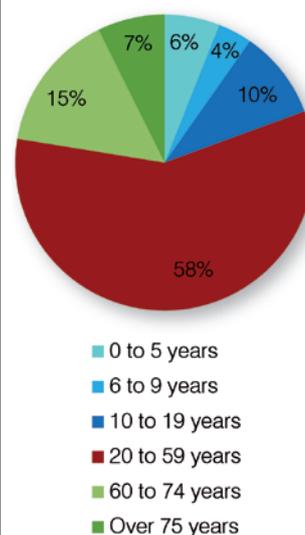
Gender-specific differences in the use of space and in mobility behaviour become apparent from kindergarten age onward, partly as a result of education and stereotyped role models that induce certain behaviour patterns. This is e.g. evidenced by girls preferring to play in quiet corners while boys engage more in physical activity.

If there is a lack of private or semi-public open spaces in the vicinity of the home or in childcare facilities, this entails more time input for caregivers to ensure that young children can stay and play outdoors. Thus safe streets and playgrounds near the home significantly improve housing quality for children and caregivers.

## 2.2

### Children, young people and the elderly in Vienna

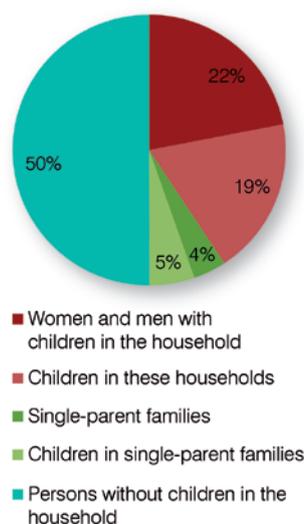
Over 40% of Vienna's population are children, young people and elderly or aged persons.



Source: City of Vienna Statistical Yearbook 2011, p. 70, own calculations and diagram

### Households with children in Vienna

Half of Vienna's population live in one household with children or are children themselves.



Source: City of Vienna Statistical Yearbook, 2011, own calculations and diagram

### Children aged 6 to 12 years

Being older, school-age children mostly move independently in everyday life (to and from school, leisure facilities, parks, etc.) if distances are not too long. Discovering and exploring one's neighbourhood and the city itself is experienced as interesting and handled on one's own or together with others. Due to school lessons and increasingly widespread afternoon care, youngsters are mostly free in the later afternoon and during weekends. The means of transport become more varied for this age group: walking, public transport, scooter, bicycle, etc. Public open and green spaces are increasingly important and also frequently visited by children on their own, who moreover often accompany and mind younger siblings.

This phase is often characterised by an intensification of gender-specific differences and behaviour patterns influenced by role stereotypes, which also finds expression in preferences for different forms of play and movement. The design of public spaces and buildings (schools) and their open/green spaces should accordingly enable gender-sensitive space appropriation. Differences in mobility behaviour are in many cases linked to rules imposed by parents: many girls are allowed to move around freely only at an older age, for shorter periods and less frequently than boys. The social and/or ethnic background often exerts an influence on gender-specific differences as well, e.g. with girls being assigned household tasks or having to look after younger siblings.

### Young people aged 13 to 17 years

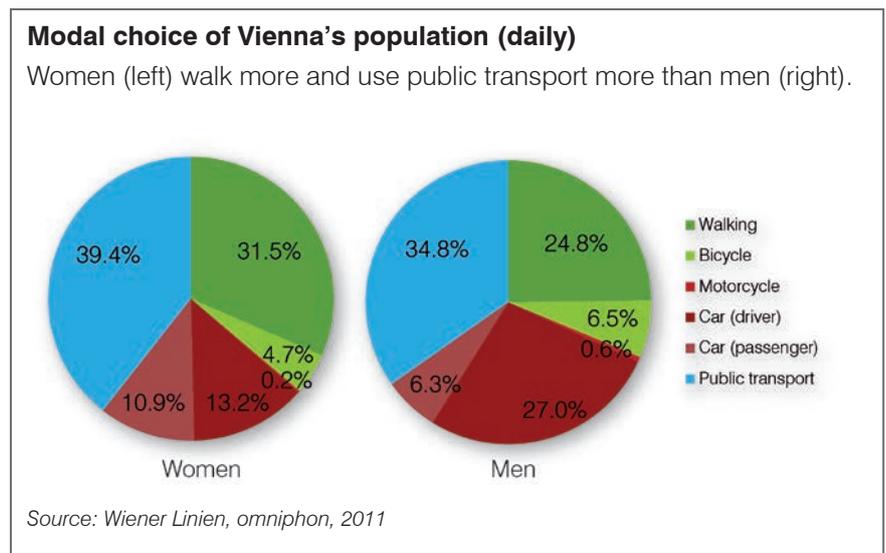
The activity radius of adolescents is wide and extends beyond the residential neighbourhood. Free time is curtailed by school or working hours and largely limited to lunch breaks, late afternoons, evenings and weekends. Starting at age 15, motor scooters are additional means of transport, followed by cars at age 17 and over. This further widens the mobility range of this group, which moreover tends to a lesser extent to travel by bicycle. Male teens use motorised means of transport at an earlier age and are markedly more frequent victims of traffic accidents. Public parks and squares as well as social institutions in the neighbourhood (youth centres, etc.) are important meeting-points and places of communication. Moreover, young people need places of undisturbed retreat that also allow them to be noisy and exuberant.

The presence of teenagers in public space is very strongly influenced by sex, ethnic and social backgrounds. Boys often enjoy a much wider activity radius than girls; moreover, parents are more afraid of girls being harassed or assaulted in public space. Stressful situations of harassment in public space or the occasional lack of open spaces that can be (safely) used by girls may lead to this subgroup withdrawing from public space. It should be remarked at this point that, while statistics show that male youngsters and men fall more frequently victim to violence in public space than girls or women, the latter are much more often exposed to harassment and experience these situations

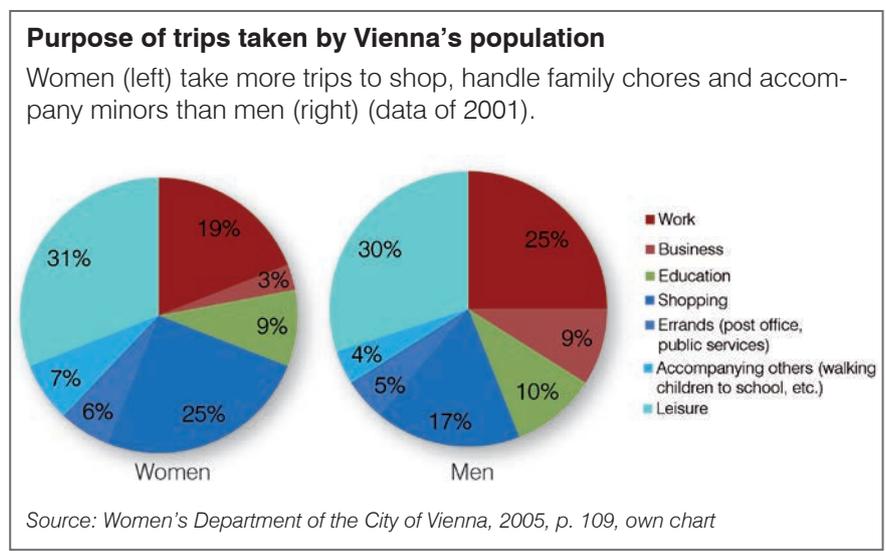
as emotionally harrowing. (By contrast, sexual violence – which affects women much more than men – occurs with considerable greater frequency in the home and is mainly perpetrated by acquaintances or relatives of the victim.)

**Working-age women and men**

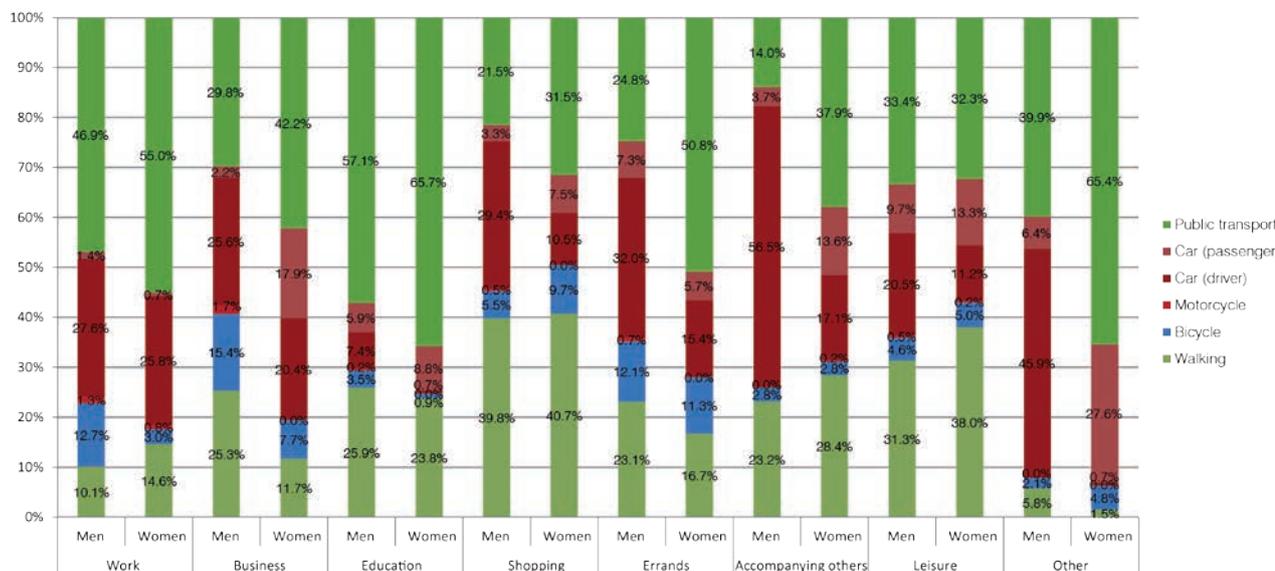
The group of working-age persons is very heterogeneous and can be mostly differentiated by type of occupation, life realities, family composition, family chores and economic responsibility for family members. In connection with everyday tasks, this results in diversified requirements regarding open spaces and the urban circulation network.



Above all children (or other dependent relatives) living in the same household change caregivers' mobility behaviour and urban circulation needs significantly. Caregiving women and men must cope with the tasks of caring for children or frail adults, household chores, paid work and all related trips. Complex mobility chains are a characteristic of this lifestyle: the effort invested to handle care tasks and trips increases; moreover, children must be accompanied on many of their



Modal split of Vienna's population by purpose of trip



Source: omniphon, 2011

trips as well. Many caregivers carry heavy loads on foot. As a result of the asymmetrical allocation of care and family chores, the number of shopping trips taken by women is greater than those of men. (Part-time) jobs, shopping outlets, open spaces or childcare options in the direct vicinity facilitate the organisation of everyday life. The principle of a “city of short distances” supports the complex demands made during this life phase often characterised by family chores and paid work. Thus a high-quality housing environment is of special relevance for persons combining family tasks and paid work, since their life realities tend to tie them to a specific site. Large families with many children are often among the lower-income groups, which frequently keeps these families from moving to (more costly) bigger flats with private green or open spaces. Thus communal and public open spaces are essential for these persons.

### Elderly or very aged women and men

When a person's working life has come to an end, in the “third age”, motor skills tend to decrease gradually depending on age as well as individual physical circumstances. The everyday life of older persons is distinguished by several specific factors: does the person assume an increasing load of unpaid social tasks (caring for an ailing partner or grandchildren, participating in associations, community work, etc.)? Does the person continue his/her gainful (self-) employment? This determines the available time budget, which usually increases as compared to working-age individuals. In what manner does the person's health status change? Often a marked caesura occurs around age 75. This also influences requirements regarding housing (e.g. barrier-free flats, flats with a separate room for caregivers), open spaces near the home, the person's mobility range and those means of transport that can still be used. The share of females in the group of elderly and aged persons is much higher than that of males.

Depending on age and motor skills, it is possible to roughly distinguish three groups, which however may present massive individual differences:

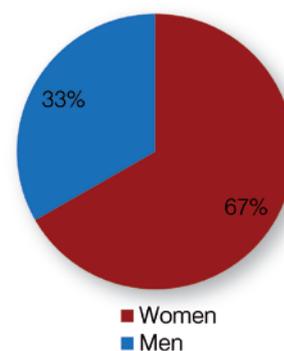
- Starting at age 60/65: older persons who, however, are usually mentally and physically active
- Starting at age 75: elderly persons whose majority is already characterised by physical and psychological restrictions
- Starting at age 85: aged persons with a highly limited independent activity range and who usually depend on nursing and care

### Women and men with special needs

While this group does not fall into any specific age bracket, it does play an important role for the architectural design of buildings and open spaces. The requirements to be met by a neighbourhood are closely linked to these persons' mobility conditions: do they use a wheelchair, walk on crutches or with a Zimmer frame? Does their disability impair vision, hearing and/or mobility (also on a temporary basis, e.g. due to an injury)? All measures that support the independence of women and men with special needs facilitate their everyday life and working routines as well as the everyday life of their caregivers. The barrier-free design of flats, of the housing environment, of open and green spaces near the home and of the neighbourhood in general is an important prerequisite towards this goal.

### Female/male distribution of persons aged over 75 years

More than two thirds of persons aged over 75 years are women. In the age group from 60 to 74 years, the female share is 54%.



Source: City of Vienna Statistical Yearbook, 2011, p. 70, own calculations and diagram

### Walking speeds of different groups

The average walking speed differs markedly between individual groups.

Group	Speed	Time needed to travel one kilometre	Distance covered in 10 min.
Persons with highly reduced mobility	Approx. 1.8 km/h	33 min.	300 m
Young children, elderly persons, women and men with young children	Approx. 2.5 km/h	24 min.	420 m
Children aged 6 to 10 years	Approx. 4.0 km/h	15 min.	660 m
Adult females and males	Approx. 4.7-6.1 km/h	9-13 min.	780-1,020 m
Adolescent girls and boys	Approx. 6.5 km/h	9 min.	1,080 m

Source: Meschik, 1995; own chart with additions

## 2.3 Strategic objectives of gender-sensitive planning

It is possible to formulate principal gender-relevant strategic objectives of urban planning and urban development that address different life phases and life realities:

### **Taking account of and supporting the compatibility of family duties and paid work**

Gender-sensitive urban planning provides spatial offerings to facilitate family duties and paid work. The principle of a “city of short distances” is applied to ensure the accessibility of key destinations near the home. High-quality local supply with shops, service providers, social infrastructure facilities as well as open and green spaces that meet everyday needs – all in the immediate housing environment – ease the daily life of local residents. Therefore a variety of spatial offerings creates the potential of taking effective account of the different interests and needs of user groups.

### **Equitable resource distribution through awareness of different spatial needs**

Multiple choice of space use is supported if the spatial options provided allow for different needs to be fulfilled as well as for the development of new potentials. Thus a balance between the interests of many groups must be struck when distributing the limited resource that is space and disbursing the funds needed for related investments.

### **Attractiveness, safety and security of the housing environment**

The ability of women and men, of younger and older persons to move freely through a neighbourhood at any time of the day or night is part and parcel of quality of living. Adequate illumination, the avoidance of anxiety-creating zones, clearcut signage or the street orientation of living areas of flats can contribute essentially to increasing both objective and subjectively experienced levels of safety and security.

### **Representation based on equitable participation and involvement of all groups in development and decision-making processes**

It is the objective of gender-sensitive planning to enable all groups to have a say in decision-making and to ensure maximum equality of opportunities to participate in planning processes. This must take account of the varying potentials unleashed by different life concepts, everyday realities, social and cultural backgrounds (caregivers, persons with a different mother tongue, persons with low incomes, different educational attainments, the elderly, children and adolescents). Planning must serve as a kind of deputy representing the interests of all these groups, especially if they are often underrepresented in the participation process.

## Models and visions supporting gender-sensitive planning

The development of models and visions constitutes a key element of planning. Superordinate strategic visions convey objectives and often take up cross-sector issues that impact numerous areas of urban planning work, planning processes and planning levels. They influence the implementation of gender-sensitive planning that respects the daily life of users.

### Strengthening a polycentric urban structure

The vision of a polycentric urban structure is a key planning element within the context of the Urban Development Plan of the City of Vienna (cf. STEP 05). The goal lies in preserving and/or developing a decentralised distribution of facilities based both on a hierarchical system of shopping streets and local centres and on measures that promote the siting of service and infrastructure facilities close to high-level public transport stops.

The development of local centres allows for even infrastructure distribution and hence for good accessibility on foot and by bicycle. Shopping, errands, etc. can be handled without losing too much time. Young or older people as well as persons with special needs find no problem participating in (cultural) life. Youngsters can enjoy a varied range of education and leisure facilities. Retail shops, service providers and (eco-compatible) commercial businesses enhance the attractiveness of residential quarters. The vision of a polycentric urban structure is closely related to the vision of a “city of short distances”.

### A city of short distances

Striving for a “city of short distances” (cf. STEP 05) means reducing traffic volumes by safeguarding (location-compatible) densities, mixed-use structures and the decentralised distribution of functions. This vision exerts a direct influence on urban planning, infrastructure planning, and traffic and transport planning.

The “city of short distances” allows for the efficient combination of paid work, family chores, caregiving, shopping and service use. A varied mix of residential buildings, workplaces, shopping and leisure facilities creates a dense network of supply options in the neighbourhood. Children, older persons and persons with special needs are thus enabled to move independently through the neighbourhood and handle all everyday tasks on their own. This facilitates care work and reduces the trips imposed on caregivers. Daily trips are shortened, motorised individual traffic is curtailed, and supply tasks such as shopping can be handled in less time.

## 2.4

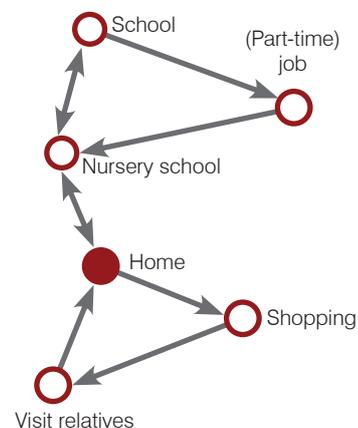


Assets of a polycentric structure resulting from the decentralised distribution of local centres and shopping streets.

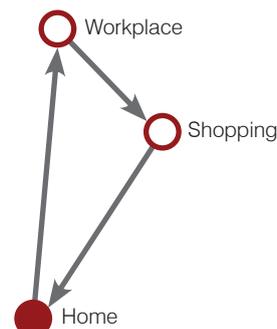
Source: STEP 05, p. 197

### Examples of mobility chains

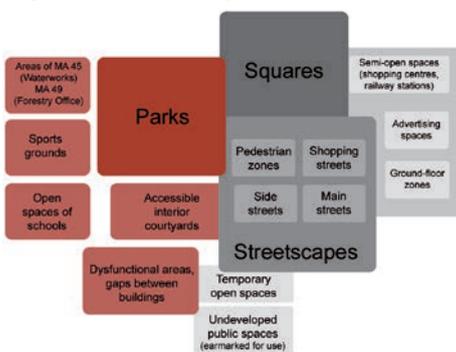
Mobility chain of an everyday life involving a combination of paid employment, caring and homemaking.



Mobility chain of an everyday life involving paid employment



### Differentiated range of open spaces in the city



Source: Bernard Erich, 2009, p. 8, own chart

### High-quality public space

The preservation and creation of diverse high-quality public spaces is another goal of urban planning and urban development in Vienna. In this, planning, design and appointments are to be adapted to the “different social needs of people” (STEP 05, p. 63).

Public (open) spaces and their suitability for appropriation and utilisation are decisive for the everyday life and smooth daily routines of the population. Housing environments and neighbourhoods are rendered more attractive by open spaces that meet these needs. Differentiated functions of various open space types (e.g. open/green spaces near the home, streetscapes or parks and squares) support different forms of everyday life and in particular benefit persons responsible for family chores and housework. Public spaces also serve an important compensatory function for lower-income groups and hence contribute to establishing social balance. The development and health especially of children and older persons as well as the independence of these groups are likewise fostered by open spaces near the home.

Blending open spaces with a hierarchy of accessibility, competencies and control ranging from totally private to totally public engenders quality. Individual open spaces are not interchangeable or replaceable. A lack of private open spaces and increased housing density further exacerbate the pressure exerted on public space.

### Promotion of environmentally friendly means of transport

Increasing the modal share of environmentally friendly means of transport (walking, bicycle and public transport) and improving the mobility options for non-motorised road users define a key vision of urban and transport planning in Vienna (cf. also the Transport Master Plan for Vienna). The objective lies in improving the use of the public streetscape for eco-friendly modes and to put the different means of transport on an equal footing.

Streets not only serve a traffic function but are also places to spend time in. Thus streetscapes should be atmospheric and safe, allow for utilisation without inducing anxiety or presenting barriers and form part of a continuous network of walking and cycling routes. This facilitates independent use of these spaces for children and adolescents, older persons and persons with special needs and hence also reduces the related time input for persons accompanying these individuals. The compatibility of paid work and family chores is supported, and the social and skills of children are improved.

If all parts of a city can be reached by public transport, this is bound to improve the mobility situation of persons with lower incomes and at the same time effectively curbs motorised individual traffic.

## A safe city

The safety and security of public space are central concerns of gender-equitable planning. The key point of departure of all related efforts is the subjective feeling of safety in public space. The principle of “seeing and being seen” aims at promoting (desirable) social control, providing effective guidance in the neighbourhood and ensuring visibility without blind corners and with efficient illumination of streets and footways.

Although statistics show that men fall victim to violent crime more frequently than women, women are more often exposed to everyday situations that trigger anxiety. A subjective feeling of being not truly safe in public space will cause the person affected to stop using these spaces or even to forgo mobility. Adequate design of public spaces and adjoining buildings can reduce this sense of anxiety. The feeling of being safe in public space is determined by physical (e.g. visibility, clearcut spatial organisation), social (e.g. presence of different user groups) and personal factors (e.g. personal experience) (Miko Katharina et al., 2012, p. 6).

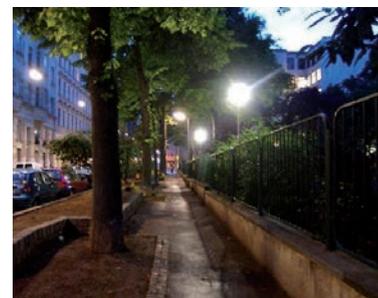
The preventive design of safe public spaces is to curb risks. In this context, Jane Jacobs (1961) lists three main qualities of safe streets: there must be a clear demarcation between public and private space; streets should be lively and inhabited (use of ground-floor premises); and buildings and windows should be oriented to the street (“social eyes”).

## A barrier-free city

Barrier-free planning and construction allows all user groups to enjoy the city and constitutes a central strategy of the City of Vienna (cf. inter alia Transport Master Plan, Competence Centre for Barrier-free Planning, Construction and Housing in Vienna).

From a gender mainstreaming perspective, barrier-free design not only means supporting persons with reduced mobility but also facilitating the lives of persons with caregiving and family tasks (carrying shopping bags, pushing prams, accompanying other persons) or with temporarily impaired mobility (e.g. due to injuries). Barrier-free design makes everyday trips easier and safer for all. Barrier-free accessibility of public transport stops as well as barrier-free station and vehicle design support mobility-impaired persons in moving through Vienna and widen their activity range.

### Enhancing safety in public space

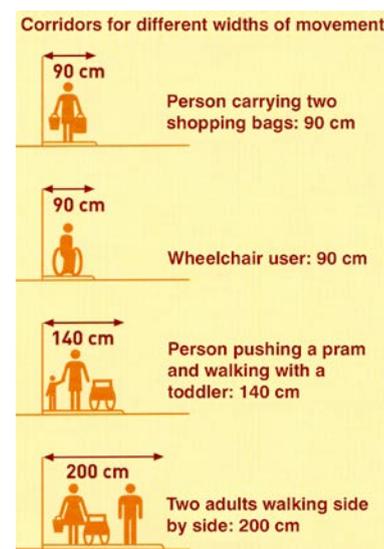


By means of street lighting



By means of measures to improve overall visibility

### Corridors for different widths of movement



Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2005, p. 13

### Planning and construction geared to the requirements of daily life

The design of buildings and open spaces is to reflect the requirements of daily life and hence of everyday chores. Since their inception in housing construction, these principles have been evolving continuously and are also increasingly made use of in the planning of public service buildings, traffic-related measures, measures impacting public space as well as in urban design.

In particular, the central concept of daily life is to sharpen planners' awareness of the needs of groups strongly rooted to a specific site, i.e. children up to about 12 years of age, the growing group of elderly persons, and persons handling household and family work or accompanying others through the city. This work (which is largely done by women) is facilitated if everyday requirements and routines are taken account of. Variable design and housing models suitable for everyday use (e.g. flexible flat layouts, communal spaces and ancillary rooms, playgrounds within sight and earshot of flats, adequate provision of the housing environment with shops and services, etc.) benefit resident groups who spend a lot of time inside the flat and its direct environs. For example, the creation of open and green spaces near the home supports daily work routines because certain activities (such as hanging out laundry, repairs) do not have to be done inside the flat or because young children can move independently in open spaces directly outside the flat.

#### Flats designed for flexible use can be adapted to the varying requirements of different life phases



Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 16 (Elsa Prochazka)

Respecting the requirements of daily life means that all plans and designs must be evaluated according to the needs of different user groups and the effects they will have on these persons. The objectives and quality criteria of gender-sensitive planning expounded in the next chapter support this approach.

# **3. Objectives and quality criteria**

## **Contents:**

**3.1 Thematic complex: urban structure, space creation and housing quality**

**3.2 Thematic complex: public space and mobility**

## Objectives and quality criteria

3

This section presents gender-relevant planning objectives regarding the following thematic areas and focuses:

### Thematic complex: urban structure, space creation and housing quality

Gender-relevant planning objectives for ...

- ... the urban structure in general
- ... the development of local centres and the provision with local shops and services
- ... social infrastructure
- ... housing construction and open/green spaces for individual lots
- ... the improvement of objective and subjectively perceived safety and security

### Thematic complex: public space and mobility

Gender-relevant planning objectives for ...

- ... public open spaces
- ... the division of street space among user groups
- ... pedestrian and bicycle traffic
- ... public transport

On the basis of these gender-relevant planning objectives, test questions facilitate the assessment of individual planning projects. Qualitative and quantitative criteria and indicators are assigned to each test question. Comments by planning units render realisation possibilities more concrete and sketch potentially conflicting goals and difficulties in reconciling interests.

Gender-relevant planning objectives, test questions and quality criteria

### Evaluating requirements and effects on different user groups

The focus is on the needs and requirements of different target groups – children, young people, persons with family and caregiving tasks, and aged persons (75 years or older) –, since these tend to be less frequently considered in planning and thus are often “underrepresented”. These groups are strongly rooted in their local housing environment and have a relatively limited everyday mobility range. In case of persons with family and caregiving tasks, the combination of paid work and family chores additionally curtails the time budget.

Taking account of the needs and requirements of different user groups

## Comprehensive consideration of objectives and quality criteria

Areas of application of the objectives and quality criteria:

- Master plans and urban design concepts
- Land use and development plans
- Developers' competitions
- Agreements with developers
- Project planning and detailed site planning

Starting from the requirements laid down in the Urban Development Plan STEP 05, objectives and quality criteria are formulated for all planning levels from master plan to detailed site and project planning.

The master plan or urban design concept defines “future planning parameters that permit drawing inferences regarding the scope for action open to subsequent planning tasks” (Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, 2009, p. 50). The objectives and quality criteria of the present manual refer primarily to larger urban expansion and development areas, where the scope for action of planners (theoretically at least) is greatest. However, this approach also permits deriving important input for structural improvements, additions and changes of the existing building stock. Taking account of gender-relevant planning objectives and quality criteria in competitions for urban design concepts or master plans – i.e. before legally binding stipulations are agreed on – supports the intensive commitment to high-quality spaces.

Points of departure in land use and development plans to assign binding legal status to structures geared towards the requirements of daily life and specific target groups:

- Space creation based on building situation and positioning
- Building structure and building typology
- Open spaces (situation and dimensions)
- Preconditions for mixed-use structures (ground-floor zones)
- Promotion of local centre formation
- Locations for social infrastructure (e.g. schools, kindergartens, nursing homes, etc.)
- Building categories and building heights

Land use and development plans can stipulate important gender-relevant provisions for many areas (albeit not for all), since land use and development planning defines the spatial potential in many key areas. For this reason, it is crucial to create the prerequisites for implementation quality in these legally binding instruments. The depth of building wings and the position and dimensioning of volumes exert decisive influence on residential and open space quality. While the share of private and communal green spaces cannot be determined in this way, it is yet possible to define essential prerequisites to be met by communal green areas by the way in which outdoor spaces are dimensioned and configured.

These objectives and quality criteria are of equal significance for developers' competitions, where the fact that the funds allocated are housing subsidies ensures that commitments are binding. Contractual quality agreements with developers permit deriving targets from the objectives and quality criteria. Project planning and detailed site planning provide a concrete context for applying these criteria. Chapters 5, 6, 7 and 8 give an overview of typical instruments and methods for the actual implementation of the objectives and quality criteria, always adapted to concrete situations.

## Thematic complex: urban structure, space creation and housing quality

3.1

This thematic complex looks at the challenges to be met by urban structures above all with regard to the suitability of urban design concepts for everyday life, also with a view to ensuring a “city of short distances”. Frame conditions for housing, social infrastructure and open spaces can be created at this level. The qualities of urban structures are of special importance for persons strongly rooted to a particular neighbourhood, since it is they who benefit most from a high-quality housing environment, mixed-use facilities and an efficient and walkable route network.

### **Gender-relevant planning objectives for the urban structure in general**

- ▶ Safeguarding frame conditions for high housing quality in the neighbourhood
- ▶ Tightly-knit route network due to appropriately sized building volumes
- ▶ Differentiated availability of public sites, squares and open spaces

### **Gender-relevant planning objectives for the development of local centres and the provision with local shops and service providers**

- ▶ Development of local centres
- ▶ Availability of easily reachable basic shopping outlets and service providers in the immediate vicinity of flats

### **Gender-relevant planning objectives for social infrastructure**

- ▶ Systematic planning and inclusion of social infrastructure facilities for all population groups
- ▶ High-quality planning for kindergartens and schools with respect to their location, plot size, plot configuration and building height

### **Gender-relevant planning objectives for housing construction and open/green spaces for individual lots**

- ▶ Manifold range of flat typologies and flat layouts complying with various tenancy or ownership structures, financing and cost requirements
- ▶ Stimulating good-neighbourly relations
- ▶ Sufficiently dimensioned private and communal open spaces for everyday tasks, children’s play and leisure

### **Gender-relevant planning objectives for increased objective and subjectively perceived safety and security**

- ▶ Effective and clearcut spatial orientation and social control in the neighbourhood

## Urban design structures geared to meet everyday needs

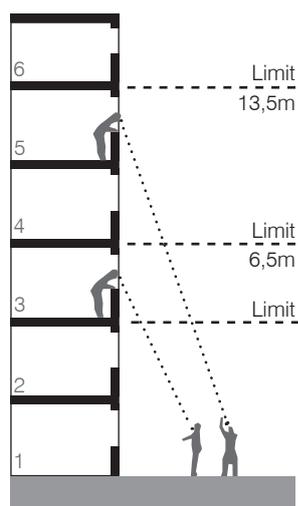
The creation of high-quality urban density that provides the quarter in question with social infrastructure, shopping and services and hence fosters a neighbourhood of short distances while safeguarding high housing quality and an excellent range of open spaces is a key challenge of urban design and calls for the thoughtful balancing of the qualities of viability/vibrancy vs. neighbourhood appeal/manageable dimensions/identification in order to define suitable upper and lower thresholds of urban density in keeping with the respective site.

The development density to be considered viable for a given site depends on the spatial frame conditions. Thus it is possible to stipulate higher development densities for lots directly adjoining easily accessible public green spaces since this will compensate for the lack of a large communal open space on the lot itself.

Development density is not always to be equated with social density. The often cited historic city centres with their high urban quality usually boast relatively large flats with high ceilings and few inhabitants per flat and moreover offer a small-scale network of public squares and open spaces, which precludes the emergence of “density-fuelled stress” and reduces “perceived density”. Thus it is quarters constructed over the past 20 years that should be used as benchmarks to evaluate the “density tolerability” of planned projects.

The following quality criteria for the individual objectives facilitate the overall evaluation of the urban design structure in question.

### Relations with public and semi-public spaces



With increasing building height, the contacts between dwelling, open/green spaces and public space are restricted with regard to both visibility and hearing radius. This is a factor of special importance for persons with childcare duties or elderly persons, as the availability of such contacts with public and open spaces enables them to watch their children or have a share in everyday life on the street or in the courtyard.

Already from the third floor up, such contacts are limited and relations with the ground-floor level are reduced. From the fifth/sixth floor up, all relations with the ground-floor level are definitely severed (cf. Gehl Jan, 2010, p. 40ff.).

Source: From *Cities for People*, by Jan Gehl. Copyright © 2010 Jan Gehl, p. 40, modified diagram

## Safeguarding frame conditions for high housing quality in the neighbourhood

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Is the development structure appropriate for combining high building density with high housing quality?	High housing quality is very likely safeguarded with a FAR of up to 2.0.	In case of higher development densities, it is recommended to check the plans for the suitability of the housing project to meet everyday needs (wing depths, size/dimension and sunlight incidence in open spaces).
	Visual links between flat and open space are safeguarded for heights of up to 6 storeys.	Starting at 6 storeys, the contacts between flat and open space are strongly reduced with regard to both visibility and hearing radius; also, distances between flat and open space are much increased (e.g. children aged under 12 years may not use lifts on their own).  5 storeys already markedly impair sensory perception. Higher buildings are perceived as much more anonymous. Recessed roof storeys mitigate this effect.
	The development structure creates a framework for high-quality public zones and easily accessible and usable open spaces on the lot.	Key structural characteristics such as public space boundaries can be regulated in the development plan (building alignments, obligation to comply with alignments when building new structures, etc.).
	3.5 sq m of open space per inhabitant of the respective project is the recommended size of such spaces, which should be largely situated at ground-floor level; at least one third should be sunlit (on 15 April, 11 a.m./3 p.m.).	When planning an urban design project, it is essential to provide for an effective and sensible configuration of open spaces (connected areas, minimum widths, etc.). At the very least, benches and toddler playgrounds should be sunlit and at ground level.  <i>Cf. "shade planning" instrument on p. 61.</i>
	In case of east-west orientation of the housing units, a wing depth of approx. 15 m is recommended; in case of north-south orientation, the wing depth should be 12 m.	The possibility of building flats extending throughout the entire wing depth depends on the depth of the blocks in question. Such flats allow for cross-ventilation and are partly shielded from street noise. They are much in demand among persons in search of a new (especially a bigger) flat.  A wing depth of 12 m safeguards sufficient daylighting also for areas at the centre of the flat. In case of east-west orientation, wing depths of up to 16 m are possible, since sunlight can enter the building from east and west due to the lower angle of incidence.

### Tightly-knit route network due to appropriately sized building volumes

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Does the size of the building volumes support positive social relations within the project?	Maximum volume lengths of 150 m are desirable.	Longer blocks create and intensify barrier effects. If they are unavoidable and result in barriers to key routes through the site, barrier-free crossings must be provided.

### Differentiated availability of public squares and open spaces

Is the share of public squares, parks, playgrounds and sports grounds sufficient for the expected number of inhabitants and the different groups in the neighbourhood?	3 to 5 sq m of public space (parks, squares, etc.) per inhabitant of a housing project is recommended.	<p>The situation, configuration and minimum width of open spaces are of crucial importance for their suitability to meet everyday needs. Open spaces should be protected by legally stipulating a corresponding land-use designation.</p> <p>In case of multi-developer construction projects, co-operation possibilities should be explored in order to create larger, easily accessible and continuous open spaces.</p>
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Public open spaces serve different functions that take account of varying interests and purposes (leisure, play, sports, etc.).

## Development of local centres, local shopping and service provision

The creation of local centres facilitates local shopping and service provision within walking distance and hence benefits the everyday life of the local population. This process is supported by providing public transport hubs, concentrating circulation routes and ensuring efficient urban design (visual orientation by means of lines of sight, urban signal effect, etc.).

The desired mixed-use approach can be promoted by flexibility, in particular of ground-floor zones. Appropriate ceiling heights or restrictions of use (e.g. prohibition of access/exit by motor vehicles) can be implemented via the land use and development plan. Other potential planning interventions include designating areas as commercial quarters or the earmarking of ground-floor zones for specific purposes.

However, urban planning can only create the frame conditions and prerequisites for qualities; it is mostly unable to safeguard concrete forms of use. This results in the primary question of whether the structure of an area or building enables or fosters the emergence of such facilities, if their economic viability is a given.

### Development of local centres

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Are higher densities, central public spaces and important destinations for everyday trips (social infrastructure, shops, etc.) in the direct environs of high-level public transport stops envisaged?	Within a radius of approx. 300 m around high-level public transport stops, favourable architectural frame conditions support mixed uses; corresponding public open spaces foster the emergence of local centres.	It is possible to attain the ceiling heights essential for commercial use with "bonus cubage" options that allow for greater development density while at the same time limiting the permitted number of storeys.  <i>Cf. possibilities of legally embodying these qualities in the land use and development plan starting on p 68.</i>
Do the individual construction stages lead to the formation of independent city quarters?	The accessibility of key destinations of everyday trips by public transport, on foot or by bicycle is taken account of in the development of the individual construction stages.	In order to be able to provide individual construction stages with adequate infrastructure and supply facilities, critical dimensions or spatial links connecting the new quarters with pre-existing structures are essential.
Does the spatial structure allow for the emergence of a distinct neighbourhood identity?	The individual quarters are of manageable dimensions and present individual traits and characteristics of design.	

**Easily reachable basic shops and service providers in the immediate vicinity of flats**

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Do the frame conditions of urban design allow for the sensible distribution of the planned types of use across the new city quarter?	Especially in local centres, adequate architectural typologies support the accommodation of various shops and service providers and thus allow for horizontal or vertical mixed-use structures.	In addition to ceiling height, the (potential) extension of ground-floor structures plays a role for their commercial use.
Does the urban design of the site offer the necessary prerequisites to attract grocery stores and supermarkets (in integrated locations)?	Larger food retail chains need a shop floor space of 400 to 600 sq m. The structural requirements of food and grocery stores for the local population (such as ceiling heights and minimum wing depths) are taken account of. The necessary development density to ensure a minimum threshold population has been created.	As a rule, the standard wing depth of residential buildings is unsuitable for supermarkets.  A supermarket needs a catchment area of at least 1,250 dwellings; a local shopping centre, of at least 2,000 dwellings.  For this reason, a minimum density of 100 dwellings per hectare of net building land (excluding communal/public space) is required to ensure the location of a supermarket within a radius of 300 m or of a local shopping centre within a radius of 400 m (cf. Adamcová, Rosenberger 2011, p. 17f.).
Are the required shopping outlets in the quarter easily accessible on foot, by bicycle or with public transport?	Shops and service providers are situated within a radius of 600 m. The facilities are situated along main pedestrian axes and cycleways as well as close to public transport stops.  The local centres can be easily reached by means of "logical" trip chains.	<i>Cf. "everyday route check" instrument on p. 60.</i>  <i>Cf. "everyday route check" instrument on p. 60.</i>

## Social infrastructure

The provision with high-quality social infrastructure (such as e.g. healthcare, educational institutions, leisure facilities, sports grounds and cultural establishments) offers essential support for those population groups who frequently have to handle household and care tasks.

For some institutions – e.g. nursing homes, kindergartens or schools –, specific plots may be reserved in the land use plan, always depending on demand and economic feasibility (cf. p. 71). Good connections to the public transport system are especially important for schools and nursing homes (visitors) (recommendation for the design of social infrastructure buildings, cf. p. 92 ff.).

Planning which private providers of what sort of social services will come into play is very difficult. For this reason, favourable structural frame conditions (e.g. local centre formation) must be created to attract suitable actors.

The importance of open spaces for kindergartens and schools increases with the growing popularity of all-day care, which significantly promotes the compatibility of work and family duties. Thus the gender relevance of these spaces is particularly pronounced. If kindergartens and preschools lack adequate open and green spaces, many parents will feel “duty-bound” to take their children to a park or playground afterwards. This pressure is sidestepped if sufficient possibilities for play and exercise are offered by the open spaces of the respective childcare facilities.

Open spaces of kindergartens should also enable youngsters to leave the building and walk outside on their own. This requires unobstructed visual axes and direct links between building and related open space.

### Reference figures for kindergartens

The following reference figures for setting adequate dimensions for kindergartens, primary schools and junior secondary schools provide a rough approximation for new housing projects:

For kindergartens, an approximate figure of around 250 dwellings per kindergarten group plus one multipurpose room per facility may be assumed (e.g. one five-group kindergarten including multipurpose room for approx. 1,000 dwellings).

### Reference figures for primary schools

At the moment, Vienna exclusively uses campus models for primary schools. The following approximate figures may be applied: both one campus (composed of one 17-form all-day primary school and one 11-group kindergarten including multipurpose room) and one additional five-room kindergarten including multipurpose room are needed for approx. 3,500 dwellings.

*Source: Chief Executive Office, Executive Group for Construction and Technology, Building Construction Group*

## Systematic planning and provision of social infrastructure facilities for all population groups

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Have frame conditions for a multifaceted range of social infrastructure facilities been created?	Spatial preconditions (e.g. flexibly usable rooms or ground-floor premises with higher ceilings) that favour the establishment of social infrastructure and service facilities have been created.	For example, “bonus cubage” options generate incentives for the provision of storeys with generous ceiling heights.  <i>Cf. possibilities of legally embodying this requirement starting on p. 68.</i>
	Leisure and sports facilities for different population groups were taken account of.	Larger facilities might possibly need to be specifically designated as such in the land use and development plan. However, this should always be done in consultation with an investor or operating organisation.
	Spaces for sheltered flats for the elderly and nursing homes have been provided.	Since most visitors to these facilities are themselves elderly, accessibility by public transport is particularly important.

## High-quality kindergarten planning with respect to location, plot size, plot configuration and building height

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
How big is the demand for a kindergarten in the quarter?	According to current baseline calculations, one kindergarten group is required for every 250 new dwellings. However, attention must also be paid to the existing availability of childcare options in the immediate surroundings.	
Do the size of the plot and the configuration and height of the buildings offer potential for high-quality, flexible and gender-sensitive design?	In keeping with the recommendations of Municipal Department 10 (MA 10), the open space set aside for play should be at least 15 sq m per kindergarten (cf. Gungl Barbara et al., 2010, p. 14).	Kindergartens can be principally integrated into buildings or set up as separate, freestanding structures, with current trends favouring integration. This requires sufficiently large blocks to ensure that open spaces will be of good quality.  <i>Cf. test siting of kindergartens on p. 62.</i>
	The height of kindergarten buildings should not exceed two storeys.	More storeys render open space use more difficult due to long walking distances inside the building.

## High-quality school planning with respect to location, plot size, plot configuration and building height

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
How big is the demand for a school in the quarter?	A threshold of 100 dwellings per hectare is considered the minimum for the establishment of one primary school within a radius von 400 m (cf. Adamcová Eleonora, Rosenberger Michael, 2011, p. 17f.).	
Do the size of the plot and the configuration and height of the buildings offer potential for high-quality, flexible and gender-sensitive design?	5 sq m (ideally 10 sq m) of open space per pupil is considered the basic reference value. This does not include sports grounds, waste bin storage areas and parking lots (ÖISS guidelines for school construction).	A minimum of 10 sq m is of particular importance for children aged under 12 years (because of their greater need to move) and for smaller schools.
	There exists a spatial link (or links) between the school's open spaces and public open space. The configuration of buildings and open spaces on the lot occupied by the school allows for multiple uses of the school's open spaces.	<i>Cf. competition documents for an education campus on p. 94.</i>
	School buildings (primary and junior secondary) should not exceed four storeys.	Since young schoolchildren are not allowed to use a lift, a greater number of storeys triggers time-consuming walks up and down inside the school building.

## Housing construction and open/green spaces for individual lots

Persons with care and housework tasks, persons in precarious life situations as well elderly persons attach much greater importance to the quality of housing developments, the social network and informal contacts with neighbours. From the perspective of gender-sensitive planning, the quality of housing developments and open spaces serving individual lots is decisive for helping these persons to cope better with their everyday life.

A range of dwellings that is varied with regard to tenancy or ownership structures, financing and cost requirements, flat typologies and layouts allows for a good social mix. Communally used premises and open spaces as well as a neighbourhood of manageable size promote the emergence of social contacts and networks. Functioning communal open spaces need social control. They should be located at ground-floor level with good visibility and permit safe use. The attractive and atmospheric design of entrance zones and ground-floor communal areas increases the possibility of chance encounters with other residents and thus counteracts social isolation. This is particularly useful in the everyday routines of persons with family duties and for the growing number of elderly citizens living in single-person households.

### Manifold range of flat typologies and flat layouts complying with various tenancy or ownership structures, financing and cost requirements

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Can the planned dwellings be adapted to different life concepts, changing family compositions and future requirements?	The adaptability of flats is e.g. supported by variable partitions, rooms of equal size or more than one entrance to rooms (separate entrances).	<i>Cf. list of criteria on p. 88. to ensure that housing projects are gender-equitable and geared to the requirements of daily life.</i>
	The flats are designed as basically barrier-free.	
Does the neighbourhood offer housing options for elderly and aged persons apart from inpatient wards and retirement homes?	Integrated housing types such as multigenerational housing or integrated shared flats for the elderly (arranged around communal rooms and infrastructure facilities) are available.	
	Small two- and three-room flats with separately accessible rooms are available.	Small flats with separately accessible rooms are required to ensure around-the-clock care at home (to ensure the caregiver's privacy).
	A large share of the flats features private open spaces; attractive and atmospheric communal areas are sited near the building entrances.	Elderly persons benefit in particular from open/green spaces near their flats.
Is a contingent of flats designed for low-income single-parent families available?	Options for single-parent flats such as two-room units (with separate entrances to rooms) and compact three-room flats (approx. 60 sq m) with optimised layouts are available.	In standard two-room flats, the single parent usually sleeps in the living room used as a sort of "passage", thus losing a lot of privacy.

When planning and designing these open spaces, it is important to consider that the need of children and young people to play, move and communicate often entails some noise. Other groups have a right to enjoy peace and quiet that must likewise be met. Thus a general lack of space generates “density-fuelled stress” and causes less assertive groups to be crowded out and driven away.

Some needs cannot be gleaned from users’ behaviour if facilities to meet them are lacking. Thus elderly persons stay at home if there are no green spaces nearby. Older girls tend to refrain from using open spaces if they are harassed there or if facilities that reflect their needs are missing. It is thus necessary to balance different interests and (also potential) bids to use such public spaces.

A manageably sized housing development helps to enhance housing quality for certain resident groups – not to create an artificial “village idyll”, but to boost identification with the housing environment. Entrance zones and open spaces within sight and earshot make it easier to take care of children and enable persons with reduced mobility to take part in the life of the housing development.

### Stimulating good-neighbourly relations

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Is unwanted anonymity avoided?	A maximum of 30 to 40 dwellings per block entrance prevents unwanted anonymity and supports good-neighbourly relations.	The level of social control made possible by small-scale access structures boosts safety and security in housing developments but is a significant cost driver for both construction and operation (lift).  In local centres, in case of particular mixed-use configurations or in special building structures, more dwellings per block may be viable as well.
Are adequately dimensioned communal and secondary rooms provided?	The share of communal and secondary rooms (playrooms, communal lounges, laundry rooms, storerooms, basement compartments, etc.) should be at least 3 to 5% of the total floor area of the flats.  One bicycle parking slot is provided for every 30 sq m of flat space. Parking spaces for prams are likewise provided.	Bicycle/pram storage spaces can be easily reached (short distances, no barriers), offer protection against inclement weather and can be locked.
Do the project plans provide for participation of the (future) residents?	It is recommended to involve the residents at an early date.  Plots for self-build groups and building initiatives are available.	These can e.g. be supported and advertised by means of PR measures

Open spaces around development sites must fulfil a variety of functions and find themselves at the centre of competing objectives and often conflicting demands raised by different user groups: demands for privacy clash with those for public appeal, noisy uses conflict with tranquil ones, and ground-floor developments vie with rooftop facilities. Since children and the elderly in particular have a manifest need for easily accessible open spaces close to the home, it must be safeguarded that the spaces taken up by private tenant gardens will not gobble up the land set aside for communal spaces. Thus roof terraces can only be an additional feature but never an adequate substitute for ground-floor open/green spaces.

### Sufficiently dimensioned private and communal open spaces for everyday tasks, children's play and leisure

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Do the open spaces around the development take account of different user groups?	The building offers continuous, easily accessible and usable open spaces instead of merely a few small "odds and ends".	In case of large-scale housing projects, the co-ordination of several developers allows for multi-lot open space design, which positively impacts the usability of these areas.
	Open spaces for leisure as well as for everyday tasks, childcare and housework (e.g. playgrounds for toddlers and older children, spots for laundry hanging) are available directly at the housing development.	The situation (ground floor, roof, atop underground car park) and utilisation options of open spaces are co-ordinated; their design reacts to marked exposure to wind and sunlight (heat).
	The open spaces around the development are barrier-free and walkable (short distances).	
Do the open space configuration and functionality of the development support everyday chores and tasks?	Noisy zones, tranquil zones, communication areas and play zones are available.	Adequate spacing and smart zoning prevent conflicts between users. For example, (toddler) playgrounds should be within sight/earshot of flats, while facilities for young teenagers should be sited somewhat farther away.
	The available options for play and movement meet the interests of girls and boys equally.	<i>Cf. planning recommendations for park and garden design on p. 82.</i>
Are sufficiently dimensioned children's playgrounds available?	Upwards of 15 flats, a 30 sq m toddler playground must be provided on-site at a distance of 5 m from the main windows; upwards of 50 flats, a 500 sq m children's playground must be provided at a distance of 15 m from the main windows. The playground must be accessible via a safe footway of not more than 500 m length (minimum requirement under the Building Code for Vienna, Art. 119).	The Building Code provides for the possibility of substituting the (toddler) playground with a playroom for children and adolescents. Due to the different quality and usability of indoor and outdoor spaces, however, indoor playrooms should only serve as a supplementary feature.
Is the demand for private tenant gardens met?	Gardens for tenants of flats in the development are available.	When siting tenant gardens, it is important to delimit these clearly (especially from public space) to prevent conflicts between residents. Conflicting objectives between private and communal spaces may arise and should be taken into account.

## Objective and subjectively perceived safety and security

Safety in public space is a key objective of gender-sensitive planning. A perceived sense of high safety and security stimulates public space use and fosters mobility. Adequate orientation aids, clearcut visual organisation, efficient illumination, direct accessibility and vibrancy contribute essentially to creating safe public spaces (cf. Miko Katharina et al., 2012).

### Effective and clearcut spatial orientation and social control in the neighbourhood

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Does the orientation of the blocks favour the desired social control in the immediate housing environment?	Space-creating building typologies support visual orientation in the quarter. The volumes interlink with the streetscape (windows of flats and building entrances).	Instead of banning living room windows facing the street (to avoid disturbance caused by noise), effective technical or architectural solutions must be found.
	Visual axes between indoor and outdoor spaces are provided.	Entrance zones and communal areas visible from the street enhance the perceived sense of safety and security.
Does the building design preclude the emergence of monotonous and monofunctional structures?	Vibrant ground-floor zones boost the desired level of social control.	Shops, cafés and public premises are important for the subjective sense of safety and security. "Social eyes" watching public space strengthen this subjective feeling of safety (cf. Miko Katharina et al., 2012).
	Large blocks with homogeneously designed façades and only few passageways are avoided.	Citizens often perceive this building typology as "monolithic blocks" that signal poor safety.
Does the design of the buildings and streetscape prevent the emergence of anxiety-inducing spaces?	The entrances and windows of the buildings face the street (in particular along main routes). Niches and projections are designed for good visibility.	
	Entrance zones and main routes are well lit.	The recognisability of faces at a distance of 4 m is a key criterion for adequate illumination.
	Important routes through parks as well as areas adjacent to footways are well lit. Attractive alternative routes are likewise available. Public facilities can also be reached in other ways than by crossing public park areas.	

## Thematic complex: public space and mobility

3.2

This thematic complex touches on two central activity areas of urban planning: public space and mobility.

### Public space focus

Public space exerts a crucial influence on the quality of living and the atmosphere of a city quarter. As a place of movement, encounter and pleasant lingering, public space fulfils both integrative and communicative tasks. Above all as a place of social exchange, public space contributes significantly to the negotiation of new role patterns but also to the integration of individual groups.

Being limited, public space is the theatre of divergent utilisation needs and demands. Gender-equitable planning and design support considerations of how much space to allocate to which function.

When siting, zoning and designing public open and green spaces, the central objective lies in giving more leeway to the needs of persons with reduced mobility, children and young people as well as persons with caregiving and household tasks.

#### **Gender-relevant planning objectives for public open spaces**

- ▶ Differentiated design of public open spaces in the urban quarter
- ▶ User-friendly distribution of public open spaces in the urban quarter

### Mobility focus

Persons with caregiving tasks, women, children as well as older persons and persons with lower incomes often travel on foot or with public transport, sometimes also by bicycle, and hence are especially dependent on these transport modes. Promoting these modes thus contributes essentially to equitable mobility.

When zoning and designing streetscapes, the planning objective regarding mobility lies in optimising the frame conditions for pedestrian and bicycle traffic and for public transport.

#### **Gender-relevant planning objectives for mobility**

- ▶ Promotion of pedestrian and bicycle traffic and of public transport by fairly dividing street space
- ▶ Public transport is user-friendly and route-optimised
- ▶ User-friendly route networks for pedestrians and cyclists

## Public space focus

A differentiated range of open spaces in an urban quarter, geared towards different user groups and possibilities of use, is a key characteristic of gender-sensitive planning. It is important that the functions of open space types be complementary. A public park can be substituted only to a limited degree by such spaces, since its lack would lead to increased pressure on open spaces within developments, e.g. exacerbating conflicts triggered by noise.

### Differentiated design of public open spaces in the urban quarter

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Does open space design take account of different life realities and life phases?	The open spaces of the project are designed in a gender-sensitive manner and take account of different patterns of space appropriation.	Girls and boys use open space in different ways. They have divergent interests regarding movement and play and also appropriate space differently.  <i>Cf. planning recommendations for park and garden design by Municipal Department 42 on p. 82 f.</i>
	Age-specific requirements are taken account of in open space design.	High-quality exercise and movement options for the elderly are a challenge of the future.

### User-friendly distribution of public open spaces in the urban quarter

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Is there a discernible continuous "green network"?	The individual open spaces are networked by means of squares, pedestrian zones, greened streets or streets with adjacent green zones.	
Are the open spaces in the neighbourhood safely and easily accessible?	Superordinate public open spaces and leisure areas can be easily reached by public transport and bicycle.  Public open spaces in the neighbourhood can be reached on foot within a short distance.	Different walking speeds must be taken account of. Young children, elderly persons and persons with special needs cover about 300 to 400 m in 10 minutes.
	Footways and cycleways around public open spaces are characterised by a high degree of safety and security as well as by high quality of movement and ambience.	Public open spaces attract pedestrians and cyclists by acting as "traffic triggers". In particular near entrance zones, it is important to provide adequate room as well as street crossings for non-motorised traffic.

## Mobility focus

For a long time, car traffic was the priority means of transport and hence at the focus of planning. In recent years, though, this focus has shifted to the promotion of public transport, pedestrian and bicycle traffic. From the perspective of gender sensitivity, it is especially desirable to provide for an attractive main route network for “slow” traffic and a shift of priorities towards slower road users. Due to the much higher share of their daily trips on foot, children and persons accompanying them as well as the elderly and persons with reduced mobility benefit in particular from correspondingly improved mobility quality and a more inviting atmosphere of the streetscape. For example, sufficiently wide sidewalks and benches are a key requirement for mobility-impaired persons but also prove of help for parents of young children and persons carrying heavy shopping bags as part of their daily trips through the city.

### Promotion of pedestrian and bicycle traffic and of public transport by fairly dividing street space

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Does the allocation of street space correspond to the needs of pedestrians?	The usable sidewalk width is at least 2 m.	In justified exceptions (due to e.g. cramped space in historic squares, bottlenecks, temporary impediments, construction sites), standard widths may be undercut; however, sidewalks should never be less than 1.5 m.
	For areas with larger numbers of pedestrians (for example public transport stops or shopping streets), wider sidewalks are provided.	
	In areas with very large numbers of pedestrians, the creation of pedestrian zones, encounter zones (Road Traffic Act amendment under preparation) or similar measures to enhance the quality of walking and lingering in these areas must be taken into consideration.	In case of large numbers of pedestrians, the necessary width must be determined in relation to pedestrian frequencies.  <i>Cf. checklist for streetscape planning on p. 80.</i>
Are the zones in front of kindergartens, schools and other public institutions safe to use?	Traffic-calmed zones or wider sidewalks (with a minimum reference width of 3.5 m) are provided in front of kindergartens, schools and other public institutions.	<i>Cf. school route maps on p. 78.</i>
Were measures provided to reduce the volume of cars parked in public space?	There are sufficient collective garages to reduce the number of cars parked on the street. The vacated space serves to improve conditions for non-motorised traffic and public transport.	The creation of collective garages while reducing the number of aboveground parking slots provides a key basis for the redistribution of street space for the benefit of public transport and non-motorised traffic.
	The total number car parking slots on all development lots is relevant for calculating the volume of parked cars. Collective garages contribute to keeping larger areas clear of parked vehicles and help to create equidistance between flats and garages vs. flats and public transport stops.	

Are special measures planned to support the switch from private car use to walking, cycling and public transport?	The construction of park-and-ride facilities at public transport terminuses and hubs of public and high-level road traffic must be considered.	Park-and-ride facilities make above all sense at the urban periphery by easing the traffic load in inner-city areas. This is also a key precondition for rendering public space more attractive and appealing.
	Mobility management offers alternatives to private car use.	Possible measures include car sharing, bike-and-ride facilities or Citybike (bike rental) points.
	Residential buildings should feature adequately sized and conveniently located (ground-floor) bicycle storage rooms to promote bicycle use.	
	Any reduction of the number of car parking slots calls for corresponding urban-structural and organisational preconditions.	Any reduction of the number of car parking slots stipulated by the Vienna Garage Act is tied to specific frame conditions. For example, the accessibility of the area by public transport, the utilisation of the thus vacated space for pedestrian and bicycle traffic and the upholding of traffic safety must be taken into account when evaluating the stipulation of a specified number of parking slots for a project.  There also exists the possibility of accommodating the number of parking slots required under law within a radius of 500 m around the lot or in communal garages.

### Public transport is user-friendly and route-optimised

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Are the public transport connections serving the residential zones efficient and geared to the requirements of daily life?	The public transport stops can be reached on foot and without physical barriers within a distance of 500 m (Underground) and 300 m (tram and bus).	Good accessibility is above all important for persons who do not dispose of a car for their everyday trips.  In addition to the space needed to accommodate public transport stops, sufficient street width is essential for the secondary network. For buses, this means a lane width of 3.5 m (one-way traffic) and 6.5 m (two-way traffic).
	The service intervals are user-friendly also outside peak hours of the working population.	This takes equal account of the requirements of non-working citizens.
	Traffic stops and station buildings are barrier-free, welcoming and pleasant to use.	

## User-friendly route networks for pedestrians and cyclists

<i>Test questions</i>	<i>Quality characteristics and indicators</i>	<i>Notes and comments</i>
Are the needs of pedestrians taken account of?	A close-knit, walkable and barrier-free route network with adequate atmospheric quality is in place.	The elimination of local impediments (e.g. advertising boards or posters) and the creation of orientation aids are also part of designing a high-quality route network for pedestrians.
	Street-crossing aids take account of desire lines.	<i>Cf. the evaluation instrument "functional diagram" on p. 79.</i>
	A greened route network is available (e.g. by planting lines of trees).	
	Small-scale structures for lingering and communication on the street are provided.	The arrangement of seats and benches in areas designed for rest and lingering should take account of the need for both communication and "detachment".  Possibilities to rest must also be provided as a precondition for any sort of mobility for some persons.
	There are sufficient barrier-free seats and benches in public space.	Benches or seats with backrests are necessary to ensure that persons with reduced mobility can relax in a sitting position. Armrests are important to help such persons to stand up.
	Public toilet facilities in public space are available.	Freely accessible public toilets that are well-lit, clean and barrier-free enable persons in need of this infrastructure facility to take part in public space.
Is the cycleway network geared to the needs of daily life?	The cycleway network is fine-tuned with, and integrated into, the main cycleway network of Vienna.	
	Local centres, shopping and service providers as well as social infrastructure facilities can be easily and safely reached by bicycle.	
Are there adequate possibilities to park bicycles in public space?	There is sufficient space for bicycle parking near residential buildings and important local destinations such as public transport stops, schools, workplaces and infrastructure facilities.	

# **4. Gender mainstreaming as a comprehensive planning strategy**

## Gender mainstreaming as a comprehensive planning strategy

4

Gender mainstreaming should be viewed as a “vertical issue” that supports the overall consideration of gender-sensitive aspects in all steps of the planning process so as to ensure high planning quality. The sometimes divergent life realities and living conditions of women and men are already given differentiated consideration in STEP 05. Superordinate sectoral programmes such as the Transport Master Plan comprise gender mainstreaming as a key principle. This manual highlights methods to embody gender mainstreaming in different process steps ranging from master plan or land use and development plan to project planning and detailed site planning.

### From intersection to interface

Gender-sensitive planning raises questions and adds issues to the discussion to safeguard high quality while systematically pointing out the needs of different user groups. Each planning step significantly impacts the everyday lives of actual and potential users – women, men, girls and boys belonging to different cultural, age and mobility groups. The following chapters provide an overview of the implementation of gender-specific aspects in various process phases and draw attention to methods and instruments for concrete use.

The experience gathered in 50 gender mainstreaming pilot projects implemented so far at different scale levels has highlighted the importance of comprehensively assessing the most significant quality characteristics to ensure gender equality and of “breaking down” these features to a detailed project level as the relevant plans are rendered more precise and concrete.

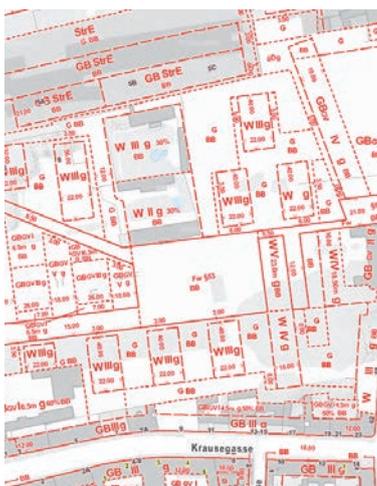


## An overview of gender mainstreaming across different planning steps



### Gender mainstreaming in master plans, urban design concepts and visions

Urban design concepts, visions and master plans lay down fundamental planning decisions regarding the urban development structure, its supply with public space and provision with social and technical infrastructure facilities. It is often difficult to retrofit projects and create originally overlooked qualities in ex-post process steps. Hence it is essential to give room to the requirements of different user groups already at this level.



### Gender mainstreaming in land use and development plans

In translating the qualities formulated in master plans, urban design concepts and visions into formal planning instruments, numerous (often competing) aspects must be taken into account. Many qualitative criteria are difficult to fix at this level. However, principal requirements that are to positively impact equal opportunities in the emerging urban structure must be embodied (also legally) in land use and development plans. This often calls for innovative solutions.



### Gender mainstreaming in project planning for public space, housing construction and public service structures

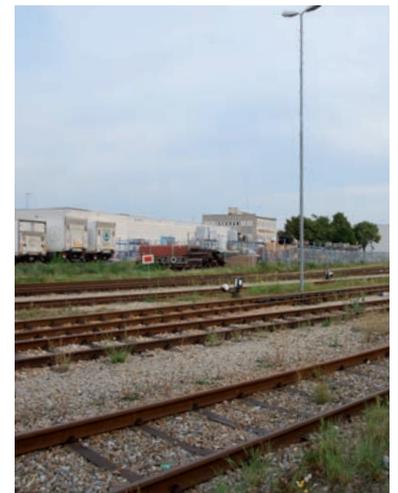
Dealing with the needs of different user groups at this detailed level is a crucial step. Many previously formulated qualities can only be made reality in detailed site planning, in particular when actually constructing a given project. Numerous gender mainstreaming pilot projects implemented in Vienna have shown the importance of this "translation" into concrete detailed planning.

## Methods and instruments for the implementation of gender mainstreaming

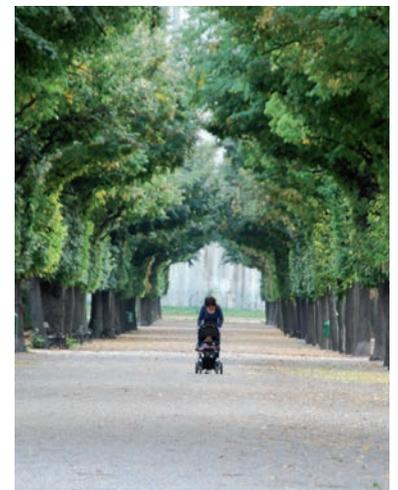
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Gender mainstreaming in public service buildings	p. 92



# **5 Gender mainstreaming in master plans, concepts and visions of urban design**

## **Contents:**

- 5.1 Launch, programme development and formulation of objectives**
- 5.2 Preparation and organisation of urban design competitions**
- 5.3 (Preliminary) evaluation of urban design concepts or master plans**
- 5.4 Safeguarding qualities for the further planning process**

## Gender mainstreaming in master plans, urban design concepts and visions

Master plans and urban design concepts create key preconditions for land use planning (e.g. by stipulating gross floor areas), project planning and detailed site planning. These strategic decisions impact equal opportunities in daily life to a significant extent. Block dimensions and building typologies inter alia influence the circulation quality within the project, the quality of public and private open spaces or housing quality (e.g. by determining permissible wing depths and building heights). Thus gender-relevant criteria must be embodied already at this stage by building on the positive experience made in Vienna over recent years. A number of gender mainstreaming model projects of varying dimensions were implemented to create equal opportunities under different utilisation perspectives. The number of flats planned per project ranged from 700 (Bombardiergründe) to 8,500 (aspersn Vienna's Urban Lakeside).

In the context of these projects, new instruments and methods to integrate and evaluate key objectives and quality criteria were developed. In particular, visualisations have proved useful to convey an idea of concrete qualities for everyday use. These quality criteria and methods support the appraisal and overall assessment of the master plans, urban design concepts and visions submitted.

Master plan development is a time-consuming process. Gender-relevant requirements must be included in all development phases right from the outset. The successful implementation of such plans is explained below on the basis of concrete examples. The methods are transferable and should serve as models to follow.

The individual phases of the master plan process include (1) the process launch, (2) programme development, (3) plan condensation, and (4) implementation (cf. Scheuven et al. 2010). In particular the examples provided by the urban design concept for the Nordwestbahnhof site and the master plan for aspersn Vienna's Urban Lakeside convey different options for the systematic implementation of relevant requirements in the course of individual development steps.

## 5

Evaluating consequences for different target groups across all phases and with a systematic approach

Gender mainstreaming pilot projects:

- ▶ 1210 Vienna, Bombardiergründe urban design competition
- ▶ 1220 Vienna, aspersn Vienna's Urban Lakeside master plan
- ▶ 1200 Vienna, Nordwestbahnhof urban design concept
- ▶ 1030 and 1100 Vienna, Target Area Erdberger Mais

It is essential to include gender mainstreaming experts already when selecting the actors involved; by the same token, equal opportunities must be taken account of when formulating the first objectives.

## 5.1 Launch, programme development and formulation of objectives

### Key points of departure for integrating gender mainstreaming aspects into the launch, programme development and formulation of objectives in urban planning:

*Identification of targets and expectations:* decisive targets such as densities and (mixed) uses are discussed already at the level of (political) decision-making and goal definition.

*Capturing basic information:* the gender-sensitive capturing and evaluation of basic data generate the background knowledge necessary to deal with various requirements as they arise. If expert opinions must be sought, it is recommended that these should also include a gender perspective.

*Establishing control bodies:* the composition of such bodies must include gender planning experts.

*Sensitising actors:* a workshop conducted in the context of the gender mainstreaming pilot project for the Erdberger Mais Target Area sensitised the employees of the municipal departments concerned to the different everyday requirements of user groups. The participants assumed typical roles (e.g. adult with caregiving tasks or teenager) and assessed the situation for this user group within the project on the basis of status-quo plans.

*Developing the participation process:* the integration of gender mainstreaming (e.g. deliberate involvement of hard-to-reach groups such as persons with caregiving tasks) improves the level of acceptance and quality of the planning process.

The systematic integration of gender mainstreaming aspects right from the outset and in all phases is a key quality criterion of urban planning processes.

### Example – Taking account of gender mainstreaming in the development of an urban design concept for the Nordwestbahnhof project

In 2006, Municipal Department 21A (MA 21A), which is in charge of land use planning, chose the development of an urban design concept for the Nordwestbahnhof, a former railway site in Vienna's 20th municipal district, as a gender mainstreaming pilot project. Gender aspects already played a key role in developing the "concept outline" (shown on the right): sustainable building densities, excellent open spaces and good walkability of the site were among the most important requirements to meet.

The quality targets spelled out in the concept outline were taken aboard in the tender for an invited urban design competition. The preliminary evaluation of the competition entries already took account of quantitative and qualitative gender-relevant criteria, e.g. walking distances between residential blocks and key infrastructure facilities, maximum wing depth and building heights or size, sunlight incidence and shading of open spaces around flats. The findings of this preliminary assessment were confirmed by the selection of the winning project: the entry assigned top rank by the jury – a project by the Swiss architectural studio enf – also won excellent marks from a gender perspective. Numerous instruments were developed and tested in the context of this process: a list of criteria was compiled for preliminary entry evaluation (see p. 58), and shade planning facilitated a comparison of the open space qualities of the different competition entries (see p. 61). Moreover, a method to test possible sites for open spaces of a kindergarten within the proposed block structures was developed as well (see p. 62).



Concept outline for project development



Winning project

Source: Puscher Gregor, Titz Thomas et al., 2008, p. 15 (bottom, enf architekten), p. 53 (top, MA 21A, Emrich Consulting)

## Preparation and organisation of urban design competitions

Vital decisions for the further development of urban design competitions are taken during the preparatory phase. Embodying gender-relevant criteria in the tender documents for urban design competitions offers a good occasion to take account of equal opportunities. Moreover, the jury, too, should be sensitised to social issues.

The working tool developed by Zentrum Frau in Beruf und Technik (ZFBT) comprises suggestions and criteria for integrating gender mainstreaming into planning competitions. The brochure was designed for both competition organisers and participants. In addition to illustrative examples drawn from practice and interviews with planners, the brochure offers suggestions and ideas on how to implement gender mainstreaming during the individual phases of a competition.

The brochure is available (in German) through the ZFBT website: [www.zfbt.de/veroeffentlichungen/dokumente/planungswettbewerbe.pdf](http://www.zfbt.de/veroeffentlichungen/dokumente/planungswettbewerbe.pdf)



### Some recommendations of the working tool:

- ▶ Make use of the competencies and resources of women and men (experiences of both male and female planners).
- ▶ Design a planning process that is integrative and interdepartmental.
- ▶ Anticipate future forms of utilisation already during planning.
- ▶ Always view people as the target group of all planning activities.
- ▶ Systematically include potential differences between user interests in the catalogue of fundamental planning tasks.
- ▶ Examine established procedures that are part of standard project management for their gender relevance; visualise the planned spaces throughout all project phases as they will be concretely used by women and men.
- ▶ Develop test questions on the basis of the specific situation: what do we know about the potentially different everyday requirements and interests of women and men as users? How do they experience the situation?
- ▶ Conduct participation processes and evaluate these disaggregated by sex.
- ▶ Derive planning requirements and measures from this.
- ▶ Rethink your communication: how are both women and men addressed? Contents, images, text.
- ▶ Planning decisions should reflect a gender-sensitive balance of aesthetics, functionality and social message in space.

## 5.2

### Key points of departure for integrating gender mainstreaming aspects into the organisation of urban design competitions

*Development of general urban design targets:* the strategic visions and objectives for the respective development area must be formulated by taking account of gender-relevant quality characteristics (explained in greater detail in Chapters 2.3 and 3).

*Compilation of competition documents:* the competition documents should clarify the effects of the urban design targets on different user groups. Thus the documents should contain corresponding information about the social conditions and gender-specific quality criteria to be taken aboard (also see example on this page) and should use gendered language.

*Preliminary evaluation of competition entries:* the evaluation criteria for the preliminary evaluation and the jury should be tested for their gender relevance and supplemented where necessary. Specific test methods may be used for this purpose (see p. 58f.).

*Jury composition:* the jury should include gender planning experts.

## 5.3 (Preliminary) evaluation of urban design concepts or master plans

Concrete lists of criteria fine-tuned to the specific requirements of a competition significantly facilitate the evaluation of equal opportunities for different user groups as afforded by the individual entries. By way of example, the following overview offers two lists of criteria and three methods to visualise individual criteria.

### List of criteria for the preliminary evaluation of competition entries, shown for the Nordwestbahnhof project

Criterion	Remarks
<b>Walkable route network</b>	
Avoidance of barriers (maximum block length 150 m)	
Potential for small-scale zones to rest and linger in	
Short distances between residential blocks and public open spaces (under 400 m, 400-600 m, over 600 m)	
Short distances between residential blocks and social infrastructure/campus (under 400 m, 400-600 m, over 600 m)	
Short distances between residential blocks and public transport stops (under 400 m, 400-600 m, over 600 m)	
<b>Subjectively perceived safety and security</b>	
Clearcut organisation of route structure	
Focusing of central functions (shops, social infrastructure, etc.)	
Avoidance of main axes crossing unpopulated areas (at night) and underpasses	
<b>Quality of public and semi-public open spaces</b>	
Small share of continuously shaded open spaces	
Adequately sized semi-public open spaces for children's playground, including distance spaces	
Boundary between semi-public and public open spaces	
Open spaces for noisy types of use (e.g. by young people) available	
Functional variety of open spaces	
Good usability, compact configuration	
<b>Quality of housing space</b>	
Remarks regarding wing depth (maximum wing depth)	
Remarks regarding building heights	
<b>Quality of social infrastructure</b>	
Campus model (reference extension: 12,000 sq m)	
Spatial link to public open spaces	
Short distance to public transport stops	
Minimal barrier effect of site	
Siting proposals for nursing care facilities	
Siting proposals for additional kindergartens, schools, etc.	

Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

For the development of the Donaufeld Target Area in the 22nd municipal district, three studios were commissioned with the preparation of fundamental concepts for the new urban quarter. The gender sensitivity of the entries was evaluated and compared with regard to mixed-use approaches, good (barrier-free) accessibility, density and social mix, utilisation quality of dwellings and housing environment as well as utilisation variety and safety of open spaces. For this purpose, test questions containing target group-specific aspects were developed (regarding suitable test questions, cf. Chapter 3).

### Documentation of the evaluation of (competition) entries, shown for the Donaufeld project (abridged)

Thematic area	Project A	Project B	Project C
<b>Mixed uses/accessibility</b>			
Does the project provide for mixed uses (location within the area)?	<i>Largely residential use, offices, small/retail shops along Donaufelder Strasse and Dückegasse (combined with housing)</i> <i>Central zone with cultural facilities, special housing typologies (senior citizens), youth centre, school campus and medical centre at the heart of the area, additional bars/restaurants, market square</i>	<i>Mixed-use focus in "core zone" (centre of development area) and along Donaufelder Strasse</i> <i>Public cultural functions (campus, medical centre, ground-floor premises, shops and service providers) in core zone</i> <i>Mixed-use combinations (work, housing) also distributed across the area; ground-floor zones to feature shops/service providers (except for southernmost section)</i>	<i>Mixed use along Donaufelder Strasse, Dückegasse and "activity spine" (public transport, cycleway/footway circulation axis across the area), no residential use of ground-floor zones in the entire urban development area (retail shops/service providers, ... possible) defined as objective</i>
Situation of infrastructure facilities within the area	<i>Central zone with cultural facilities, special housing typologies (senior citizens), youth centre, school campus and medical centre, market square at the heart of the area</i>	<i>Core zone with cultural facilities, school campus and medical centre at the heart of the area</i>	<i>Campus (in western section) docked along "activity spine"; local public life to be located along this development axis and thus linked to the environs</i>
Are the infrastructure facilities of the area accessible by public transport, on foot or by bicycle?	<i>Footways and cycleways provided along green axes with north-south orientation, links to residential zones and central zone (west/east relation to be optimised in southern section). Centre accessible by tram line 25</i>	<i>Goals: "city of short distances", dense network of footways, cycleways, maximum distance 50 m, core zone easily accessible by tram line 25, footways and cycleways</i>	<i>Facilities with public transport, cycleway and footway network planned along "activity spine"</i>
Are green and open spaces safely accessible?	<i>Footways and cycleways provided along green axes with north-south orientation, links to residential zones</i>	<i>Optimised linkage of footway and cycleway network to green spaces planned</i>	<i>Split into two green axes, 300 to 350 m distance from boundaries of development area, motorised individual traffic to be reduced in the area, hence dense footway and cycleway network planned</i>
Can everyday activities be combined with the use of playgrounds or sports grounds?	<i>Due to the intended siting of retail shops along the boundaries of the development area, relatively long distances (route shopping/school/home) result above all for the southern section; however, 2 green axes make circulation relatively simple, without major detours.</i>	<i>Functional links are easily attainable in the western section; in the eastern section, links will depend on the appointments/utilisation of ground-floor zones; largely residential use in south-western section; however, links are possible due to short distances to the centre and the green spaces.</i>	<i>As a result of the intended siting of infrastructure and mixed-use facilities within the development area and not only along Donaufelder Strasse/Dückegasse as well as due to short distances to green axes, a combination is possible and should be followed up as a planning goal.</i>

Source: MA 21B

## Evaluation of suitability to accommodate everyday needs of users

In 2006, the development of a master plan for aspern Vienna's Urban Lakeside in the 22nd municipal district was chosen as a gender mainstreaming pilot project by MA 21B in its capacity as the municipal department in charge of land use planning. An "everyday route check" was developed to evaluate the suitability of the master plan for the everyday needs of different users. Visualisations enable also non-planning experts to understand the daily routines of a variety of user groups.

### Everyday route check to evaluate the suitability of an urban design master plan to accommodate users' everyday needs, shown for aspern Vienna's Urban Lakeside

The everyday route check gives a practical overview of the daily distances travelled by various target groups. The method is based on the distribution of uses and the respective siting of residential zones, parks and sports grounds, schools and kindergartens, public transport stops and potential zones for shops/service providers sketched in the master plan. To visualise eight different everyday trip patterns, fictitious biographies with typical daily routines and trip chains are developed (see below). The illustration (right) visualises the trip chains of working adults with caregiving tasks for four different residential locations. The trips necessary from each residential location to reach the kindergarten, the workplace, the nearest shopping outlet and the park are shown.



#### Target group-specific everyday trip patterns

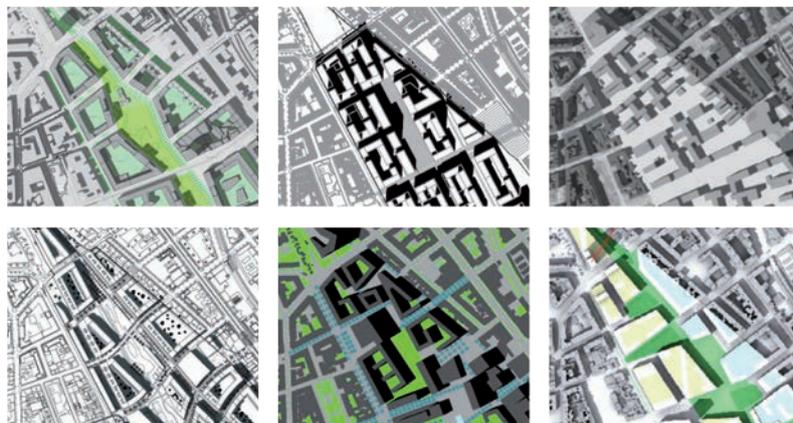
Working adult, caregiver	<i>Flat – kindergarten – workplace – shopping – flat – park – flat</i>
Working adult, caregiver (night job)	<i>Flat – shopping – flat – park – flat – workplace – flat</i>
Working adult, no caregiving tasks	<i>Flat – Underground (to go to work) – flat – restaurant/café – flat</i>
Young person, interested in sports	<i>Flat – secondary school – flat – park – skatepark – (trendy) sports grounds – flat</i>
Young person, interested in shopping	<i>Flat – secondary school – flat – park – shopping – flat</i>
Student	<i>Flat – university – sports grounds – flat</i>
Child (unaccompanied)	<i>Flat – primary school – flat – park – flat</i>
Retiree	<i>Flat – shopping – flat – park – flat</i>

Source: Gutmann Raimund, Neff Sabine (2006): Gender Mainstreaming im Stadtentwicklungsgebiet Flugfeld Aspern, Salzburg/Vienna

## Quality evaluation of semi-public open spaces

Sunlight incidence/shading is a central quality criterion of open spaces. For this reason, shading acts as an indicator of the appropriateness of building heights. While e.g. shade is experienced as pleasant in the hot summer months, sunny open spaces are considered desirable during spring and autumn. This calls for corresponding building configurations. Shading in midsummer can also be ensured by means of adequate furnishings and plants – however, partial sunlight incidence in open spaces is dependent on the design of the surrounding buildings. Shade planning helps to obtain an overview of the extent to which a site is shaded by the surrounding buildings. This also provides an idea of the configuration quality of the open spaces of a project.

### Shade planning to assess the usability of open spaces, shown for the Nordwestbahnhof project



Competition entries



Uniform visualisation of shade planning concepts  
(green = sunlit open space adjacent to block, blue = shaded space)

The competition for the development of an urban master plan for the Nordwestbahnhof site required participants to submit a shade planning concept to assess the quality of the proposed open spaces around residential buildings. The extent of shading on a specific day (10 April, 3 p.m.) was to be visualised. The illustrations above show details of the concepts submitted. The preliminary assessment provided a uniform overview of the shading of semi-public open spaces (see illustration below). The comparison of the visualisations threw quality differences between the dimensions, configuration and degree of shading afforded by the proposed open spaces into sharp relief. The shade planning concepts proved very useful for the discussions of the jury and developed into a decisive criterion for the awarding decision.

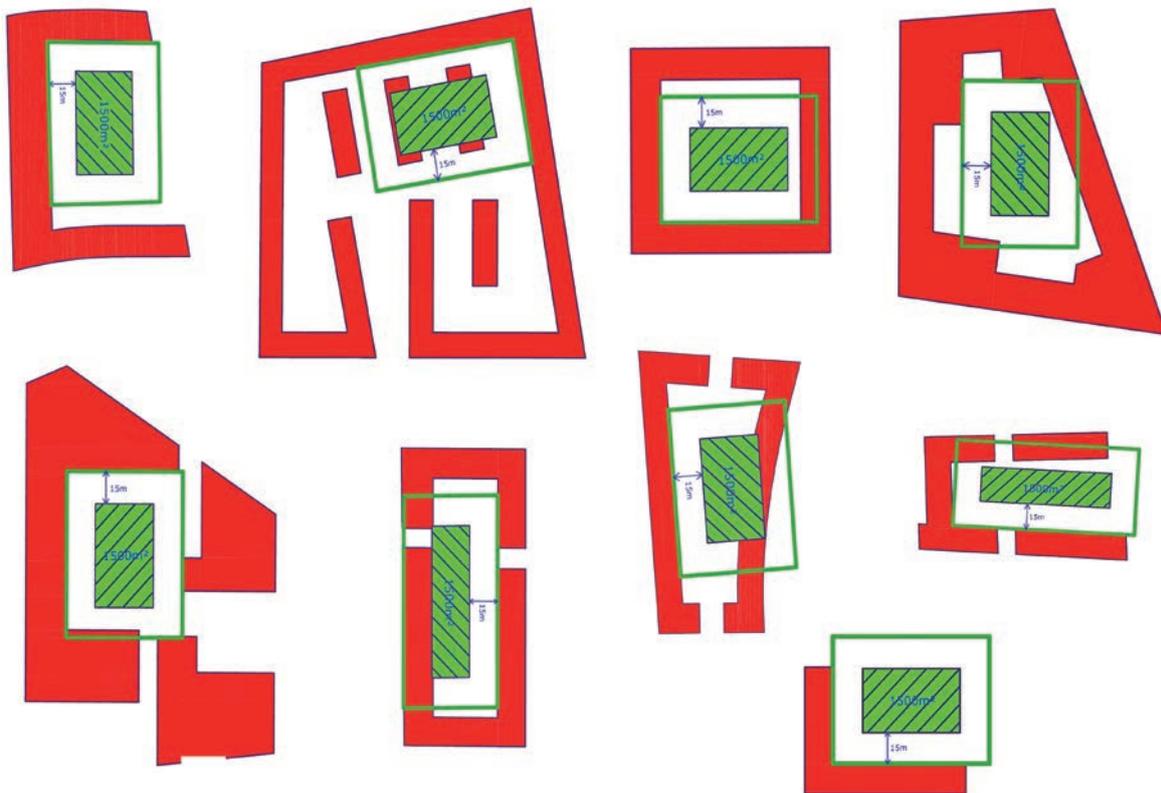
Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women 2009, MA 21A

## Evaluation of spatial potential of school and kindergarten sites

Test siting is a suitable instrument to evaluate the urban structures proposed by individual competition entries for the locations allotted by them to kindergartens and annexed open spaces.

### Evaluation of open spaces required for a kindergarten in connection with the block structure, shown for the Nordwestbahnhof project

The assessment prior to the master plan competition for the Nordwestbahnhof project examined whether the block structures proposed by the individual competition participants allowed for the accommodation of a three-group kindergarten with correspondingly sized open space. One continuous open space of 1,500 sq m with a stipulated minimum distance of 15 m from the adjacent buildings was stipulated. This space was then inserted into the largest of the blocks proposed by the different entries. The visualisation shows the graphic implementation of this evaluation method.



*Test siting of a 1,500 sq m open space at a distance of 15 m from the adjacent buildings, inserted into the blocks proposed by the individual competition entries*

## Safeguarding qualities for the further planning process

## 5.4

Safeguarding that the qualities and targets laid down in master plans will be taken account of throughout all planning steps is decisive not only from the viewpoint of gender mainstreaming. Attaining this goal is contingent on the concrete definition of all requirements and the use of corresponding instruments of quality assurance. Above all planning principles that are difficult to embody in the land use and development plan as statutory provisions can be transferred into the project planning and implementation phase by means of parallel quality assurance measures.

### Quality assurance for the further planning process, shown for aspern Vienna's Urban Lakeside



#### Embedding quality within the organisational structure

To translate the master plan into reality, the land owners established the development company Wien 3420 AG. In addition, an advisory board was appointed to act as an interdisciplinary consulting body. In co-operation with the City of Vienna, this helps to ensure that the quality standards set during the planning process will be adhered to during implementation as well.

The instruments of quality assurance are based on four pillars: (1) the land use and development plan as the statutory provision level, (2) development guidelines that are developed for each lot to describe requirements from the qualitative angle and are binding on future developers upon signing of the respective contracts, (3) project selection and monitoring, and (4) the advisory board to safeguard that location development decisions will be motivated by objectively justified criteria.

The master plan defines the following requirements for future product and process qualities:

- *Participation: especially where maximised and at the same time differentiated social accuracy of decisions is at issue, the early involvement of clients and persons concerned is essential, both to determine needs and potentials for conflicts and to foster a sense of community and social responsibility.*
- *Co-operation and horizontal orientation: gender mainstreaming is a cross-sector issue that calls for networked thought and action. New ways of joint and interdisciplinary handling of questions are to be enabled by suitable organisational structures.*
- *Gender know-how: the available, continuously evolving body of know-how and experience regarding all aspects of gender mainstreaming should effectively inform all planning and implementation processes. The staffing of juries and advisory boards or the organisation of gender-specific pilot projects could take account of this requirement.*
- *Monitoring and evaluation: the effects of the plans and measures implemented to create equal opportunities and fairness for all user groups in everyday life should be documented in a monitoring process that continues the gender mainstreaming pilot project for the former Aspern Airfield and then is comprehensively evaluated roughly every three years. The findings of this monitoring and evaluation are to be fed back into the planning work for the next development stages so as to allow for suitable corrections and adjustments.” (MA 21B, 2007, p. 127)*

# **6 Gender mainstreaming in land use and develop- ment planning**

## **Contents:**

**6.1 Planning situations and possibilities of influencing land use and development plans**

**6.2 Thematic areas and examples of the legal embodiment of gender-relevant aspects**

## Gender mainstreaming in land use and development planning

## 6

Stipulations in land use and development plans are a key prerequisite for the implementation of many gender-relevant quality criteria to ensure essential spatial-structural frame conditions. At the same time, excessive restrictions of the leeway for design and creation must be prevented to avoid negatively impacting implementability. The frame conditions governing each planning project are thus decisive for reconciling binding regulations with other instruments of quality assurance, e.g. ownership and participation structures, possibilities of the City of Vienna to influence implementation processes by means of agreements under private law, etc.

“Not every provision laid down in a master plan needs to be regulated on a legally binding basis. By the same token, it would, however, be a sign of negligence to forgo binding and reliable regulations in favour of informal agreements.”

*(Scheuven Rudolf et al., 2010, p. 51)*

### Planning situations and possibilities of influencing land use and development plans

### 6.1

Depending on the project, processes, participants and frame conditions often vary quite markedly. It must hence be decided on a case-by-case basis which gender objectives identified in superordinate plans and considerations can be safeguarded or at least decisively favoured by means of legally binding stipulations in the land use and development plan.

If close co-operation with land owners, developers and/or project promoters is already in place in the superordinate exploration and planning processes, it may be possible to attain quality agreements that are highly binding. This also allows for agreeing on issues where the land use and development plan offers no satisfactory solution. In particular, detailed provisions in the land use and development plan to safeguard gender qualities are important if dialogue-oriented planning processes are impossible due to the specific composition of the involved parties or if such processes have not entailed reliable commitments.

Moreover, it must be made sure that sufficient leeway is granted for concrete architectural design and detailed planning. Suitable measures such as stipulating a maximum gross (or net) floor area can, however, stave off excessive condensation in project implementation, as this often has negative consequences for open spaces (e.g. reduction or potential overexploitation). In subsidised housing construction, the City of Vienna evaluates the quality of the plans when the respective project is submitted for housing subsidies; this allows for the assessment of desired gender qualities such as the design and appointments of open spaces and play areas. The concrete design of open spaces likewise harbours possibilities for intensifying gender qualities.

## Different planning situations and approaches to safeguard gender mainstreaming

The approaches employed to implement gender mainstreaming vary depending on the size and objectives of concrete planning projects.

### **Large-scale urban development projects**

In the case of large-scale urban development projects, the gender-relevant functional and design qualities are ideally determined in the course of a master plan process (cf. also Chapter 5). If the group of participants involved in the project is suitably motivated, this will result in a high degree of commitment to translate these qualities into reality. The necessary special expert opinions and assessments as well as information, discussion and participation processes are integrated into the master plan process and substantively transposed into the land use plan (cf. process description of the Executive Group for Construction and Technology relating to urban development projects requiring prior land use designation – “Stadtentwicklungsvorhaben mit Widmungserfordernis”).

### **Significant upgrading of individual sites in developed urban areas**

In case of site upgrading in already developed urban areas, the land use and development plan is as a rule preceded by an urban design or architectural planning competition or an expert opinion procedure. Thus gender-relevant issues should be approached already before the tender proper and then become part of the overall planning task.

### **Structural additions or changes**

Structural additions or changes usually fill gaps in already existing urban structures. As a rule, an urban design idea competition is organised as the basis of the land use and development plan. Here, too, it is recommended to consider gender-specific aspects already when planning the idea competition.

### **Small-scale adaptations combined with area assessment and structure-improving measures**

In this case, the wish to adapt local, small-scale (plot-specific) conditions provides an occasion to examine larger zones so as to assess whether valid legal provisions are still in line with current goals or whether structural problems can be identified. Except for very complex or severe problems, this normally does not require any specific ex-ante evaluations or complicated processes; as a result, (internal administrative) preliminary considerations to embody gender-relevant quality criteria are important.

## Thematic areas and examples of the legal embodiment of gender-relevant aspects 6.2

Starting from the objectives and quality criteria of gender-sensitive planning (see Chapter 3), the land use and development plan can embody legally binding and decisive qualities to promote gender mainstreaming in particular with regard to such thematic areas as urban design (see p. 34 f.), development of local centres (see p. 37 f.), social infrastructure (see p. 39 f.) as well as private (see p. 43 f.) and public open spaces (see p. 46 f.).

On the basis of three thematic focuses – high-quality architectural and utilisation structures, access and circulation quality, and social infrastructure –, the following section draws on innovative examples of practical land use and development planning to highlight various possibilities to operationalise these objectives and translate them into legal frame conditions for site development.

### **High-quality architectural and utilisation structures**

High-quality architectural and utilisation structures geared to the requirements of everyday life are made possible by space creation supporting a clear demarcation of public and private spaces as well as by a mixed-use approach.

The use of ground-floor zones is assigned particular importance. Land use and development plans can create favourable frame conditions to establish shops and service providers in such premises, e.g. by prohibiting access/exit passages for cars. The size, share and configuration of open spaces can likewise be controlled via land use and development plans.

### **Access and circulation quality and public space**

Safeguarding public access and the supply with public spaces is another key quality criterion. Land use and development plans allow for the stipulation of numerous qualities such as the basic access and circulation system, but also of dimensions or details of open space appointment such as lines of trees.

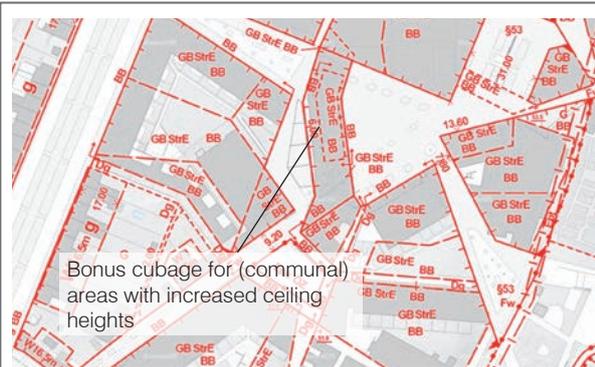
### **Social infrastructure**

Land use and development plans allow and in fact require the siting of key social infrastructure facilities such as educational establishments, schools and kindergartens, but also the creation of structural and architectural prerequisites for integrated solutions.

## High-quality architectural and utilisation structures

Incentives must be created (or prohibitions decreed) in order to promote space creation and mixed-use solutions. In particular, regulations for mixed-use control (e.g. the provision of “bonus cubage”) and the creation of frame conditions for establishing mixed-use structures (e.g. by designating mixed-use development zones) or concrete space creation targets have proved useful in this respect.

### Examples of frame conditions established to promote space creation and mixed-use structures



#### Kabelwerk – Bonus cubage for communal spaces

Ground-floor use, mixed-use structures and the creation of communal facilities were fostered on the Kabelwerk site by means of “bonus cubage”. Thus the planning documentation stipulates as follows: “Moreover, cubage up to a maximum of 12,750 cubic metres is admissible in this zone for:

- cubage resulting from ceiling heights in excess of 2.8 metres;
- cubage resulting from the construction of circulation spaces (staircases, corridors and connecting routes) whose dimensions (surface, height) exceed the statutory provisions under Art. 106 of the Building Code for Vienna.

The entire cubage to be thus built is reserved for the creation of shop premises or communal facilities serving commercial, social, cultural, health- or sports-related purposes.” (Planning document 7337K)



Ground-floor utilisation



Laundry room



Bicycle storage room

Source: MA 21A, MA 21B

**Examples of frame conditions established to promote space creation and mixed-use structures**



**Aspern Vienna's Urban Lakeside – Space creation and ground-floor use**

In Aspern Vienna's Urban Lakeside, space creation is fostered by the building typology, which resembles perimeter developments. Since the density of use varies even within one lot (it is higher in the areas facing the street than in those facing the courtyards), the buildings are oriented more strongly towards the streetscape. Prohibiting entrance and exit passageways for vehicles along the building fronts facing the street promotes the establishment of (commercial) ground-floor utilisation.



**Brunnenmarkt – Legal embodiment of residential/commercial mixed-use structures**

In Brunnengasse, an integrated location for a food store was stipulated according to Art. 4 of the Building Code for Vienna. The planning document defined this mixed-use location as follows, "In the areas marked BB8, a maximum of 30% of the actually built usable aboveground floor space inside buildings shall serve commercial purposes." (Planning document 7254K)



**Ottakringer Brauerei site – Mixed-use and quality upgrading of housing environment**

Even in an existing (Gründerzeit) context, it is possible to realise development projects that set accents improving the quality and suitability of these buildings and open spaces for everyday use. When the above areas were vacated in Vienna's 16th municipal district due to the relocation of the Ottakring brewery, the planning procedure aimed to upgrade the housing environment and the mix of different uses (shops, production sites, housing) in the project area.



Ground-floor use

Improvements were achieved in a variety of ways. Thus the perimeter development typical of the surrounding zone was adopted; the continuation of Arnehtgasse was opened to pedestrians, the construction of a (toddler) playground was embodied in the land use and development plan, and parts of the site were designated for mixed use.



Playground and public passageway

## Access and circulation quality and public space

Land use and development plans offer various possibilities to safeguard high-quality, continuous and public access to a project and to ensure its adequate supply with public and green spaces. Areas under Art. 53 of the Building Code for Vienna are governed by the stipulation that the owners are responsible for constructing and maintaining circulation areas. Circulation areas defined under Art. 53 must largely serve the purpose of providing access to the adjacent lots.

According to Art. 5 para. 4 of the Building Code for Vienna, the development plan may define public passageways for pedestrians and vehicles that must be not built up or blocked. However, public passageways are maintained by the municipal districts.

Long-term preservation of open spaces is attained by suitable designation (as leisure areas, protected areas).

Regarding the qualities of streetscapes, dimensions relating to sidewalk width or cross-section elements such as lines of trees may be bindingly stipulated as well.

### Examples of safeguarding public circulation and supply with public open spaces

LAND USE PLANNING

Areas under Art. 53 to ensure public circulation routes and adequate supply with public open spaces

Ensuring open spaces by designating them as protected parkland

Combination of public passageways and areas under Art. 53 to ensure public circulation routes

**Mautner-Markhof-Gründe – Central public square**

When developing the Mautner-Markhof-Gründe project, the developers co-ordinated their activities to ensure publicly accessible circulation routes and adequate supply with public open spaces. To create an attractive central square with good atmospheric quality, it was decided to have this space designed by one developer, with the costs to be subsequently split among all parties. The implementation was stipulated bindingly in the land use and development plan by defining this portion of the site as “areas under Art. 53”.

**Viertel 2 – Public circulation routes for pedestrians**

Ensuring a public and comprehensive circulation route for pedestrians was implemented in the Viertel 2 project by means of a combination of “areas under Art. 53” and “öDg” (public passageways). In addition, the central park was sustainably protected by designating it as “Spk” (protected parkland).

Source: MA 21A, MA 21B

## Social infrastructure

The foundation for integrating social infrastructure into the spatial structure is laid at the level of the land use and development plan. It is thus possible to both define individual sites and to create the structural and architectural preconditions for integrated solutions.

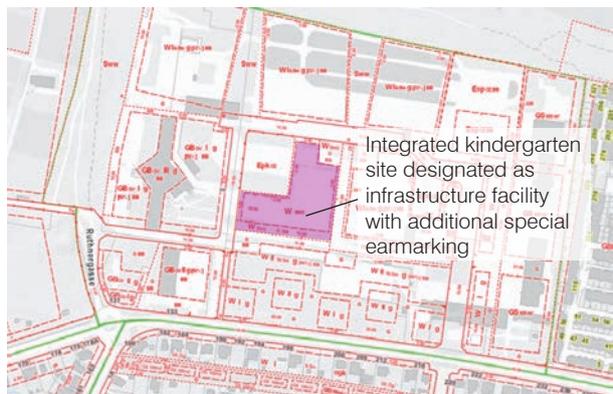
### Examples of safeguarding social infrastructure

In addition to the standard designation of areas for a school or kindergarten as “ÖZ” (public facility), there also exist other possibilities for siting and legally embodying such institutions.



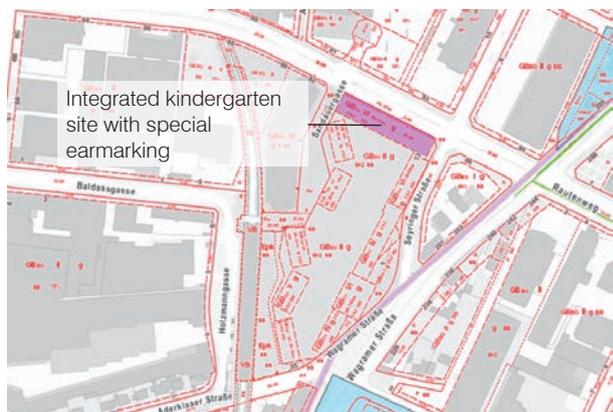
#### Sonnwendviertel – Independent education campus

An education campus is planned for the Vienna Main Station site in the Sonnwendviertel quarter close to Gudrunstrasse. In the land use and development plan, this project was assigned a special plot designated as an infrastructure zone under Art. 77 para. 4 lit. c of the Building Code for Vienna and as an “ÖZ” area. This means that the buildings erected on this site may only serve educational and childcare purposes.



#### Former OMV site – Integrated kindergarten

For the former OMV site on Gerasdorfer Strasse, a plot for an integrated kindergarten was set aside as an infrastructure facility specially earmarked and designated (for part of the floor area) according to Art. 77 para. 4 lit. c of the Building Code for Vienna. “Within the designated area, a six-group kindergarten including a multipurpose room and open spaces shall be built.” (Planning document 7876)



#### Brachmühle/City Gate – Integrated kindergarten

In the Brachmühle/City Gate development area, the plot for an integrated kindergarten was specially designated and earmarked (for part of the floor area) under Art. 5 para. 4 lit. z of the Building Code for Vienna. “In the areas designated as BB4, at least 800 sq m of the gross floor area shall be used for educational facilities for children and adolescents.” (Planning document 8007)

Source: MA 21A, MA 21B

# **7 Gender mainstreaming in public space planning**

## **Contents:**

**7.1 Design of streetscapes and public squares**

**7.2 Design of public parks and gardens**

## Gender mainstreaming in public space planning

7

Public space offers many aspects that tie in with the gender mainstreaming agenda. This is the place where numerous, competing forms of use often clash and diverse interests must be negotiated. In particular during the project development and implementation phase, a myriad of details are decided that strongly impact the everyday life of various user groups. Often it is these detailed solutions or apparently purely technical issues that harbour the greatest possibility to support (or complicate) everyday chores and family work. The instruments described below range from gender-sensitive analyses preceding actual planning and the consideration of gender mainstreaming in design competitions to the evaluation of target group-specific mobility patterns. The two focuses chosen here include the design of streetscapes and public squares and the design of public parks.

### Design of streetscapes and public squares

7.1

Everyday chores and family work are characterised by complex trip chains and walking mobility (see also Chapter 2). A gender-specific assessment of the modal split reveals that women and especially persons with caregiving tasks travel more often on foot or by public transport. However, this does not only include female and male homemakers. Rather, children, senior citizens and persons with special mobility needs, too, are dependent on an attractive and safe network of footways and cycleways, above all in the vicinity of the home, and on good accessibility by public transport. If the independent mobility of these groups is improved, this will in its turn facilitate family work and reduce the number of trips taken to accompany relatives.

Streetscape and square design with an eye to the needs of these groups is therefore of decisive importance for the ability of a city quarter to accommodate everyday life patterns.

#### Gender-sensitive basic evaluation to precede planning work

In recent years, the City of Vienna has developed several methods to assess and evaluate public space with regard to its qualities for different target groups. These surveys have ranged from analyses at district level to concrete projects. The methods thus developed help to capture the current status quo and (possibilities of) use of public space, but also look at target group-specific requirements. They provide an important decision-making basis for project managers and politicians, e.g. in setting priorities for measures or prior to actual project implementation.

Gender Mainstreaming pilot projects:

- „Gender Mainstreaming Model Districts“
- „Gender Mainstreaming Pilot District Mariahilf“ – “Stadt fair teilen” (Fair Shares in the City)

## Basic evaluation of public space at district level

With its footways, streets and squares, public space creates the pre-conditions for the proper use of urban quarters. Improving the (small-scale) mobility of pedestrians is essential for enhancing equality of opportunities in such quarters. However, the focus should not only be on concrete projects, but also on the interrelationship of a given site with its neighbourhood. The measures taken must be viewed in context with the surrounding pedestrian network. Thus it makes sense to systematically assess the status quo at district level, since a large part of the responsibility for public space design lies with the municipal districts. Concrete examples were implemented in the two projects “Gender Mainstreaming Model Districts” and “Gender Mainstreaming Pilot District Mariahilf”.

### Example of gender mainstreaming model districts

#### Transferring the quality criteria of the Transport Master Plan to the footway network of Mariahilf

In the context of the project “Gender Mainstreaming Pilot District Mariahilf – Fair Shares in the City” (“Stadt fair teilen”), the Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women commissioned a study that visualised the situation of pedestrian traffic in the 6th municipal district Mariahilf on the basis of the quality criteria of the Transport Master Plan. Starting from a detailed status quo overview at a scale of 1:500, comprehensive potentials for improvement on behalf of pedestrians were highlighted for the entire district. Moreover, pedestrian frequencies, important daily destinations and local knowledge were used to create a hierarchy of pedestrian routes that permitted establishing a priority of proposed measures. The following qualities and deficits of the pedestrian route network were comprehensively analysed for Mariahilf:

- ▶ Narrowing of sidewalks to 2.0 m
- ▶ Seasonal narrowing of sidewalks (e.g. due to street-side cafés)
- ▶ Narrowing of clearance spaces to less than 1.5 m in some spots
- ▶ Pedestrian passageways
- ▶ Parking slot regulations including additional information about sidewalk parking and temporary parking
- ▶ Building entrances/exits for vehicles
- ▶ Street-crossing aids, e.g. projecting or lowered sidewalks, raised carriageways and zebra crossings

To facilitate quality assessment, the additional following data were used as well:

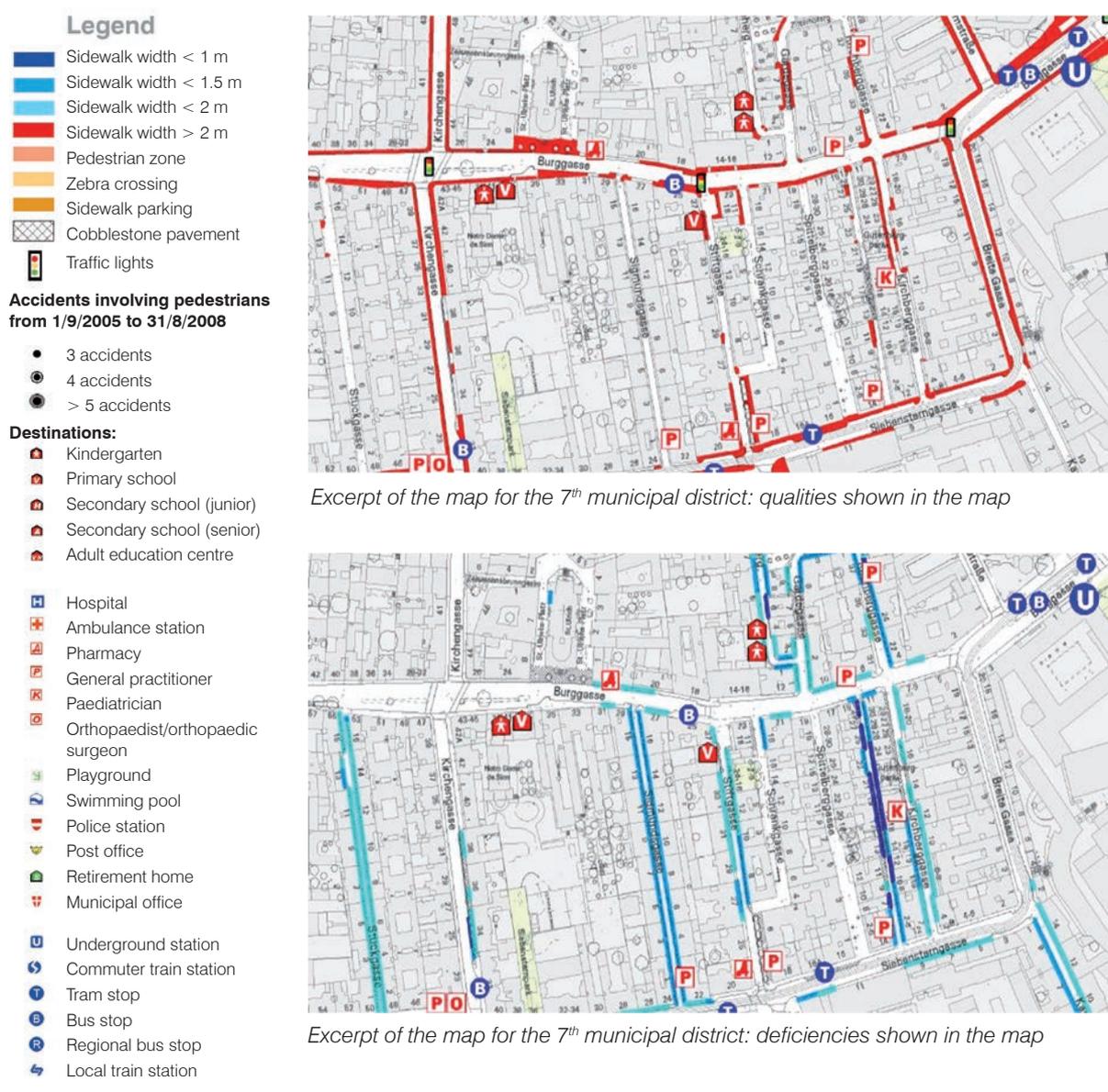
- ▶ Traffic lights: appointment with traffic lights, traffic signal programmes (data updated on-site were supplied by MA 46)
- ▶ Accidents involving pedestrians (data supplied by MA 46)
- ▶ Everyday destinations and facilities
- ▶ Pedestrian frequency data (data supplied by MA 46, with additional special counts by Area Renewal Office)

*Source: Käfer Andreas, Schragl Eva, Strigl Marina, Wiederin Stefan (2006): Gleiche Chancen fürs Zufußgehen im Gender Mainstreaming Pilotbezirk Mariahilf, MA 18 – Werkstattbericht No. 83, Vienna.*

## Example of gender mainstreaming model districts

In the context of the “Gender Mainstreaming Model Districts” project, GIS-based analytic maps were developed for all municipal districts of Vienna. These maps comprise both qualities and deficiencies of the respective footway networks. For example, the “network qualities” parts of the maps show sufficiently wide (projecting) sidewalks, while the “network deficiencies” parts inter alia feature too narrow sidewalks or accident danger spots for pedestrians. Important destinations within districts (public transport stops, social and healthcare facilities, etc.) provide information about expected pedestrian volumes and any special requirements. These district maps are a useful decision-making tool for planning footway networks at district level and support the setting of priorities for future measures.

The district maps are regularly updated by Municipal Department 18 (MA 18) – Urban Planning and Development and can be requested for internal use.



Source: MA 18, Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

## Functional and social space analyses in public space

Functional and social space analyses capture spatial, functional and social-spatial structures of public space. Space is understood as an expression of societal processes. Functional and social space analyses are to support the internalisation of different user perspectives by planners and decision-makers. They provide fundamental input for the preparation of planning work, competitions or refurbishments, capture and analyse existing forms of use, conflicts and pressures of utilisation, and employ socio-demographic investigations and qualitative methods to derive future user interests and development trends. Thus social processes can be integrated into planning work. By integrating different needs, the acceptance of plans and redesign projects is improved. Such differentiated analyses facilitate the targeted work with divergent interests and hence prevent potential future conflicts between opposing forms of use. The assessment of the consequences that upgrading and change processes in public space will have for different groups is simplified as well.

In the context of the social space analysis for Mariahilfer Strasse commissioned for the 6th and 7th municipal districts by Municipal Department 18 – Urban Planning and Development, structured in-depth visits to individual neighbourhoods and interviews with key personalities served to prepare user profiles of the visitors to this prime shopping street of Vienna. The focus was on groups that are relevant for public space use yet underrepresented with regard to public attention to their interests. Specific activities, typical hours of use, important destinations and points of attraction in the area reviewed, gender-specific differences and needs as well as desiderata with regard to open spaces were captured (partly on the basis of interviews) for each user group. The descriptions afforded by the user profiles offer crucial support in formulating refurbishment targets and facilitate the review of designs in line with qualities to benefit the individual groups.

### The following user groups were identified:

- ▶ Local residents
- ▶ Visitors from other districts of Vienna and from nearby Lower Austria
- ▶ Tourists
- ▶ Marginalised groups (beggars, homeless persons and punks were specifically considered)
- ▶ Children
- ▶ Adolescents
- ▶ Young adults
- ▶ Middle-aged persons
- ▶ Elderly persons

### User group description, shown for adolescents

*“Adolescents mainly frequent Mariahilfer Strasse in the late afternoon and early evening. For many young people from Vienna and Lower Austria, and in particular for girls, Mariahilfer Strasse is a meeting-point, a place to shop and spend their leisure time. They are attracted by the manifold shops; the side lanes above all cater to many different youth scenes. Often young people move in smaller or bigger groups, walk for awhile, stop at a street corner or Underground station, make phone calls, scan the shop windows, enter a café or fast-food outlet. During the day, entire forms of schoolchildren are no rarity. There is no single place along Mariahilfer Strasse that attracts a particularly high number of adolescent visitors.*

*Young men with a migration background from the surrounding (6th and 15th) municipal districts tend to avoid spending time on Mariahilfer Strasse because they do not want to expose themselves to the omnipresent consumption offerings or to youth groups from other districts, which might entail conflicts. They prefer to remain in their own neighbourhoods, where youth centres and similar facilities are located as well.” (Gungl et al., 2011, p. 27)*

Source: Gungl Barbara et al., 2011

### Example – Organisation of a functional and social space analysis

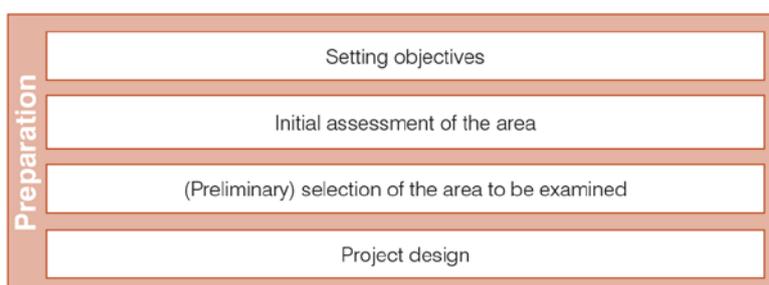
The experience made so far with pre-planning analytic processes permits deriving the following recommendation for a three-stage analysis structure and its realisation:

- Preparatory stage: strategic planning and preparation
- Implementation stage: data capturing, evaluation and interpretation
- Safeguarding of results: development of measures and dissemination

Successful implementation is contingent on the selection of the right methodology, sets of methods and target groups. The minimum standard for functional and social space analyses is the even and balanced consideration of four methodological pillars: interpretation of the available data and statistical secondary evaluations, mapping, observations, and talks/interviews. It is a defining characteristic of functional and social space analyses that the area investigated is explored by means of both quantitative and qualitative data and data-generating methods.

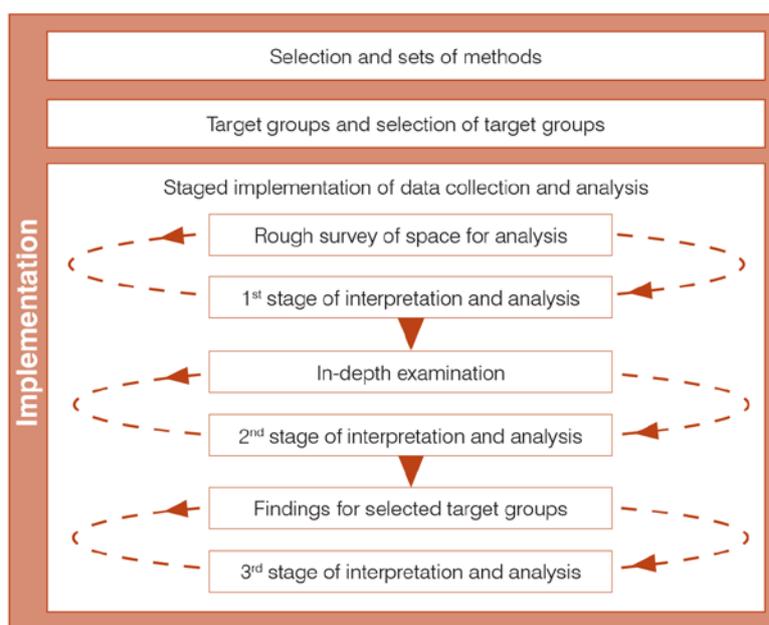
#### Stage 1 – Preparation

The objectives and questions to be analysed are formulated; a project (commission) is organised, and the study design is determined. The investigations required for these definitions are conducted. In a first round, the available knowledge regarding the area to be examined is collected. Process management is co-ordinated.



#### Stage 2 – Implementation

After the first round during stage 1, the social and physical structures of the environment and the utilisation structures of the public space to be analysed are captured in greater detail. The second focus during this stage is on the perspective of the residents and users of the area investigated. Planning-based and sociological, quantitative and qualitative survey methods are used. As the analysis progresses, decisions regarding the fields to be explored in greater depth (e.g. which user groups to analyse more deeply) as well as regarding a more concrete definition of the study design in the individual phases of data capturing and interpretation must be taken.



#### Stage 3 – Safeguard results

The results of the analysis are translated into recommendations and concrete measures. These must be processed in differentiated fashion depending on the individual groups and areas of action identified and then transposed into subsequent planning and project development steps.



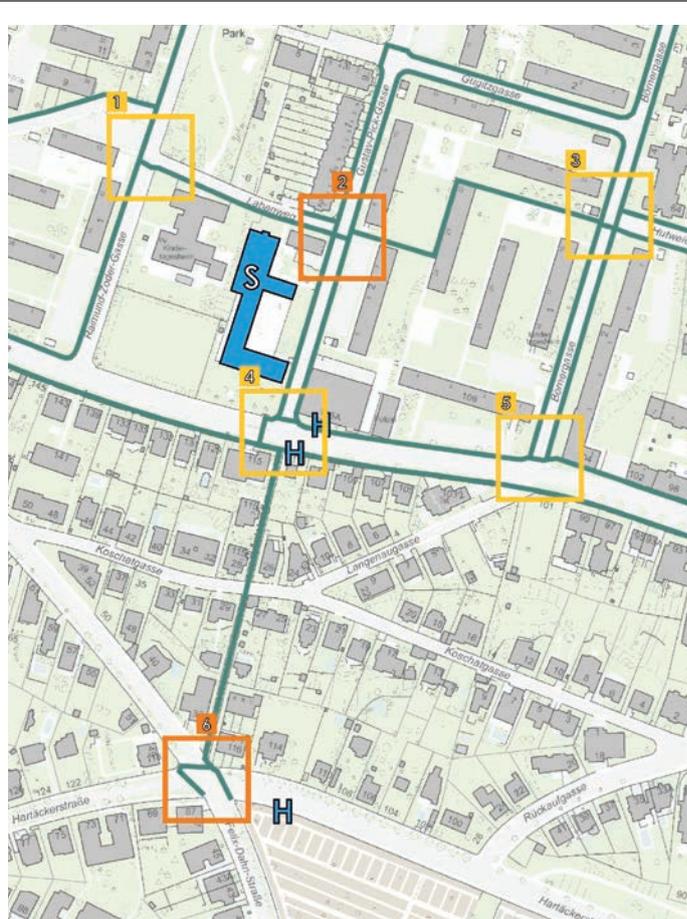
Source: Damjanovic Doris et al., 2012

## Target group-specific analyses and processing of findings

Signposting barrier-free alternatives to obstacles such as flights of stairs is another example of target group-specific data capturing and practical application.

The analysis of mobility patterns of individual user groups is important for many planning projects, especially if conflicts between competing utilisation needs and demands must be identified and clarified. Conducted before planning proper sets in, target group-specific analyses create awareness of the needs of certain user groups and hence facilitate the subsequent evaluation of the advantages and drawbacks of measures. For PR measures, too, target group-specific data processing is well suited, as it allows for highlighting certain aspects of a planning measure on behalf of a user group. The chosen method of dissemination and communication can also be adapted to specific groups.

### Target group-specific analysis and communication, shown for school route maps



School route maps are a good example of how to foster the independent mobility of children and adolescents. These maps are compiled for all primary schools in Vienna by Allgemeine Unfallversicherungsanstalt (AUVA, General Accident Insurance Institution) and Municipal Department 46 (MA 46) – Traffic Management and Organisation with the support of the Municipal District Offices.

School route plans comprise a map of the environs of the respective primary school and visualise recommended routes (in green) and danger spots (in yellow, orange or red, depending on the risk level). Photos complement the maps. Schoolchildren are given these maps in the course of their lessons. Suggestions for safe travelling to and from school and potential dangers to avoid can be ideally discussed on-site with the children.

Moreover, the survey data are used by the municipal districts and the administration as a basis to defuse danger spots along school routes.

The illustrations show the example of the primary school in Krottenbachstrasse 108 in the 19th municipal district.

**S** Your school  
**H** Important public transport stops  
 — Recommended route to/from school  
 Danger spots:  
 4 (Yellow box) 4 (Orange box) 4 (Red box)

5



6

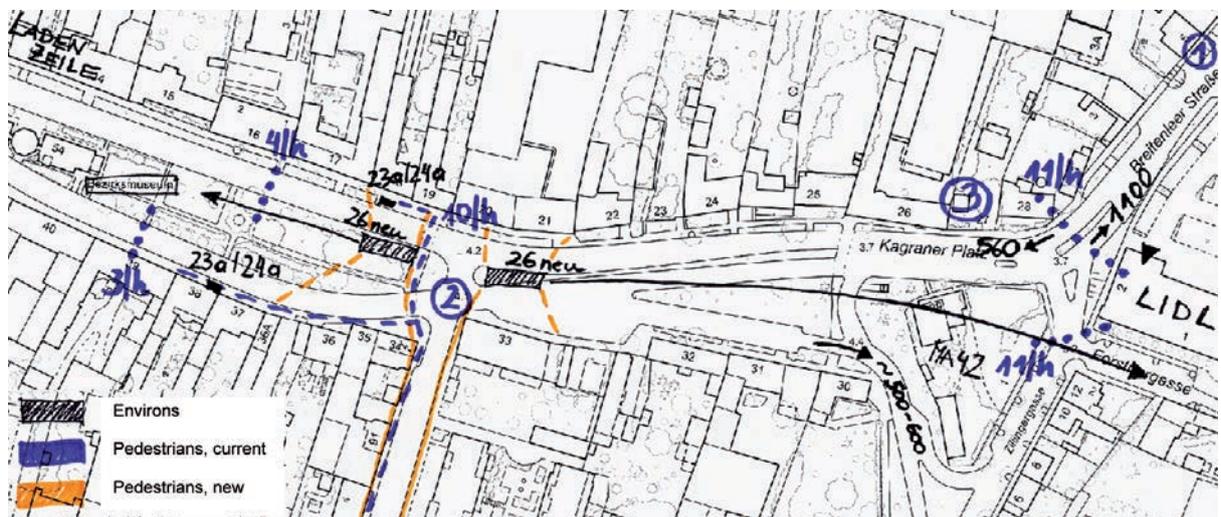


Source: All school route maps can be downloaded from [www.auva.at](http://www.auva.at).

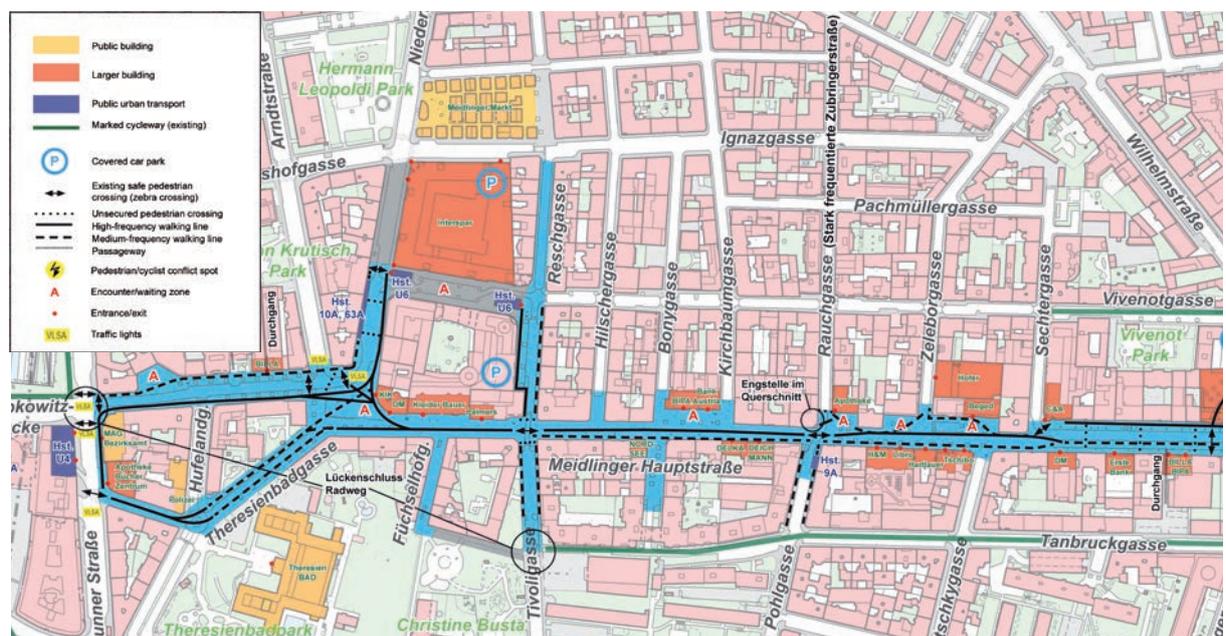
## Target group-specific streetscape analyses by means of functional diagrams

Municipal Department 28 (MA 28) – Road Management and Construction and Municipal Department 46 (MA 46) – Traffic Management and Organisation have developed functional diagrams for streetscape projects selected for gender mainstreaming pilot purposes. The status-quo plan of the pilot area highlights key destinations and facilities essential for everyday trips: public transport stops, public buildings and larger shops as well as their entrances, waiting areas, traffic lights, zebra crossings, facilities for bicycles or larger car parks. Existing secure pedestrian crossings and desire lines based on observations or counts are captured and likewise entered into the functional diagram. Potentials for conflicts between individual transport/traffic modes are added to the diagram as well. Functional diagrams permit deriving important information to serve as a basis for future projects and allow for the development of target group-specific measures to support the different street space users:

- ▶ What desire lines for pedestrians can be supported (e.g. by means of architectural/structural measures: paving pedestrian shortcuts, removing obstacles, raising carriageways at crossings)?
- ▶ Where can gaps in the pedestrian/bicycle route network be closed?
- ▶ Where are wider or projecting sidewalks, etc. called for (e.g. in front of schools and other public institutions)?



Example of a functional diagram for Kagranner Platz, a square in the 22nd municipal district, for internal use of the Vienna City Administration



Example of a functional diagram for Meidlinger Hauptstrasse, a shopping street in the 12th municipal district, as a supplement for a competition tender

PUBLIC SPACE

Source: Gruber Sonja et al. 2010, MA 28

Gender mainstreaming pilot projects (selection):

- 1050 Vienna, Bräuhausgasse
- 1120 Vienna, Khleslplatz
- 1120 Vienna, Meidlinger Hauptstrasse
- 1170 Vienna, Elterleinplatz
- 1210 Vienna, Strebersdorfer Strasse
- 1220 Vienna, Kagraner Platz
- 1230 Vienna, Endresstrasse

## Assessing the effects of measures for different user groups

The distribution of public space – a limited resource – among different user and mobility groups is a central issue of streetscape planning. The decision of how much space to allocate to which group must be taken in informed fashion and in conjunction with superordinate planning objectives. The effects of the planned measures must be rendered transparent and assessed already at the outset of the planning process, when the leeway for action and decision-making is still wide.

### Assessing the effects of measures, shown for the gender mainstreaming checklist for streetscape planning

In the context of the gender mainstreaming pilot projects, MA 28 and MA 46 subjected streetscape designs and plans to a gender check. This checklist looks in depth at the qualities of the planned project vis-à-vis the status quo and demands clarifications if quality standards are not complied with in the design. The following aspects are part of the checklist:

- ▶ **General information:** important facilities and destinations in the vicinity, traffic count data (if applicable), accident blackspots and parties involved in accidents
- ▶ **Quality standards for pedestrians according to the Transport Master Plan:** pedestrian routes, minimum passage widths for sidewalks, measures to protect pedestrians in moving traffic, surfacing of sidewalks, deviations from direct walking lines, crossing aids, barrier-free access to public transport stops and important destinations
- ▶ **Quality standards for public transport according to the Transport Master Plan:** segregated tracks or bus lanes for public transport, station/stop design
- ▶ **Quality standards for bicycle traffic:** integration into main cycleway network, type of bicycle traffic facilities, bicycle parking options, cycleway surfacing
- ▶ **Quality standards for private motorised traffic according to the Transport Master Plan:** information about lanes and segregation of carriageways, parking slot regulations and parking slot overview, loading zones, surfacing of carriageways and parking lanes

**One central element of the checklist is the assessment of the effects of a given project on different user groups.**

**In all, the project's effects will be ... for the following user groups ...**

	positive	negative
<i>Pedestrians</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Cyclists</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Public transport users</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Vehicle drivers</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Parked vehicles</i>	<input type="checkbox"/>	<input type="checkbox"/>

**Remarks**

Non-implementable goals:

Reason:

Source: MA 28, MA 46

## Gender mainstreaming in public square design

Public squares are important places of communication and meeting-points in the city. They offer space for both interaction and lingering. Spots of massive integrative power for different population groups are characterised by a high degree of flexibility and open-ended design. Due to the variety of demands made on public squares (private vs. public interests, quality of movement vs. quality of ambience, noise vs. tranquillity), the design quality of public squares is essentially informed by the timely capturing of relevant user groups and their interests before planning proper sets in.

The quality criteria for gender-sensitive squares include good spatial organisation and structuring of the square, barrier-free design as well as easy and unproblematic accessibility for all users – in particular those who move more slowly and persons with reduced mobility – and a variety of offerings for different needs (for more details regarding this aspect, see Chapter 3).

In the context of the competition for the redesign of Christian-Broda-Platz in the 6th municipal district – a gender mainstreaming pilot project of Municipal Department 19 (MA 19) – Architecture and Urban Design –, a checklist for preliminary assessment was developed. Those aspects of the checklist that were not complied with by the winning project of the architects Beitzl and Wallmann were added in a project revision process. One of the target group-specific qualities demanded in this process e.g. included the provision of part of the seats and benches with backrests and armrests to make them easier to use by older and physically less fit persons.

### Gender mainstreaming pilot projects:

- 1060 Vienna, Christian-Broda-Platz
- 1230 Vienna, Liesinger Platz

For the redesign of Liesinger Platz (23<sup>rd</sup> municipal district), the competition participants were handed the below legend for the space utilisation concept to be submitted by them. This signalled clearly that user-specific perspectives on the square were to be given importance in the jury decision.

#### Legend for space utilisation concept

-  Orientation elements
-  Destination points
-  Walking lines
-  Visual axes
-  Barrier
  
-  Use of square (rest)
-  Use of square (movement)
-  Play equipment in public space (play on the go)
  
- User-defined special features (overlaps)
-  Accompanied children
-  Young people
-  Senior citizens
  
-  Public toilet

### Preliminary assessment of competition entries, shown for Christian-Broda-Platz

Criterion	Taken aboard in entry
Attention paid to direct walking routes on/across square	
Easy and unproblematic accessibility for users with reduced mobility	
Consideration of different activity interests and design of suitable zones	For young people For children and persons accompanying them For senior citizens
Communication-fostering arrangement of seats and benches	
Square can be used by several groups; cannot be monopolised by one single group	
Play equipment (play on the go)	
Barrier-free toilets and drinking fountain(s)	
Transparent visualisation of square functions with target groups in one utilisation concept	
Even, dazzle-free illumination along main walking routes	
Clearcut design of main walking routes; consideration of key visual axes	
Avoidance of potentially anxiety-inducing spaces	

Source: MA 19, Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

## 7.2 Design of public parks and gardens



Multigenerational play park in Meissnergasse (1220 Vienna)

Gender mainstreaming pilot parks:

- 1050 Vienna, Einsiedlerpark
- 1050 Vienna, Bruno-Kreisly-Park
- 1020 Vienna, Odeonpark
- 1020 Vienna, Danube Canal (Robertstiege)
- 1040 Vienna, Draschepark
- 1200 Vienna, Mortarapark

The gender-sensitive design of public parks in Vienna may be called an ideal-typical process for the implementation of gender mainstreaming in planning. Based on a scientific study of 1997, which found that girls tend to withdraw entirely from parks and public open spaces starting at age 10 to 13, the Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women initiated several pilot projects and also commissioned a number of studies. Due to the experience gathered during this pilot phase, several working groups in 2005 developed planning recommendations for the gender-sensitive design of public parks (MA 42, Executive Group for Construction and Technology 2005). Since 2007, these recommendations are part of Vienna's guidelines for park design, which are made available to all contractors of Municipal Department 42 (MA 42) – Parks and Gardens as a planning aid. They constitute an instrument that contributes significantly to establishing equal opportunities between different user groups in Vienna's public parks and gardens. In 2007, a study on gender mainstreaming in the design of parks and exercise offerings for elderly persons in public space was moreover carried out as well (cf. tilia 2007), placing an added focus on the diverse needs and possibilities to foster movement and exercise on behalf of older women and men.

### Example – Excerpt from the planning recommendations for the gender-sensitive design of public parks and gardens

<b>Spatial structure</b>	
<b>Networking of open spaces</b>	Spatial and functional networking of open spaces and popular gathering places of children and young people by means of urban design
<b>Footpath network</b>	The footpath network of the park enables visitors to walk around (circular route) and is integrated into everyday trips and walks (crossing options).
<b>Differentiated spatial concept</b>	Combination of smaller-scale and larger-scale sub-zones Combination of both functionalised zones and open-ended, flexible sub-zones for multiple uses
<b>Structuring into sub-zones</b>	Especially in case of high utilisation pressure, it is recommended to structure the larger zones of the park (e.g. areas for ballgames) into sub-zones to ensure their simultaneous use by several groups. In non-functionalised zones, focal points (e.g. seats) are important because they help less confident groups to stake a claim for appropriating the surrounding areas. Design of spatial boundaries
<b>Flexibility</b>	The facilities should offer flexibility and leeway for change (trends in leisure activities, space for temporary activities).

Source: MA 42, Executive Group for Construction and Technology, 2005

<b>Design of boundaries</b>	Zoning of the public open space by means of multifunctional boundaries that are also suitable for play
	By providing transparency, suitability for play and places for gathering and lingering, boundary design can foster or prevent interactions between sub-zones.
	Peripheral or transition areas between functionalised sub-zones should be usable for play, tranquillity, lingering and/or communication.
<b>Subjective feeling of safety/security</b>	
<b>Orientation</b>	Good visibility and clearcut organisation of footpath system
	Clearcut design of main footpaths (visibility inside niches, minimum distance of hedges and shrubs from path borders)
<b>Good visibility and social control</b>	Fostering frequency of use and enlivening main paths
	Visual axes creating links to lively areas (e.g. adjacent streets)
	Attractive, clearly designed park entrance zones
	Seating and lounge zones for adults (e.g. next to toddler playgrounds)
<b>Illumination</b>	Efficient lighting of main footpaths, key access routes and intensively used sub-zones
<b>Sanitary facilities</b>	Well-maintained and clean public toilets
<b>Senior citizens</b>	Protected, shady pockets with visual axes to more lively zones should be available for elderly persons.
<b>Activity range of girls</b>	
<b>Spatial and play-related offerings</b>	The overall spatial concept is to stimulate a variety of activities: <ul style="list-style-type: none"> <li>▶ Play (movement play, creative play, role play, games and exploratory play)</li> <li>▶ Sports games</li> <li>▶ Communication, meeting-points</li> <li>▶ Relaxation</li> <li>▶ Roaming, rambling, strolling</li> <li>▶ Childminding tasks</li> </ul>
<b>Areas for ballgames</b>	The design of ballgame areas should be as open and multifunctional as possible. Areas for rest and lingering must be provided in the peripheral zones of ballgame areas (for play, watching, communication).
<b>Configuration of play zones</b>	Taking account of interactions between different groups Areas designed to attract more girls (e.g. sports areas, volleyball court) should if possible be located within sight of the main gathering points of girls in the park (e.g. playground with equipment).
<b>Play equipment</b>	Use of multifunctional play equipment (to foster communication in addition to movement and motor skills) Use of integrative play equipment (the following should be jointly usable: bird's nest swings, carousels, climbing structures, water features, rocking plates, etc.) Provision of possibilities for "play on the go" (balancing beams or walls, sound elements, etc.)

<b>Furniture</b>	<p>Multiple pieces of furniture elements that are attractive for several user groups should be available.</p> <p>Seating of various types should be available and partly also movable (benches, chairs, wooden platforms, pedestals, low walls, chair/bench combos).</p> <p>A covered zone should be available in case of inclement weather and as a meeting-place or sheltered point.</p>
<b>Sheltered zones</b>	Sheltered zones should be available in quiet areas of the park.
<b>Exposed spots</b>	Exposed spots that grant a good overview of the park should be available (for meeting others, seeing and being seen).
<b>Recommended frame conditions</b>	
<b>Planning participation</b>	<p>When planning or refurbishing a public park, it is highly recommended to involve children and young people who will be regular park users.</p> <p>Gender-sensitive expert monitoring of participation processes</p> <p>Planning studios commissioned with park design should already be involved in the participation process.</p>
<b>Gender-sensitive work on-site</b>	Educational and pedagogical offerings (park monitoring services, mobile youth work, etc.) with a gender-sensitive approach
<b>Indoor meeting-points</b>	Additional special meeting-points and tranquil places for girls and boys close to the park (this must, however, not result in a curtailing of green spaces)

### Gender-equitable play areas in public parks, shown for Einsiedlerpark

“Ballgame cages” – usually square playing fields enclosed by fences of 4 to 6 m height – are a well-known feature of Vienna’s parks. It has been shown that these ballgame courts are mainly used by self-confident, older boys. Less confident groups (such as girls or younger boys) are rarely given the opportunity to play inside these enclosures, especially if utilisation pressure is massive.

Due to this experience, the architectural studio tilia designed a ballgame cage for Einsiedlerpark in the 5th municipal district of Vienna. Instead of one single enclosure, two playing fields are joined obliquely and partly separated by a multifunctional pedestal of 60 cm height. Fences to keep the ball inside the court are put up only where absolutely necessary. This spatial structure allows for different and simultaneous types of play and movement by several groups, since a third, playing field is created in the intersection of the two courts. In combination with the park monitoring service and accompanying organised play activities, this has created frame conditions that support girls in their equitable use of this park feature.



## Implementation of planning recommendations for the gender-sensitive design of public parks and gardens, shown for Rudolf-Bednar-Park



Layout of Rudolf-Bednar-Park  
(Hager Landschaftsarchitektur)



Ring-shaped bench



Public toilets in the park

The principles of gender-sensitive park design are taken account of in all projects of park creation or refurbishment in Vienna. An example of this approach is the creation of the new three-hectare Rudolf-Bednar-Park in the 2nd municipal district.

The design competition for this neighbourhood park was selected in 2008 by Municipal Department 19 (MA 19) – Architecture and Urban Design to serve as a gender mainstreaming pilot project. The preparations of the competition also comprised several workshops with MA 42 and other relevant actors (municipal district, association “Wiener Jugendzentren”, park monitoring services, etc.) to pinpoint the design objectives. The planning recommendations for gender-sensitive park design were an integral part of the tender documents and the preliminary evaluation for this international competition.

The winning project by the Zurich-based studio Hager complied with the requirements by proposing a differentiated and well thought-out zoning concept for the park with tranquil zones (“neighbourhood gardens”), sports zones and areas for play and exercise for all age groups. Moreover, a clearly structured footpath network, adequate visual axes and efficient illumination were included as well. A multifunctional plaza that is also partly shaded and covered as well as spacious multifunctional lawns provided additional important design features. The revised version of this winning project took further account of gender-sensitive planning criteria. Thus the footpath network was expanded to allow for circular walking routes in the park.

Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women, MA 42, 2009

# **8 Gender mainstreaming in housing construction and public service buildings**

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**8.1 Gender mainstreaming in housing construction**

**8.2 Gender mainstreaming in public service buildings**

## Gender mainstreaming in housing construction and public service buildings

8

The design of housing projects and public buildings is gender-sensitive if planning and implementation take equitable account of different life phases and life realities. The needs of residents and users of public buildings and their everyday lives are at the centre of all considerations. For housing projects, this e.g. means providing a wide range of flat typologies and layouts. Creating a functioning neighbourhood structure and sufficiently dimensioned private or semi-public (lot-related) open spaces likewise improves the suitability of housing projects to cope with everyday concerns (see also Chapter 3). The planning of public buildings that accommodate facilities such as offices, hospitals, schools and kindergartens has also led to the development of quality criteria for the targeted consideration of manifold interests. These form the second focus of this chapter.

### Gender mainstreaming in housing construction

8.1

In Vienna, the deliberate consideration of gender-sensitive aspects in the planning and construction of housing developments may look back on a long tradition. Already in the early 1990s, large-scale urban expansion ventures led to a rethinking of housing projects to align them with the needs of women and the requirements of daily life. In 1997, Frauen-Werk-Stadt I, the biggest housing project in this field implemented so far in Europe, constituted the first such model development (see examples on p. 90).

Vienna is a federal province with 60% of the population living in subsidised housing estates. For this reason, the Vienna City Administration exerts great influence on the quality of housing construction via earmarked subsidies (a share of 80% of all new housing ventures is subsidised) and a high number of municipally-owned residential developments (220,000 flats, close to 25% of all dwellings). In the mid-1990s, developers' competitions were introduced for larger subsidised housing construction projects; the Vienna Land Advisory Board is competent for smaller-scale ventures. Thus the granting of subsidies was tied to a competitive setting that assigns marks to economic, ecological and planning quality aspects. Right from the beginning, gender-sensitive aspects, too, were part of this striving for comprehensive quality; first represented by the Women's Office of the City of Vienna, they were monitored by the Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women since 1998 and since 2010 are entrusted to a gender expert of the Executive Group for Construction and Technology.

By means of regular, systematic quality checks, it was possible to gradually improve the projects submitted with regard to their suitability to meet everyday needs and reflect the demands of housework and family tasks. To render the assessments transparent, the Co-ordination Office for Planning and Construction Geared to the Require-

Gender mainstreaming pilot projects:

- 1021 Vienna, Frauen-Werk-Stadt I
- 1010 Vienna, Frauen-Werk-Stadt II
- 1022 Vienna, women's housing project [ro\*sa]

ments of Daily Life and the Specific Needs of Women, based on the experience made with the pilot projects, developed a list of criteria that is constantly evolved by the Building Construction Group of the Executive Group for Construction and Technology.

### Assessment of housing projects for their suitability to meet the requirements of daily life

Tying the granting of public funds to a quality competition is an efficient means to assure high standards also from the perspective of gender mainstreaming. The use of a list of criteria has made the assessment of the suitability of the projects submitted to everyday needs even more transparent. This list of criteria is employed before actual planning work begins (e.g. in the course of consultations) and serves as a basis for the organisation of developers' competitions, but also for the evaluation of housing construction projects by the Vienna Land Advisory Board. The qualities of the planned structures are analysed very specifically.

#### Example – List of criteria to evaluate the gender equity and suitability to meet everyday needs of housing projects

Criterion	Notes/comments
<b>Circulation/internal communication routes</b>	
Manageable size of residential community	If a block or building comprises more than approx. 30 housing units, the residential community may become anonymous, which hampers or even prevents social control.
Clearly organised entrance zones, allowing for contact (sight or earshot) with the surrounding flats	If the entrance door is positioned more than 2 m inside the building or inside a passageway, contact (by sight or earshot) with the surrounding (ground-floor or first-floor) flats is made difficult. Entrance zones that project far into the building can even create niches with poor visibility.
Barrier-free entrances/exits to garden or courtyard	Every building entrance should be barrier-free, and all circulation staircases should have one direct, barrier-free exit to the communal open space (garden/courtyard).
Natural lighting for corridors and staircases	Both staircases and corridors on a given floor should feature natural lighting all over.
Communication-enhancing circulation areas	Attractively designed encounter zones in entrance areas or on upper storeys promote communication between residents.
Clearly organised car park with direct access	Direct access of the car park is to be safeguarded from all staircases leading to the flats, i.e. without long corridors or overly complex gate setups.
Natural lighting for car park	Natural lighting for the car park enhances users' subjective feeling of safety and security. Ideally, people inside the car park can also be seen and heard from outside.
<b>Dwellings</b>	
Attractive orientation	Dwellings should at least partly face west or south.
Cross-ventilation	Cross-ventilation of dwellings should be possible. Cross-ventilation is possible for all flats extending through the entire depth of a block, for flats featuring windows set at roughly right angles to each other (corner flats) and for maisonettes that extend through the entire building depth at least on one level.
Rooms > 10 sq m, b > 2.5 m	Lounges and living rooms should be of a minimum size to enhance flexibility of use. Above all children's rooms – usually the smallest rooms with lounge character of a dwelling – are used very intensively and hence should never undercut this minimum size (recommended minimum size: 12 sq m).

Source: Chief Executive Office, Executive Group for Construction and Technology, Building Construction Group

<b>Criterion</b>	<b>Notes/comments</b>
Flexible use for B-type flats	It is recommended that rooms of B-type (two-room) flats be separately accessible to enhance flexibility of use. (For example, this increases the level of privacy of single parents.)
Direct natural lighting and ventilation of kitchens	Kitchen units/kitchenettes should be situated close to windows to ensure direct natural lighting and ventilation. As a result, persons in the kitchen can see and hear (and be seen and heard from) outside; social control is enhanced, and it is easier to look after young children.
Sufficiently dimensioned storerooms or storage niches	Storerooms/storage niches inside flats should in any case be bigger than 1.5 sq m altogether.
<b>Shared ancillary rooms/communal rooms</b>	
Attractive communal rooms	Communal rooms should feature natural lighting and ventilation, dispose of running water and perhaps a tea kitchen and be accessible from all staircases leading to the flats via barrier-free communal areas (i.e. not via the street or underground car park). Ideally, they should have a direct exit to the garden or roof terrace.
Attractive playrooms for children	(See also above remarks regarding communal rooms) If the lot does not have a children's playground, the playroom offered as an alternative must be at least 50 sq m and be provided with play equipment adequate for the children living in the building (see also Building Code for Vienna).
Sufficiently dimensioned and conveniently located storage rooms for bicycles and prams	At least 2 sq m (corresponding roughly to the space taken up by one bicycle) should be provided for each dwelling as storage space for bikes and prams; this space must be lockable, barrier-free and in an easily accessible location (ground floor or upper storey). To promote eco-friendly mobility in Vienna, a space of 4 sq m is recommended for each dwelling. Every staircase should directly dispose of such an area corresponding to the number of flats reached by this staircase. The configuration of this space should allow for the efficient storage of bikes.
Conveniently located waste bin storerooms	If possible, the waste bin storeroom should be directly accessible from all flats via the staircase, by a short and clearcut route.
Attractive laundry rooms	Laundry rooms should feature natural lighting and ventilation; for reasons of subjectively perceived safety, they should be located on the ground floor, first upper storey or roof level. Ideally, there should be a visual axis from the laundry room to the playground/playroom/roof terrace to facilitate the combination of housework and childcare.
Sufficiently dimensioned and easily accessible storage rooms	Storage rooms outside flats should in any case be bigger than 2 sq m per dwelling; long and overly complicated access routes should be avoided. Storage rooms bigger than 4 sq m per dwelling are a positive feature.
<b>Open spaces</b>	
Easily usable private open spaces	Flats should dispose of a private open or outdoor space. Terraces, balconies and loggias should be at least 1.20 m deep to allow for easy furnishing. Tenant garden access from outside facilitates garden upkeep.
Sufficiently dimensioned and easily usable communal open spaces	Communal open spaces should be accessible from all staircases directly and without barriers; their furnishing is to foster good-neighbourly communication. Additional communal spaces on the roof are a positive asset. As a feature designed for young people and also to avoid conflicts, it is recommended to take account (if possible) of more boisterous and expansive types of use when planning open spaces for a development. (For problematic situations that generate a lot of noise, it is recommended to provide space inside the building or on the roof level.)
Attractive toddler playgrounds	For developments with 15 or more dwellings, one toddler playground of at least 30 sq m with age-adequate play equipment must be provided (see Vienna Playground Ordinance). It is recommended to situate a public toilet near the playground.
Attractive children's playgrounds	Starting at 50 dwellings, one children's playground of at least 500 sq m in an easily accessible location and with age-adequate play equipment must be provided (see Vienna Playground Ordinance). It is recommended to situate a public toilet near the playground.

## Examples of Viennese housing projects that meet the requirements of gender equity and everyday needs

Frauen-Werk-Stadt I in the 21<sup>st</sup> municipal district was the first model project in this field implemented in Vienna (1993-1997). The key objective lay in supporting women in their caregiving tasks, housework and family chores. Good-neighbourly contacts were to be stimulated, and the housing environment was to be made attractive and safe.

The follow-up project Frauen-Werk-Stadt II in the 10th municipal district places a clear focus on assisted and community-oriented housing for elderly persons. This project was completed in 2004.

The housing project [ro\*sa] in the 22nd municipal district was developed on a participatory basis together with the future residents and built in 2009.

These three projects differ with regard to their ownership structures, developers and urban design parameters. Frauen-Werk-Stadt I is comprised of subsidised housing units and (roughly 50%) municipal flats. Frauen-Werk-Stadt II was already planned with the aid of a developers' competition and in part features assisted living for older persons. In its turn, the women's housing project [ro\*sa] was developed on an initiative of the architect Sabine Pollak and a specially established association of future residents.

A comparison of the urban design parameters that distinguish Frauen-Werk-Stadt I and Frauen-Werk-Stadt II exemplifies the different implementation paths chosen:

	<b>Frauen-Werk-Stadt I</b>	<b>Frauen-Werk-Stadt II</b>
Number of dwellings	357	134
(Average) number of storeys	4.6	6.5
Building depth	10.5 to 14 m	13 to 15 m
Gross floor area	43,000 sq m	15,000 sq m
FAR	1.9	3.3
Access and circulation:		
Number of staircases	22	6
Dwellings per building entrance	16	22
Flats accessed per storey	3	4
Cross-ventilated flats	78%	70%

Despite the differences, all projects pursued similar goals:

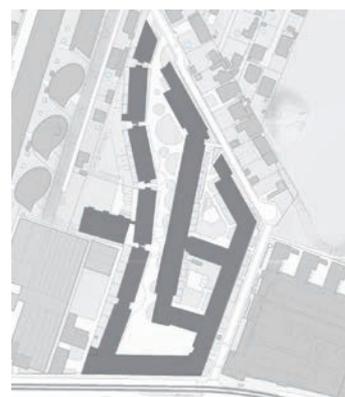
- ▶ Facilitating housework and family tasks
- ▶ Promoting good-neighbourly contacts
- ▶ Creating a housing environment where residents can move safely even at night
- ▶ Providing the widest possible range of different flat layouts
- ▶ Economical and flexible flat layouts offering options for women with lower incomes
- ▶ Attractive range of private and semi-public open spaces
- ▶ Good range of social infrastructure facilities
- ▶ Promoting the work of women planners



*Frauen-Werk-Stadt I*



*Frauen-Werk-Stadt II*



*Layout of Frauen-Werk-Stadt I (situated in urban expansion area)*



*Layout of Frauen-Werk-Stadt II (situated in Gründerzeit grid-type neighbourhood)*

## Playgrounds for children and young people as part of housing projects

In case of residential buildings with more than 15 dwellings, a toddler playground (for children up to six years of age) of 30 sq m must be on the site. In case of residential buildings or developments with more than 50 flats, a playground for older children (aged six to twelve years) of 500 sq m must be additionally provided. The toddler playground must be within sight and earshot of all flats. Playgrounds for older children/adolescents are to be built on the site (like those for toddlers) or must be accessible within a distance of not more than 500 m along a public and safe route (Art. 199 of the Building Code for Vienna). Toddler playgrounds should be located at least 5 m from the main windows, while this distance should be at least 15 m for playgrounds for older children/adolescents (cf. Vienna Playground Ordinance).

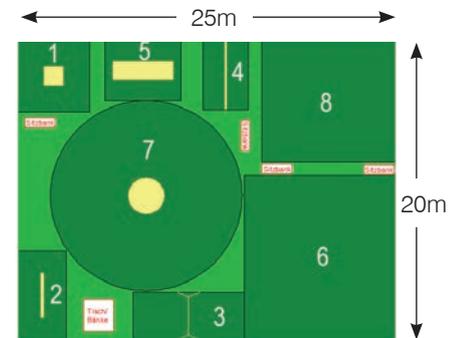
### Example of a playground for toddlers and older children/adolescents in a housing project – Erzherzog-Karl-Strasse

This example of a three-part playground for a housing development in Erzherzog-Karl-Strasse was designed by the studio of landscape architect Anna Detzhofer and shows how the above requirements can be translated into practice. The playground for older children was positioned along a public passageway that makes it safe to access. The location at the periphery of the housing development prevents conflicts between different forms of use. The toddler playgrounds are situated at the heart of the development and can be easily seen and reached from the flats.



Source: Detzhofer Landschaftsarchitektur

Typical arrangement of play equipment on an area of 500 sq m



1. Trampoline (flush with ground level)
2. Balancing seesaw
3. Swing for 2 children
4. Horizontal bar for 3 children
5. Hammock swing
6. Dome-shaped rope climber
7. Children's carousel, d = 235 cm (for children aged 6 to 14 years)
8. Climbing tower, bird's nest swing and climbing rope

Source: Chief Executive Office, Executive Group for Construction and Technology, Building Construction Group, Petra Giffinger

## 8.2 Gender mainstreaming in public service buildings

Gender mainstreaming pilot projects:

- 1110 Vienna, Simmeringer Markt education centre
- 1020 Vienna, Nordbahnhof education campus
- 1100 Vienna, Vienna Main Station education campus
- 1210 Vienna, Krankenhaus Nord hospital project

Lessons learned during the planning process for the education centre in Simmeringer Markt:

- ▶ The waiting zones of the music school must also offer space for younger siblings of pupils.
- ▶ The library is often used for studying by children with a migration background and hence needs bigger tables for work.
- ▶ The gym of the adult education facility was to feature a glass façade. Curtains were added to allow users to exercise without being observed.

Public buildings are characterised by manifold and hence complex requirements. They must fulfil a variety of functions and are used by many different persons. In recent years, several typologically diverse projects were tackled from a gender mainstreaming angle: schools, kindergartens, other educational establishments and hospitals. Assuming and representing the position of various user groups when planning and building projects calls for innovative solutions.

### Gender mainstreaming in the planning and construction of public service buildings

The starting-point for the consideration of gender mainstreaming in public service buildings was a competition for the construction of a large-scale educational establishment comprising an adult education facility, library and music school in Simmeringer Markt, a square in the 11th municipal district. As the municipal department in charge of architecture and urban design, MA 19 selected this project in 2006 to serve as a gender mainstreaming pilot venture. By involving the competent departments and an invited expert from Switzerland and taking account of already implemented examples, workshops were conducted, leading to the joint compilation of a checklist and a list of criteria for the gender-equitable design of municipal service buildings.

It has proved particularly enlightening to actively seek the views of users as “everyday life experts” for integration into the planning process.

In developing the draft design for this education centre in Simmeringer Markt, a workshop with the future directors of the planned facilities was organised on-site. Based on these experts’ everyday work, it yielded valuable information regarding the user structure and target group-specific needs and permitted adapting and further improving the draft design.

#### Example – List of criteria for gender mainstreaming in public service buildings

<b>Evaluation of site (general urban environment)</b> (with regard to site selection in case of new construction projects; with regard to selection of services/offices when rehabilitating existing facilities)	
<b>Accessibility</b>	Easy to reach by public transport/on foot (approx. 60% of all trips taken on foot/by public transport are made by women)
<b>Social infrastructure</b>	Education and childcare facilities and shops near the workplace (to shorten trip chains)
<b>Social environment, safety/security</b>	Higher perceived level of safety/security in lively environments (social control)
<b>Spatial orientation</b>	Visual axes/reference points; signposting of connecting routes and entrance zones
<b>Illumination</b>	Effective illumination to support orientation and accessibility and to enhance the perceived sense of safety/security

<b>Circulation areas in public buildings</b>	
The following items apply to all circulation areas: accessibility and storage spaces, guidance system, lighting and transparency.	
<b>Accessibility and storage spaces</b>	Safe and barrier-free access for persons with reduced mobility or sensory handicaps; possibility to park prams and bicycles (also lockable if required)
<b>Guidance system</b>	Simple, clearcut orientation aids for the entire building offered in the entrance zone; must be understandable for all users (including those who do not speak German or cannot read – hence relying on colours and symbols; height of information boards must take account of different eye levels)
<b>Lighting and transparency</b>	Natural lighting; transparency and good visibility of entrance zones, staircases, corridors and lifts as well as in the underground car park; motion detectors for artificial lighting
<b>Entrance zone</b>	Communication zone and meeting-point for different groups; transparent link between entrance zone and outdoor streetscape (lively, social control)
<b>Staircases and lifts</b>	Taking account of meeting-point function of lifts and staircases by means of adequate dimensioning; second handrail; lift buttons for storey selection must be easy to operate also for children and wheelchair users
<b>Corridors</b>	Corridor design based on configuration of informal communication zones; avoidance of corners with poor visibility (e.g. furniture in corridors)
<b>Underground car park</b>	Clearly organised parking system with specially marked slots for women close to entrance zone; bicycle parking slots provided
<b>Communal areas in public buildings</b>	
<b>Meeting rooms</b>	Situated close to entrance to provide easy orientation for external visitors; sanitary facilities close by; adequate information about location of meeting rooms and adjacent sanitary facilities provided by signage
<b>Staff rooms</b>	High-quality staff rooms/lounges with natural lighting and ventilation; equivalent size, location and appointments for all employees
<b>Sanitary facilities</b>	Efficient signage; equivalent size and location of sanitary facilities for women and men; suitable toilets for disabled persons and baby changing rooms; heights of mirrors, shelves and clothes pegs must be adapted to needs of women, men and persons with reduced mobility
<b>Waiting zones</b>	Transparent waiting zones; short distances; child-friendly design; sanitary facilities and baby changing rooms close by; efficient signage for waiting rooms, adjacent sanitary facilities and baby changing rooms
<b>Workplaces in public buildings</b>	
<b>Workplaces</b>	Equivalent size, location and appointments of offices for women and men at the same internal hierarchy level; sufficient lighting and ventilation; possibility of individual “design” to accommodate personal requirements, e.g. visual shielding, storage space, adjustable seat and desk heights
<b>Flexible spatial structure</b>	Offices with adjustable workplaces; meeting needs of offices for part-time and flexitime work, e.g. wheeled desks, lockable cabinets

Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

## Consideration of gender mainstreaming in competition documents

The inclusion of gender mainstreaming in the competition for the education campus on the former Northern Railway site (Nordbahnhof) in the 2<sup>nd</sup> municipal district posed a typological challenge. Both the spatial interlacing of the primary school and the kindergarten and the fact that the primary school was to be an all-day school resulted in novel requirements. Prior to the competition, which was singled out by MA 19 as a gender mainstreaming pilot project, workshops were held together with experts in order to discuss the spatially relevant differences between behaviour patterns of girls and boys and the staff's space requirements and to make these aspects part of the tender. Today, the consideration of gender mainstreaming in competitions is standard practice for all educational establishments.

The Vienna campus model comprises kindergarten, school and leisure education in one site.

In this context, it is useful to mention the competition for the Sonnwendviertel education campus, which embodied many important requirements bindingly by means of a quality catalogue and hence developed an innovative "marketplace concept" that keeps single-purpose circulation areas to a minimum.

### Example of competition documents, shown for the Nordbahnhof education campus (abridged)

#### Examples of how to formulate gender mainstreaming objectives in competition documents

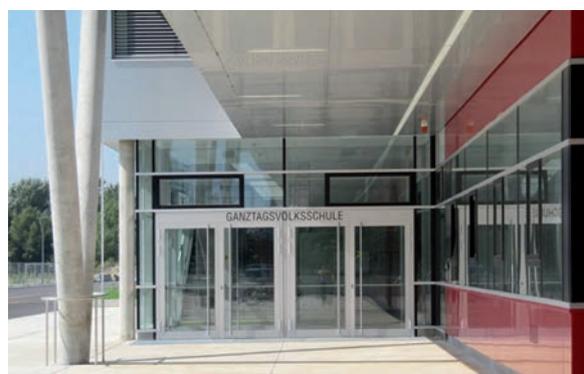
- ▶ In connection with the planning and construction of buildings and adjacent open spaces, development aspects in keeping with the requirements of daily life and the specific needs of women are to be considered and implemented in the spirit of gender mainstreaming.
- ▶ Generally, the design must provide good visibility and spatial orientation across the entire project site.

#### Examples of how to formulate gender mainstreaming criteria in tender specifications for buildings

- ▶ To ensure social control in the entrance zone, the school janitor's rooms must have a direct view of this area.
- ▶ The configuration and design of group and leisure rooms must provide maximum flexibility. They are to allow for the formation of niches and tranquil, sheltered areas, thus offering spaces for new forms of learning, movement, retreat and work all at the same time. These rooms must be reachable from the classrooms at short distances and must be easily accessible.
- ▶ Kindergarten groups should feature flexible play areas to avoid any predetermined utilisation of sub-zones by either girls or boys (children often decide very quickly which zone should "belong" to either sex). This supports space appropriation for different forms of play and facilitates combining different toys while playing (e.g. building sets and doll accessories).
- ▶ If open roof terraces are offered, these must not become monofunctional (e.g. they should not only be used for ballgames). There should also be easily usable relaxation zones with protection against sun and wind, and several groups should be able to use these spaces simultaneously. For brief use during breaks, roof terraces are a valuable addition; however, they must be reachable from classrooms and lounges at a short distance.

**Examples of how to formulate gender mainstreaming criteria in tender specifications for open spaces**

- ▶ Open spaces exemplify the differences between girls and boys in the ways they appropriate space, their patterns of movement and interests in different ways of playing with particular clarity. Thus solution proposals to promote equal opportunities can become especially effective in this respect.
- ▶ In particular, equal opportunities for girls and boys must be safeguarded and promoted by means of specific conceptual arrangements of spatial structures and open space design while also widening gender-specific scopes for action.
- ▶ To integrate open spaces increasingly into lessons, breaks and leisure activities, they must be accessible from classrooms and after-school activity rooms via short and attractive routes.
- ▶ The design of the interfaces between buildings and open spaces must be given particular attention.
- ▶ Open spaces should offer zones of identical quality for several groups at a time (places for relaxing, for ballgames, for movement, etc.); these zones are to be delimited from each other by means of terrain modelling or multiuse boundaries that also serve for play.
- ▶ The ratio of areas with high visibility and tranquil, sheltered areas should be balanced.
- ▶ To widen the leeway for design and promote equal opportunities for girls and boys in open space use, it is recommended to replace one of the two hard pitches stipulated in the functional allocation schedule by several hard-surfaced sub-zones in modified form for spontaneous and individual play.
- ▶ The second hard pitch (surface defined by ÖNORM standard) must feature regular lines for ballgames. This pitch should be as open and easily accessible as possible without impairing the use of the adjacent lounging and rest areas.



The partly covered forecourt of the Nordbahnhof education campus offers sufficient space for coming and going, waiting and picking up (see left-hand illustration). When designing the corridors for the primary school, the fire protection regulations posed a challenge because seating elements (which were designed as mobile for flexible use) had to be fastened to the floor for safety reasons.



With regard to the open spaces of the Nordbahnhof education campus, it was decided to go for a mix of areas protected from sun and wind (left-hand illustration: terrace for breaks) on the one hand and flexible open spaces (right-hand illustration: garden zone) facing the adjacent Rudolf-Bednar-Park on the other hand.

Source: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

# 9 References

**Contents:**

**Other manuals for gender-sensitive planning**

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**Illustration credits**

**Contributors**

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- p. 52 (top): Puscher, Titz et al. 2008, p. 11
- p. 52 (centre): MA 21B
- p. 52 (bottom): MA 28
- p. 53 (top) STEP 05, p. 52
- p. 53 (centre): Wotha Brigitte
- p. 53 (bottom): Wotha Brigitte
- p. 82: MA 42
- p. 85: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women
- p. 95: Co-ordination Office for Planning and Construction Geared to the Requirements of Daily Life and the Specific Needs of Women

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