

International Centre for Migration Policy Development (ICMPD), United Cities and Local Governments (UCLG) and United Nations Human Settlements Programme (UN-HABITAT).

[www.icmpd.org/MC2CM](http://www.icmpd.org/MC2CM)

All rights reserved. No part of this publication may be reproduced, copied or transmitted in any form or by any means, electronic or mechanical, including photocopy, recording, or any information storage and retrieval system, without permission of the copyright owners.

This publication has been produced with the assistance of the European Union (EU) and the Swiss Agency for Development and Cooperation (SDC). The content of this publication is the sole responsibility of the authors and can in no way be taken to reflect the views of the EU or SDC.

Co-funded by the European Union



Co-funded by



Implemented by



MC<sup>2</sup>CM

MEDITERRANEAN CITY-TO-CITY MIGRATION

CITY MIGRATION PROFILE

VIENNA

EXECUTIVE SUMMARY



This document is a synthesis of the Metropolitan City of Vienna Migration Profile and Priority Paper drafted in the framework of the Mediterranean City-to-City Migration Project (MC2CM). The project aims at contributing to improved migration governance at city level in a network of cities in Europe and the Southern Mediterranean region. More information is available at [www.icmpd.org/MC2CM](http://www.icmpd.org/MC2CM).

GENERAL OVERVIEW (2013)	
<b>Political and administrative context</b>	Vienna is the capital city of Austria, and one of its nine provinces. It is Austria's primary city and the only city with a population above 1 million. It is the seat of the Austrian parliament, the Office of the Chancellery, ministries, and the Office of the President of the Austrian Federal Republic
<b>Population</b>	1 741 246
<b>Share in national urban population</b>	31.7 %
<b>Foreigners as a proportion of the population</b>	23 %
<b>Foreign-born as a proportion of the population</b>	31.4 %

## MIGRATION PATTERNS

Vienna is a long-established city of immigration. Since the 2000s, Viennese immigration is characterised by vast regional and social diversity, which can aptly be described by the term "superdiversity". As of 2016, more than one third (34.5%) of the resident population had been born abroad and 42% had either migrated to Austria or had been born to a migrant. The long history of migration to Vienna is also reflected in a high share of naturalised immigrants. As of 2013, 15 % of Austrian citizens resident in Vienna had been born abroad.

International migration to Vienna has risen considerably in recent years. After a peak of some 54 000 in 2004, annual net migration declined until 2009 and started to rise ever since. Annual net migration doubled between 2009 and 2012 (51 001 people), and, due to the refugee crisis in 2015, more than doubled again that year (119 299 people).

Immigrants are not evenly dispersed in the City of Vienna. The highest proportions are to be found in the area bordering the city centre from southwest to the north west, and to the northeast of the city centre. Only the region east of the Danube is sparsely inhabited by migrants, as are the more remote areas of the Western and Southern districts. This dispersal largely reflects the traditional socio-spatial structure of the city, where the larger working class districts have been located in the western parts of the city.

## MIGRANT POPULATION

38.5% of Vienna's immigrant population were born in a member state of the European Union or the European Economic Area (EEA). Persons born in countries joining the EU since 2004 vastly outnumber those born in one of the other EU member states. Among the latter, immigrants born in Germany vastly outnumber all others (48 841 out of 77 337). Immigrants born in Poland (47 040), Romania (29 936) and Hungary (21 618) are the largest groups from the "new" EU member states. Among the residents born outside of the EU, the largest groups are from Serbia (86 122), Turkey (67 049) and Bosnia and Herzegovina (44 633). Among immigrants born in Africa, those born in Nigeria (8 927) and Egypt (4 331) are the largest groups.

Among migrants from Asia, persons born in Afghanistan (13 418), Syria (12 417) and Iran (12 382) are the largest groups, who came mainly as refugees. Migrants from China (9 678) and India (9 159) have entered Austria mainly as labour migrants and under family reunification.

Whereas the overall gender composition of the migrant and the non-migrant population does not differ significantly, in the last few years, the gender balance has become stronger biased towards male migrants, which is largely due to the predominantly male influx of refugees from Syria, Afghanistan and Iraq.

The age structure of migrants reflects the long history of migration. Among persons born abroad, the age group 30 to 44 is about double the size as among the Austrian born inhabitants. Meanwhile, for Austrian born populations the age group of those younger than 30 is higher than among the immigrant population. The population with "migration background" (migrants and persons with a least one migrant parent) contains a significantly higher share of persons below the age of 15, and a significantly lower share of persons above the age of 65.

## LOCAL MIGRATION POLICY

Vienna has a unique status among cities in Austria. As a federal province, the city is granted regulatory rights and access to resources that concern key policy areas for integration such as housing, education and health. Furthermore, the city government is the relevant authority with regards to spatial planning, building regulations and subsidies for housing and construction, the health and care system, and policies regarding youth. The City of Vienna also receives a higher amount of payment per inhabitant than other cities. As headquarter for a number of multinationals, hosting a UN agency, and home to 14 state and five private universities, the city has a vested interest in maintaining an open and welcoming outlook on migration. It also has a long history as a "social city" that has always included a broad range of municipal social institutions and the delivery of core social services by municipal organisations.

Within this context, Vienna was one of the first European cities to establish specialised bodies for integration. The "Viennese Funds for Integration" created

in 1992 quickly became a major player in the field of integration by providing migration-related counselling on legal and social matters. In 1996 the agenda of integration was moved to a higher political level and an Executive City Councillor for Integration was appointed. The City founded the Municipal Department for Integration and Diversity (MA 17) which took over the duties of the Funds. MA 17 is the overall coordination agency for the implementation of the integration policies of the city of Vienna. Its activities range from data collection, scientific analysis to the implementation of integration-oriented diversity management in the administration of the city to the funding and supporting of projects, associations and initiatives contributing to integration. In this respect, it has developed and implemented the "Start Wien" programme as a welcome package for every immigrant including vocational counselling, lectures about daily life in Austria and access to German language courses.

According to the "Guidelines of the Integration and Diversity Policy of the City of Vienna", the city follows an "integration-oriented diversity policy" where "integration" is understood as equal participation in society and social empowerment of the city's population independent of place of birth and nationality, and the respect of democracy, equality and fundamental rights is described as a central precondition to realise the potential of diversity.

Consultation with local stakeholders including representatives of administrations, institutions owned and/or controlled by the City of Vienna implementing integration policy, and of organisations through individual interviews and a focus group held in October 2016 in the framework of the MC2CM project, led to the identification of 5 priorities for improving integration policies:

1. Housing
2. Recognition of qualifications obtained abroad
3. Access to education for the youth and young adults
4. Increasing political participation
5. Public discourse on migration

## MAINSTREAMING MIGRATION

The main document for urban planning in Vienna is the Urban Development Plan, which defines the main goals for urban planning for the next 10 – 20 years. According to the 2025 Urban Development Plan (STEP), the City of Vienna bases its conception of development on the “right to the city”; the City of Vienna give(s) a commitment to the city as a place of compacted diversity”.

Vienna is a cosmopolitan city and the diversity of the population is understood as a main facilitator of urban development, which attracts talents from all over the world. According to the STEP 2025, urban planning reflects i.e. the different needs, lifestyles and interests of migrants: “In addition to housing, this involves making room for ethnic economies and social networks of different migrant groups, and the development of a public space working for all and satisfying the differing demands for a peaceful coexistence.”

In order to develop its human rights agenda, the City of Vienna established a Human Rights Office and the position of a Human Rights Representative in 2015. Integration practices in the City of Vienna are characterised both by targeted and mainstreamed services. On the one hand, the needs of recently arrived migrants including organisation of language tuition and access to kindergardens are mainly handled by specialised institution. On the other hand, services for this same target population in the fields of labour market, housing, education or health, migration and integration issues have been mainstreamed into regular services.

A further characteristic of integration governance in Vienna is regular networking at a variety of levels. Actors both at the metropolitan and district level meet regularly at coordination meetings or in workshops to discuss pending issues. These networking activities shape a kind of “epistemic community” sharing a common understanding of integration and define a policy domain involving not only different levels, but also different types of actors.

Migration governance stakeholders at local level	
Municipal Department for Integration and Diversity (MA17)	Coordination of integration and diversity policies
Municipal departments <sup>1</sup>	<ul style="list-style-type: none"> <li>Urban Planning (MA 18)</li> <li>Housing (MA 50)</li> <li>Women (MA 57)</li> <li>Employment (MA 23)</li> <li>Education and Youth (MA 13)</li> <li>Immigration and citizenship (MA 35)</li> <li>Social Wellbeing (MA 24)</li> </ul>
School Council	Schooling
Vienna Social Fund (Fonds Soziales Wien)	Management of social support, refugee integration
WAFF (Viennese Funds for the Advancement of Workers and Employees)	Organises labour -market related vocational training for unemployed and employed, acts as employment promotor and employment agency
Labour Market Service Vienna	Viennese Branch of Federal Labour Market Service
Chamber of Labour Vienna	Interest representation of workers and employees of companies located in Vienna, compulsory membership, important policy actor in the field of employment and protection of workers' rights
Verband Wiener Volksbildung Die Wiener Volkshochschulen (VHS)	Adult education centres sponsored mainly by the City Government, offer broad range of adult education and training, and free afternoon - care and support for pupils, with a specific focus on children from migrant families

<sup>1</sup> Besides the Municipal departments mentioned here, there are a number of others which have an important role in the area of migration. For more information, please see complete profile

Organisations active in the areas of migration and integration in the city	
Caritas Vienna	Aid organisation of the Catholic Church, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration, supports projects for schoolchildren
Volkshilfe Vienna	Aid organisation of the Socialdemocratic Party, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration, supports projects for schoolchildren

Evangelische Diakonie	Aid organisation of the Protestant Church, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration
Association of Industrialists	Representation of industrial companies in Vienna, advises the City on the needs of employers with regard to migration
Advice Center for Migrants (Beratungszentrum für MigrantInnen)	NGO advising migrants with regard to labour market issues, funded by the Ministry of Labour and Social Affairs and the City of Vienna

## INSTITUTIONAL FRAMEWORK

### Coordination and cooperation at city level

Regular meetings of the City Senate including all Executive City Councillors provides the main platform for coordination at political level. At an administrative level, there are regular coordination meetings of the different administrative departments on general and specific administrative issues. The Department for Integration and Diversity is involved in all meetings touching on migration and integration. Regular meetings for the diversity monitoring programme also serve as an important platform for exchange. At the district level, the district offices of the Department for Migration and Diversity regularly organise stakeholder meetings with the administration and NGOs as well as local offices for urban renewal ("Gebietsbetreuung") in districts with a high percentage of immigrants.

### Coordination and cooperation with regional and national levels

Coordination and cooperation with the national level mainly takes place in the framework of federalist multi-level governance. In particular, social policy issues such as the provision of social assistance payments, or the distribution of refugees in Austria, are discussed in negotiation procedures between the federal government and the provincial governments, leading to specific state treaties, the so-called "§15 agreements". As integration policies fall into the realm of the provincial governments, the City of Vienna has broad room for manoeuvre for policy development. Cooperation with the federal government mainly centres on access to federal funding and European funding administered by federal authorities.

## INTERNATIONAL COOPERATION

Vienna engages in several international networks. The most relevant for migration issues include Centrope – a "European Region" which comprises the provinces and districts on both sides of the Austrian border towards the Czech Republic, Hungary and Slovakia. The joint cooperation in migration and integration issues forms an important part of the work of this regional cooperation initiative. Vienna is also active participant of Eurocities, Human Rights Cities organised by the Peoples Movement for Human Rights Learning. Vienna is also a member of the International Metropolis Project on international migration and integration issues.

## PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION

According to the Municipal Department on Urban Planning's 2016 study on community relations in Vienna, the salience of the issue of migration has varied significantly over time. In 2013, immigration ranked fourth in the list of salient concerns after unemployment, lack of affordable housing and the level of criminality. There is a clear relation between age and gender and the perception of migration as an important problem. Whereas only 24% of those below the age of 30 perceived migration as a big problem, this perception was shared by 45% of those aged 60 and above. A negative perception of migration furthermore inversely correlates with the level of education, employment status and the personal perception of the future. The perception of migration is not correlated to the percentage of migrants in the own district, but correlates with the type of housing offer. Despite having a similar proportion of migrants, 39% of the population in the districts 10, 11 and 20 see migration as an important problem, compared with 21 % of those in districts 9, 12, 15, 16 and 17.

Overall, the quality of interethnic relations is seen positively by the Viennese population, although there are considerable differences with regards to origin. Whereas the quality of interactions between migrants from Germany, Eastern and Western Europe, the former Yugoslavia and Asia is judged positively, a negative perception dominates with regard to migrants from Turkey, Africa and the Near East. Experiences of ethnic discrimination are regularly reported by migrants. In general, support for integration measures has increased in recent years. Support for voting rights for long term resident migrants rose from 51% in 2007 to 73% in 2013.

## MIGRANTS' ENJOYMENT OF HUMAN RIGHTS AND ACCESS TO SERVICES

	Education and vocational training	Employment and entrepreneurship	Social affairs	Protection against discrimination	Housing	Political participation and inclusion in local decision -making processes
Competence <sup>2</sup>	Primary education: Yes Secondary education: Shared Post-secondary: No Vocational training: Shared	Yes	Yes	Yes	Yes	Yes
Implementation instrument	<ul style="list-style-type: none"> <li>Urban School Council</li> <li>Municipal Department 17 - Integration and Diversity (MA 17), Education and Children's activities (MA 13), Kindergartens (MA 10)</li> <li>Volkshochschulen (VHS)</li> </ul>	<ul style="list-style-type: none"> <li>Viennese Funds for the Advancement of Workers and Employees (WAFF)</li> <li>Vienna Business Agency</li> <li>The municipality employs around 65.000 people</li> </ul>	Vienna Social Fund	<ul style="list-style-type: none"> <li>Human Rights Office</li> <li>Municipal Department 17 - Integration and Diversity (MA 17) and Women's Department (MA 57)</li> <li>Kinder- und Jugendanwaltschaft</li> </ul>	<ul style="list-style-type: none"> <li>Municipal Department for Housing Promotion</li> <li>Wiener Wohnen Wohnpartner</li> </ul>	Local offices of the Municipal Department for Integration and Diversity
Policies and projects relevant to migrants' integration	<ul style="list-style-type: none"> <li>Compulsory kindergarten (at the age of 5 the latest) and schooling (6/7 to 15) is offered to all children resident in Vienna free of charge and independent from their residence status</li> <li>MA 17 offers language training tailored to the needs of the individual migrants.</li> <li>The VHS-led project "Start Vienna - the Youth College" offers individualised education and training trajectories for refugees and asylum seekers up to the age of 21. It partners with Interface Wien, a non -for -profit organisation funded by MA17 and aiming at supporting the integration of migrants with educational, informational and advisory activities</li> </ul>	<ul style="list-style-type: none"> <li>Provides vocationally oriented adult education and training, advice and support for employees and unemployed, and support and training programmes for employers. Also acts as employment agency</li> <li>Set up a programme (Mingo) supporting migrants who want to set up a company or further develop their company</li> </ul>	<ul style="list-style-type: none"> <li>Conducts communal social policies which include support for child rearing, youth centres or learning support at the district level and management of public space by mobile social workers</li> <li>Administers social assistance</li> </ul>	<ul style="list-style-type: none"> <li>Implements the declaration "Vienna – City of Human Rights", passed by the City Council in 2014</li> <li>MA17 funds the NGO "ZARA", which provides advice to victims of racial discrimination, publishes an annual report on developments in the area of racism and discrimination</li> </ul>	<ul style="list-style-type: none"> <li>The city owns 220 000 communal flats. Tenants may receive housing subsidies on the basis of their income</li> </ul>	<ul style="list-style-type: none"> <li>Regularly hold meetings with civil society organisations in their districts, including migrant organisations. Meetings are focused on specific topics and mainly aim at an exchange of views and ideas</li> <li>All residents have the right to petition the City Council on any issues. These petitions have to be discussed in the respective working groups of the City Council</li> </ul>
Migrants' access	<ul style="list-style-type: none"> <li>Due to weak language knowledge, pupils from migrant families suffer a high risk of transfer to "special schools" originally intended for pupils with mental disabilities, which do not allow access to vocational training or further education. Also, the decision on the type of postsecondary education pursued is done at age 9 and strongly influenced by the grading of the pupils – only those with a good grading in German are accepted for enrolment in the four-year lower cycle of high school, leading to a structural discrimination of pupils of migrant background. To address this issue, additional teachers competent in the languages of the main immigrant groups are employed at several schools in Vienna</li> <li>"Start Wien" is open for all new inhabitants holding a confirmation of registration as EU citizens or a residence card and is also open for refugees since 2015</li> <li>Since its launch in 2016, "Start Wien - The Youth College" trained more than 1,000 young refugees/asylum seekers</li> </ul>	<ul style="list-style-type: none"> <li>The WAFF is a partner of "Anerkennungsstelle", an institution supporting migrants in recognition for their qualifications, administered by the "Beratungszentrum für MigrantInnen", an NGO advising migrants on labour related issues funded by the Ministry of Labour and Social Affairs and the City of Vienna.</li> <li>The programme Mingo is directly targeted to migrants</li> </ul>	<ul style="list-style-type: none"> <li>Communal social services have been largely adapted to migrants' needs since the late 1990s.</li> <li>Needs -based minimum benefits are paid to both recognised refugees and persons under subsidiary protection. Asylum seekers (who receive "basic support"), undocumented migrants and migrants not holding a permanent residence permit are usually not entitled to these payments, unless humanitarian reasons demand to grant the payment</li> </ul>	<ul style="list-style-type: none"> <li>According to the Austrian Legislation on Equal Treatment, discrimination on the basis of ethnicity, religion, age, gender, sexual orientation, and disability are outlawed</li> <li>Due to the federal structure of Austrian administration, in most cases the federal Equality -Ombudsman is the relevant agency to be contacted in cases of discrimination</li> </ul>	<ul style="list-style-type: none"> <li>Since 2006 communal housing stock is fully accessible to third country nationals. However, restrictions regarding their access which demands a registration as "main place of residence" in Vienna for the two years preceding the application for social housing, can be an obstacle for vulnerable groups and newly arrived immigrants who have to rely on the private housing market.</li> <li>Long term residents may move into subsidised housing. Housing subsidies are awarded to persons with a minimum legal residence of 5 years in Austria with ability to access labour market</li> </ul>	
Comments	According to the National Report on Education from 2015, pupils with another mother tongue other than German residing in Vienna are twice as likely to attend a "special school"	Neither employment nor access to entrepreneurship is regulated at city -level. The federal unemployment agency, which has local offices in all provinces, is governed by the federal government	The administration of social support is governed by the provincial government. As Vienna is both a city and a province, it has leeway to administer social assistance	MA17 funds up to one hundred projects related to integration and diversity annually. These include supporting the development of intercultural sensibility and competencies and projects supporting the settlement and integration of migrants. The projects here presented are a representative selection of these	There are considerable differences between migrants and persons without "migration background" with regard to the average size of housing and housing costs	Naturalised migrants have voting rights at all levels of representation (district council, city council), Union citizens only at the district council level. Non -EU -citizens do not have voting rights

<sup>2</sup> As federal province, Vienna has many competences in more areas than other municipalities in the area.