

Collaborative planning practices of urban gardening in Vienna: achieving smart green space governance under regeneration

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Abstract

In the context of urban densification and the lack of open spaces especially in central urban area, green open spaces are seen as highly important for sustainable urban growth and increasing attractiveness of the city under regeneration movement. Under this trend, urban gardening, especially in small and flexible form, not only responds to urban pressures but also opens new modes of green space governance. Based on the case of Vienna, this paper unfolds two levels of discussion. On the one hand, this paper reflects the theory on how collaborative planning approach used in urban public space and also on urban gardening, while discussing implications for local politics and planning. On the other hand, it researches the forms of urban gardening in central area Vienna and how does different stakeholders involved in this regeneration to achieve collaborative planning. The main finds indicate emerging forms of collaboration, partnerships, and governance patterns that involved three stakeholders in urban gardening practices. They are municipal administration, professional organization, and civic actors. With both public and private sectors, cooperation among these interested groups and the collective regeneration of public open spaces increase public spaces' s accessibility for multiple users and actors, as well as present possibilities for flexible uses and daily maintenance of urban gardening. The governance of urban space is no longer fully managed by the municipality, but still regulated by a range of municipal services. Therefore the collaborative planning builds a win-win situation for all stakeholders and the governance policy is on longer the top-down or bottom-up approaches but the two-way collaborative progress. These new forms of urban gardening in Vienna depict new forms of participation and cooperation between civil society and political administrative actors in urban governance, helping to overcome the difficulty in coordinating different stakeholders under regeneration.

Keywords

Collaborative planning, Urban gardening, Green space governance, Vienna

1. Background

Vienna, the capital of Austria, has ranked first in the selection of the world's most livable cities for many times. Among them, the good urban green space environment and the atmosphere of co-governance of space formed by the public's urban decision-making are the keys to its success. Today's vibrant urban green space and active public participation in Vienna stem from the reflection on the traditional "top-down" planning model in the late 20th century. In the "Urban Soft Renewal" represented by Yppenplatz, The "bottom-up" grassroots activities and the cooperation of multiple subjects changed the negative public space that traditional planning could not advance after World War II, and opened the pace of collaborative planning practice in Vienna (Andreas, 2013). The Vienna Metropolitan Garden Collaborative Planning also developed accordingly. Compared with the general urban green space planning, urban

garden planning not only has the characteristics of flexible forms and diverse scales, but also the public often directly participate in the construction and management of gardens and enjoy the experience of urban planting, so the public is more willing to participate in planning (Kuming, 2017)). Vienna Urban Garden Planning adheres to the concept of "joint participation in the garden". After years of practice, a relatively mature collaborative planning model has been formed, which has promoted the construction of more than 2,000 urban gardens in the urban area of Vienna and created a "Neighbor Oasis" (Grätzloase) (Fig. 1). With several projects such as "Corner Garden" (Garteln um Eck) (Fig. 2), while beautifying the urban environment and promoting social exchanges, it has cultivated the awareness of multi-subject collaborative participation in urban planning, and promoted the availability of urban green space. continuous development.



Figure 1. Vienna Urban Garden "Neighbor Oasis" project. Source: <https://www.graetzloase.at/>.



Figure 2. Vienna Urban Garden "Corner Garden" project. Source: <https://www.gbstern.at/themen-projekte/urbanes-garteln/garteln-ums-eck/>.

2.Literature

As a carrier of social network, collective memory, and public life, urban green space has a wide range of uses and has always been the focus of the "government-public" relationship. The government and the public affect the two ends of the generation and use of green space: on the one hand, the government relies on its own power and capital to have the absolute right to speak in the design and layout of green space(Rita,2018); on the other hand, the traditional green space The planning mainly adopts the "top-to-bottom" model, with planners as the core, and the public, as the real user of the space, is excluded from the green space planning. Although urban green space is constantly being planned and constructed, the places that reflect public life are shrinking (Lefebvre,1991), which brings about problems such as low practicability of green space, waste of land, and spontaneous and informal transformation of the public, which intensifies the contradiction between the government and the public .

Collaborative planning is based on consensus rather than expert-driven, which can better coordinate the contradictions existing among multiple subjects in urban green space. The theory is derived from Habmas's "communicative rationality" and Giddens' "theory of structuration". It is developed by planning theorists such as Healey. Gradually formed. Collaborative planning believes that the design and use of space should be a process of negotiation between different stakeholders(Healey,1992), and different stakeholders should reach mutual understanding and consensus in an equally empowered and fully informed negotiation environment, so as to form an effective and rational solution. Protocol (Forster,1987).

Therefore, urban green space collaborative planning focuses on guiding the public to conduct extensive collaboration on the space use experience of the "life world" and the government's rights in the "system world"(Sater,2006). The collaborative process covers multiple subjects, usually Including decision makers, planners, experts, developers, stakeholders and the public. Carry out specific activities such as street surveys and collective deliberation through argumentation, analysis, and assessment to reach planning consensus, in order to realize the redistribution of planning power. In the dynamic negotiation process, planners are no longer the transmitters of rights, but successfully transformed into new roles such as event organizers and coordinators with professional knowledge(Sater,2009). Under the collaborative planning of urban green space, the value and governance of green space have changed (Mccann,2001). It not only has the value of providing urban food, enhancing biodiversity and other related ecosystem services(Innes,1996), but also promoting social integration and ensuring the use of diverse groups of people and other social values(Andress,2013). In terms of governance, new government governance methods such as community co-governance and collective participation have also emerged,reflecting the value orientation of collaborative planning with multi-party participation and multi-party win-win. Green space collaborative planning has been used in the urban micro-renewal of Berlin, Germany, the urban garden renewal of Geneva, Switzerland, and the urban renewal of Vienna, which not only realizes the government 's governance of urban green space, but also makes up for the government 's lack of resources for green space construction (Local experience, professional knowledge, follow-up management thinking, etc.), can effectively realize the government's transition from control to governance of green space (Pothukuchi,1999).

3. Characteristics of Urban Garden Collaborative Planning in Vienna

3.1. Planning process

Vienna Urban Garden Collaborative Planning is a whole-process coverage planning. According to the Vienna Construction Regulations (Bauordnung für Wien) and subsequent green space planning rules, the planning process includes three stages of planning preparation, planning implementation, planning



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feedback, and two links in each stage, a total of six links (Fig.3). In the planning preparation stage, the feasibility and necessity of the project are demonstrated through the project initiation discussion and planning preparation link to obtain the "land use permit"(Land Nutzungsgenehmigung). Only after the land use permit is obtained, the project can enter the planning implementation stage. In the planning implementation stage, the specific engineering design plan needs to be reviewed in order to obtain a "construction permit" (Baubewilligung). After the construction is completed, the planning project receives acceptance feedback in the planning feedback stage, and after obtaining the "use permit" (Benutzungsbewilligung), it can be put into service to the public and always operate within the framework of the planning regulations. The whole process of the Vienna Urban Garden Collaborative Planning is covered, so that the planning is gradually advanced in the preparation-implementation-feedback link, which ensures the implementation of the planning and the operability of the implementation. Therefore, the implementation mechanism research in this paper will also cover the whole process of the planning.

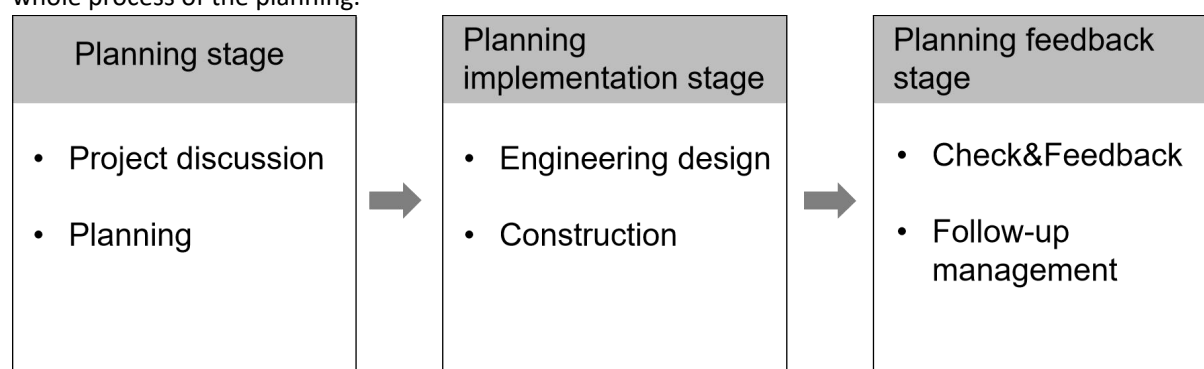


Figure 3. Three Stages and Six Links of Vienna Urban Garden Collaborative Planning

3.2. Planning features

(1) Multi-subject participation

The collaborative planning of Vienna's urban garden is not a planning in which government power overrides all subjects, but a mode in which multiple subjects depend on each other and cooperate with each other. Through the investigation of actual cases and visits to relevant departments and organizations, this paper summarizes the multiple subjects in the collaborative planning of urban gardens, and divides them into the following four categories according to their different management scopes: administrative departments, government organizations, professional Teams, urban public, they all play different important roles in planning (Table 1). Among them, government organizations and professional teams form a "collaborative organization", which plays an important role in coordinating administrative departments and the urban public. The government organization is the coordinator of the planning, composed of government personnel, planners, media departments, volunteers, etc., to provide various consultations for the urban garden, and to organize and review various projects on behalf of the administrative department. The professional team is the technology provider and advisor in the planning, mostly composed of scientific researchers, planners, and volunteers, to provide citizens with suggestions on urban garden planning applications and follow-up management (such as planting collocation, organic plant cultivation methods), At the same time, it also provides planning guidance for the administrative department through the research results.

Table 1. Multiple Subjects in Collaborative Planning of Urban Gardens in Vienna

Participating subject	Management scope	Sources of funds
Administration		
Vienna's Parks and Gardens Department (Wiener Stadtgärten Abteilung, MA 42) Vienna's forestry and agriculture sector (Wiener Forst und Landwirtschaftsbetrieb Abteilung, MA 49) Vienna's Roads and Cities Department (Wiener Straßenverwaltung und Stadtbau Abteilung, MA 28)	Provide planning policies, funds and other support for parks, gardens, community gardens, and street green spaces, and master planning approval rights	Federal finance
Government organization		
Urban Renewal Organization (GB: Gebietsbetreuungen Stadterneuerung) 21st Century Local Agenda (LA21: Lokale Agenda 21)	Responsible for urban renewal, provide free services such as urban garden startup applications, and coordinate the entire process of collaborative planning	Federal finance
Professional team		
Vienna City Garden (Garteln in Wien)	Not-for-profit research institute providing horticultural expertise	Federal Finance, MA49 Grants, Self Fundraising
Housing Plantation Partners (Wohnpartner Wien), Garden treasure (Gartenpolylog)	NGO organization to help guide or manage urban garden projects	Self-funding, applying for project grants
Urban public		
Residents' Interest Group	Apply for collective projects and carry out planting activities	Project funding, self- funding
individual resident	Application and follow-up operation of urban garden	

4. Implementation Mechanism of Collaborative Planning for Vienna Urban Gardens

4.1. Multi-subject collaboration throughout the entire process to ensure collective decision-making in planning

According to the "Vienna Construction Regulations" and the subsequent green space planning rules, in the three stages and six links of Vienna urban garden planning, implementation and feedback, multiple subjects cooperate with each other, each with its own emphasis, which ensures the collective decision-making of collaborative planning. (Table 2).

(1) The planning preparation stage includes two links: project initiation discussion and planning preparation. Among them, the project initiation discussion session is guided by the government organization, accepting the proposal of each subject's project initiation application, and combining the

opinions of experts and residents through emails, questionnaires, on-site consultation meetings, etc. The administrative department decides whether to approve the project. The established projects will enter the planning stage, which will be coordinated by the government, and the planning scheme will be formed after comprehensive coordination of opinions from multiple parties. The final plan needs to be presented to the public for at least 8 days before a public decision is made. The decision composed of government personnel, planners, residents of the project location, and the public of the city will discuss the project. The results of the discussion and the opinions of all parties will be submitted to the administrative department for approval and review, and the approved plan will receive a "land use permit" and enter the planning implementation stage.

(2) The focus of the planning implementation stage is to implement the planning ideas and propose an engineering design scheme. The government organization will deepen the leading plan, or review the public's design plan (such as "Neighbor Oasis", "Neighborhood Garden" and other projects applied by residents), the urban public and professional teams will be invited to participate in the discussion, and the opinions of local residents will be It has become a necessary document for project review. The administrative department adheres to the principle of "maximizing the collective interests of space" and reviews the plan based on the specific opinions of local residents. After the project is approved, it will receive a "construction permit" and then enter the construction phase. Government organizations will provide financial, material, and technical support for the approved projects, and the urban public often becomes the main body participating in the construction.

(3) In the planning feedback stage, the government organization will accept the project on behalf of the administrative department, and the approved project will be open to the public after obtaining the "use license". The urban public has become the main body of the follow-up management. Because of their full participation in the planning and implementation stages, the functions and construction of the urban garden can meet the daily needs of the public. Therefore, in the follow-up management, the urban public can also fully participate in the planning and planning. carry out various activities within the specified scope. The administrative departments and government organizations provide routine maintenance and consulting services. In this way, the multi-subjects in the whole process of planning and multi-link cooperation can fully exchange the opinions of all parties, which not only realizes the government's needs for urban green space transformation planning, but also satisfies the space use needs of the multi-subjects.

Table 2. Collaborative planning process and division of labor

Stage	Main link	Administration (MA42 , MA49 , MA28)	Government organization (GB , LA21)	Professional team	Urban public
planning stage	Project discussion	The government empowers government organizations and entrusts them to discuss the planning and project approval procedures, and finally review them	After receiving applications from the government and the public, organize experts and residents to evaluate and select projects for approval	Provide project start-up consultation for government organizations and the public, and assist residents to apply	Cooperate with research and propose planning ideas to government organizations

	planning	Approve the planning scheme and sign a land use contract with the project applicant to grant a "land use permit"	Overall planning and preliminary plan design, organize several street design meetings and planning voting meetings, and submit the approved projects to the administrative department for approval	Collect public ideas and participate in the planning and design of government organizations	Participate in discussions, put forward ideas and exchange opinions
planning implementation stage	engineering design	Empower government organizations to review specific implementation plans and grant "construction permission"	Lead the detailed design scheme and formulate construction plans; or review the design details and construction plans of the public	Provide professional knowledge and assist all parties to improve the project design	Participate in the detailed discussion of engineering design, put forward construction suggestions and requirements
	construction	Coordinate, review and implement capital investment and various supports	Assist the public, provide materials (such as soil and flower seeds, etc.) and technical team support, and allocate special funds	Assist and guide the public in construction, and send volunteers to participate in project implementation	The direct construction builder of the project
planning feedback stage	Check&Feedback	Empower government organizations to accept and grant projects "use license"	Review the effectiveness of construction and implementation, and grasp the progress of capital investment	Summarize the collaborative experience, and use it to carry out street publicity to encourage multi-party cooperation	Feedback and report implementation results and opinions
	Follow-up management	Empower government organizations to manage and select outstanding projects for promotion	Provide daily maintenance and consulting services for gardens, establish a sharing platform, and check garden conditions	Assist all parties to carry out collective activities (consulting, teaching, etc.) in the urban garden	Carry out daily maintenance and enjoy planting fun

4.2. Expand public participation channels and ensure collective information communication

The Vienna Urban Garden Collaborative Planning has established different ways of participation in the process of gradually increasing the degree of public participation, including different forms of notification, consultation, participation, cooperation, authorization, etc. The notification and consultation channels

create a well-informed collaborative premise; the participation and cooperation channels reflect the collaborative process that incorporates public comments; and the authorization channel ensures the implementation of public comments. Each participation channel has a variety of development forms, serving the three stages of collaborative planning. Government organizations have taken the lead in carrying out the activities, while professional teams and interest groups from the urban public are also actively involved. Extensive public participation channels and different forms of activities can promote the public to reach a broad consensus on the urban garden project, thereby promoting the advancement of planning; in the operation stage of the urban garden, because the public can better implement the requirements of all parties, it has become The main body of active use and maintenance of urban space (Table 3).

For example, in the urban garden project, there have been more than 20 street surveys and discussions with the nature of announcement and consultation. Taking the “Neighbor Oasis” project as an example, since 2016, more than 700 public consultations, street planning and other activities have been held, and a unique annual “wiener spiel! Straße” consultation event has been formed, which is organized by the government. Hosted by a professional team (fair-play-team, a fair competition organization), arrange urban garden activity display stands, children's experience areas, project consultation tables, etc. in the selected streets, popularize the participation methods of urban gardens, and increase public participation in urban garden collaboration.

Table 3. Extensive public participation in the collaborative planning process

Public Participation Approaches	Notification	Consultation	Participation	Cooperation	Empowerment
Specific forms	-Website information release -Email notification -Street publicity -Project release	-bicycle street meeting -public events -mail survey online -Opinion Platform	-Street Planning Corner project -event Online -Opinion Platform	-round table planning -Government Volunteer Association	-project voting meeting -Project Judgment
Participants	administrative departments, government organizations, professional teams	government organizations, professional teams	government organizations, professional teams, urban public	government organizations, professional teams, urban public	government organizations
Targets	Make the public aware of the background and provide objective information on urban garden projects	Solve the public's doubts about the launch and participation of the urban garden project, and assist residents to declare and submit applications	Extensive collection and incorporation of public life experience and design ideas in urban garden planning	In the specific construction, integrate the opinions of all parties and integrate the public opinions as much as possible	The public has certain decision-making powers to ensure the expression of public opinions in the planning

	undertaken by the city				
Stages	planning stage	planning stage, planning implementation stage, planning feedback stage	planning implementation stage, planning feedback stage	planning stage, planning implementation stage	planning stage

5. References

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