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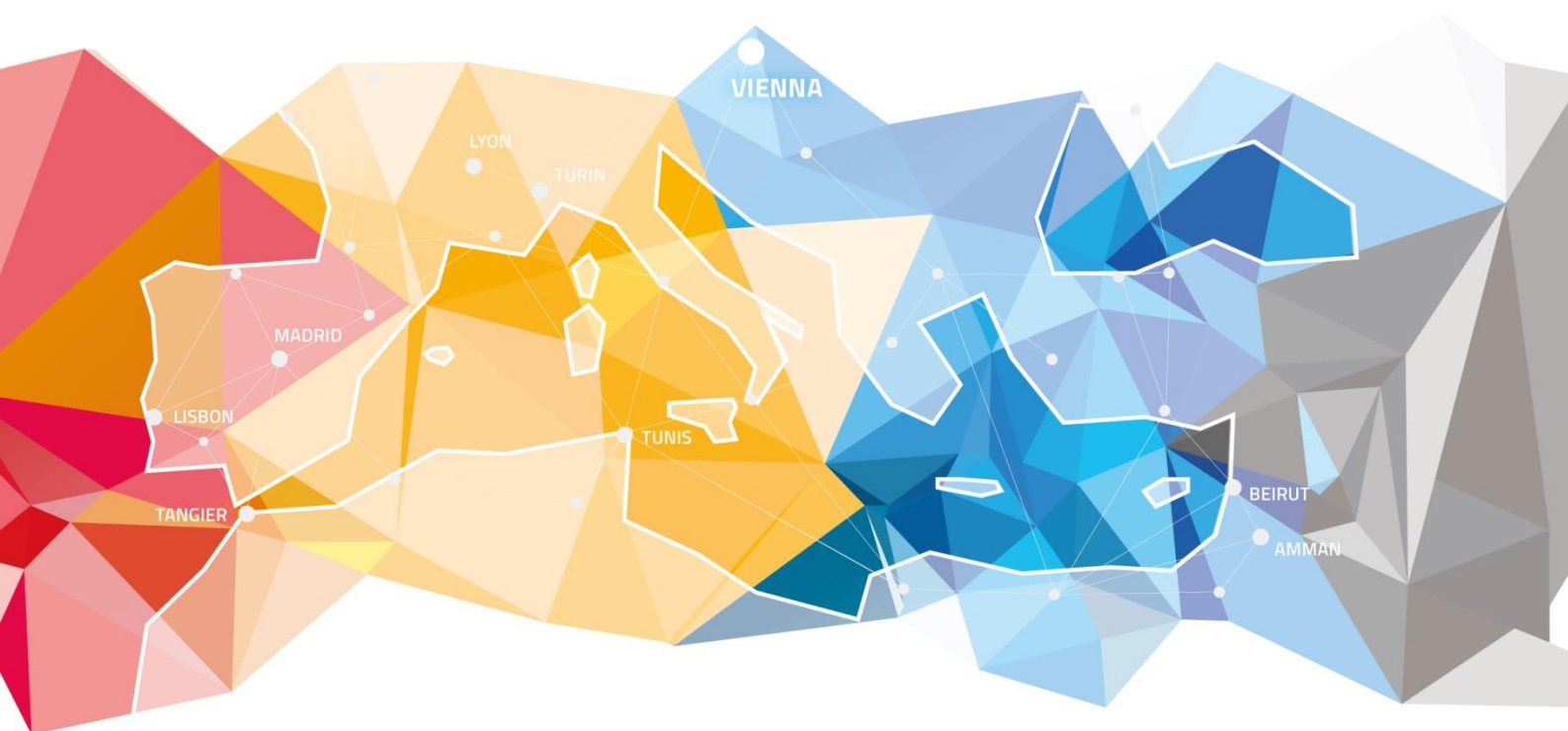


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# CITY MIGRATION PROFILE

## VIENNA



## Mediterranean City-to-City Migration

### Dialogue, Knowledge and Action

October 2017

Implemented by



**ICMPD**  
International Centre for  
Migration Policy Development



**UCLG**  
United Cities  
and Local Governments

**UN HABITAT**  
FOR A BETTER URBAN FUTURE



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## 1. Background

Internal and international migration movements in the greater Mediterranean region have a direct and long-lasting impact on the development of urban areas in the region, as these are often the actual destinations of migrant populations. In order to maximise the social and economic development potential of these migrant populations cities need effective migration governance capacities, particularly in view of the provision of access to human rights and services.

In this context, the **Mediterranean City-to-City Migration Project** aims at contributing to improved migration governance at city level in a network of cities in Europe and in the Southern Mediterranean region. The project is implemented by a consortium led by the International Centre for Migration Policy Development (**ICMPD**) in partnership with the United Cities and Local Governments Network (**UCLG**) and the United Nations Human Settlements Programme (**UN-HABITAT**) and with the United Nations High Commissioner for Refugees (**UNHCR**) as associate partner, in the framework of the Dialogue on Mediterranean Transit Migration (MTM)<sup>1</sup>. The city network is composed of the cities **Amman, Beirut, Lisbon, Lyon, Madrid, Tangiers, Turin, Tunis and Vienna**.

Project activities are grouped in a **dialogue** component, which facilitates the exchange of experiences and policy options among the cities, a **research** component, which takes stock of the migration situation in the participating cities, and an **action**-oriented component, which produces a toolkit compiling policy options for migration governance at local level, and offers pilot projects in the Southern cities participating in the project.

**City Migration Profiles** will provide a sound evidence base on migration in the participating cities by providing an overview on i) the migration situation and current developments ii) Immigrants' enjoyment of human rights and access to services iii) integration and inclusion policies and initiatives and iv) an overview of relevant actors in the cities.

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<sup>1</sup> The MTM is an informal consultative platform between migration officials in countries of origin, transit, and destination along the migration routes in Africa, Europe, and the Middle East.

## 2. City Synopsis

General overview	
City area (km <sup>2</sup> ) (year of the measurement)	414,65
Political and administrative context	<i>Vienna is the capital city of Austria, and also 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 and all ministries, and the Office of the President of the Austrian Federal Republic.</i>
Share in national urban population	31,72%
Language(s)	<i>Official language: German; approx. 180 languages spoken in the city</i>

		Data	Year	Source
Demographic Structure	Total city population	1.741.246	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of population aged 0-9	9,78%	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of population aged 10-24	16,71 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of population aged 25-44	30,48 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of population aged 45-74	36,04 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of population aged 75 +	6,99 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
Migration	Foreigners as a proportion of the population	23,02 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Foreign-born as a proportion of the population	31,40 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
Labour Market	Unemployment rate	11,39 %	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Economically active population	894.795	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )

	Main sectors of activity	1.n.a. <sup>2</sup>		Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
		2.n.a		
		3.n.a		
		4.n.a.		
Living Conditions	Average annual rent for housing per m2	n.a.		Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Average price for buying a housing unit	n.a.		Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Average disposable annual household income	32.026,17.-	2008	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Median disposable annual household income	25.549,20.-		Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Average area of living accommodation (m2/ person)	46,44 m <sup>2</sup>	2008	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of urban population living in slum area	n.a.		<a href="#">UN-Habitat Urban Data</a> (EN)
	Persons at risk of poverty of social exclusion	18,75 %	2014	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Lone parent households per 100 households with children aged 0-17	17,4	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Early leavers from education and training	n.a.		Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
Education	Students in higher education	173.625	2013	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )
	Proportion of working age population with upper secondary education or post-secondary non-tertiary education	64,2 %	2008	Urban Audit ( <a href="#">EN</a> , <a href="#">FR</a> )

The table above has been compiled from data of the urban audit to guarantee comparability across the European cities participating in the project. Statistik Austria provides data from January 1, 2016, which give a more accurate view of the demographics of Vienna. Whereas the age groups in the table above are based on the data presentation of the ILO and the UN, Statistik Austria uses different age brackets, which reflect the definition of the population of working age (15 – 65) in Austria.

<sup>2</sup> There are no data on the labour market participation of migrants – defined as persons born abroad – available. These data are available for foreign citizens only. As approx. one third of the migrant population is naturalised, these data cannot be taken as proxy-data for the labour market participation of migrants.

**Table 1: Composition of the population of Vienna per Jan 1, 2016**

	Male	Female	Total	Proportion of total population		
				<i>Male</i>	<i>Female</i>	<i>Total</i>
<b>Total city population</b>	893.085	947.141	1.840.226	100,00%	100,00%	100,00%
<b>Population aged up to 14</b>	136.461	127.876	264.337	15,28%	13,50%	14,36%
<b>Population aged 15 – 29</b>	190.948	189.312	380.260	21,38%	19,99%	20,66%
<b>Population aged 30-44</b>	205.892	205.592	411.484	23,05%	21,71%	22,36%
<b>Population aged 45-59</b>	192.213	195.667	387.880	21,52%	20,66%	21,08%
<b>Population aged 60 74</b>	117.446	142.174	259.620	13,15%	15,01%	14,11%
<b>Population aged 75 +</b>	50.125	86.520	136.645	5,61%	9,13%	7,43%
<b>Foreigners</b>	257.561	246.636	504.197	28,84%	26,04%	27,40%
<b>Foreign-born</b>	309.831	325.102	634.933	34,69%	34,32%	34,50%

### 3. National Context

#### 3.1 Overview of Migration Patterns in Austria<sup>3</sup>

Migration patterns to Austria have changed dramatically in the first decade of the new millennium. Whereas until the late 1980s and early 1990s the successor states of the former Yugoslavia and Turkey were the main areas of origin, from the late 1990s onward, immigration from the former Yugoslavia and Turkey declined massively, whereas immigration from Germany and the new EU member states increased significantly.

Whereas the decline of migration from third countries has at least partly been an effect of immigration restrictions imposed in the early 2010s, the rise of migration from the new EU member states can be mainly attributed to the abolishment of waiting periods for access to the labour market for citizens of the new member states, which joined the EU in 2004, as of January 1, 2011; and in the case of Bulgaria and Romania as of January 1, 2014. In the last few years, the growing number of refugees from Syria, the Iraq, Iran and Afghanistan also has impacted considerably on the composition of migration to Austria.

Whereas in 2005, out of the 97.995 foreign citizens registering their residence for the first time in Austria 50.694 (51,7%) held the nationality of a non – EU - country<sup>4</sup> and out of the net-migration figure of 48.195 persons, 59,6% held a third country passport, in 2015 out of the 154.260 foreign nationals migrating to Austria for a period of more than 90 days, only 37,7% held a third country passport, and their share on the net-migration of 77.703 persons was at 38,5%.


In 2014, citizens from other EU member states held a share of approx. 62% of the newly arrived migrant population, due to the massive refugee influx their share fell to 46% in 2015. Between 2009 and 2014, immigration from the “old” EU member states rose by some 20% and immigration from the “new” EU countries by 84%. Immigrants from Germany have been by far the largest immigrant group from the “old” EU member states (gross migration 2014: 17,977, 62% of all immigrants from the “old” EU member states). The absolute figure of Germans was stable between 2009 and 2014, whereas migration from other “old” EU countries was on the rise. Hungarian and Romanian citizens were the largest groups of immigrants from the “new” EU, with a share of 27% and 25% respectively.

In 2015, the large influx of refugees changed the figures and the composition of migrants considerably: The gross immigration of foreign nationals reached 198.658 persons, 53,4% of those were born in countries outside of the EU. Net migration stood at 118.517 persons, 65% of them born in countries from outside the European Union, approximately two third (50.514) of those were nationals of Afghanistan, the Iraq, or Syria.

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<sup>3</sup> The data presented in this chapter are provided by the database Statcube of Statistics Austria, own calculations.

<sup>4</sup> Due to the different migration regimes governing migration from EU – countries – citizens of member states of the European Union (“Union citizens”) are entitled to freedom of movement and residence and (largely) unlimited access to the labour market- The term “third country national” is used to denote a citizen of a state, which is not a member of the European Union.



Annual immigration figures from the “new” EU member states joining the EU since 2004 nearly doubled between 2010 (33.351) and 2015 (60.441). Romanian (2015: 17.455), Hungarian (2015: 14.394) and Polish (2015: 6.136) nationals are the largest group of immigrants from the new EU member states. The source countries of the “guest-worker” migration in the 1970s and 1980s, former Yugoslavia and Turkey, meanwhile account for a comparatively small share of immigration (gross migration Serbia 2015: 7.637; Bosnia-Herzegovina 2015: 5.193; Turkey 2015: 3.653). The refugee movements of 2015 are clearly visible in migration statistics – in 2015, some 67.500 nationals of an Asian country entered Austria, as compared to approx.15.000 in the years 2013 and 2014.

The immigration data for the years 2010 – 2015 show a clear peak of immigration from the new EU member states in 2011, when the waiting period for access to the labour market for citizens from Bulgaria and Romania was lifted. Between 2010 and 2011, immigration from Romania nearly doubled, but then declined again by some 40% in 2012. Although refugee flows accounted for a large share of migration growth, also migration from both the “old” and the “new” EU member states rose considerably in 2014 and 2015.

Emigration from Austria to other countries follows the patterns of immigration. Out of the 80.141 foreign citizens migrating from Austria to another country in 2015, 62,5% (50.104) held the nationality of another member state of the EU, Switzerland or another member state of the European Economic Area. Among the EU member states, nationals of Germany (10.606), Romania (9.205) and Hungary (6.859) were the largest groups of out-migrants. Outmigration of nationals of Serbia (4.690) and Turkey (3.089) is sizeable, but small when compared with the number of citizens of these countries residing in Austria. The refugee movement through Austria in 2015 is reflected in migration statistics with some 59.000 nationals of an Asian country (mostly nationals of Afghanistan, the Iraq and Syria) recorded as leaving Austria, as compared with approx. 8.000 to 8.500 persons in the years before.

The following table gives an overview of the development of migration flows by nationality of the migrants (selected regions and countries since 2010).

**Table 2: Immigration and emigration in Austria by migrants' nationality 2010 - 2015**

	In - migration from foreign country						Out - migration to foreign country					
	2010	2011	2012	2013	2014	2015	2010	2011	2012	2013	2014	2015
Nationality												
<b>EU member states before 2004</b>	26.207	29.178	26.455	28.853	30.726	30.331	16.436	17.964	18.463	18.297	19.026	18.641
<i>among them: Germany</i>	17.966	16.757	17.410	17.774	17.743	17.028	10.331	11.230	11.545	10.984	11.195	10.606
<b>EU candidate countries as from 2004</b>	33.351	66.123	42.688	49.543	55.116	60.441	22.401	25.857	27.954	27.331	28.663	30.920
<i>among them; Bulgaria</i>	3.121	5.824	3.242	3.631	3.909	5.232	1.896	2.097	2.137	2.294	2.419	2.690
<i>Hungary</i>	6.412	14.538	9.250	13.066	14.935	14.394	4.249	5.310	6.457	6.479	6.740	6.859
<i>Poland</i>	4.037	6.936	6.428	7.105	7.297	6.136	2.994	3.263	3.686	3.473	3.442	3.407
<i>Romania</i>	11.344	20.715	12.907	13.362	13.491	17.455	6.358	7.707	8.004	7.791	8.005	9.205
<b>EEA, Switzerland, associated small states</b>	800	825	726	790	782	844	500	564	588	643	596	543
<b>Other European countries</b>	20.015	25.518	20.130	22.698	25.176	26.112	15.175	15.641	14.516	14.972	14.695	15.263
<i>among them: Turkey</i>	4.258	3.684	3.812	4.088	4.476	3.653	3.137	3.258	3.151	3.154	3.156	3.089
<i>Serbia</i>	7.134	7.416	6.051	6.715	7.089	7.637	5.650	5.818	4.966	5.029	4.873	4.690
<i>Republic of Bosnia and Herzegovina</i>	2.526	5.164	3.872	4.133	4.990	5.193	1.996	2.650	2.597	2.574	2.539	2.483
<b>Africa</b>	3.135	5.206	3.685	3.808	4.147	7.013	2.916	2.604	2.428	2.267	2.412	2.723
<b>America</b>	3.330	3.792	3.627	3.704	3.737	4.155	2.812	2.878	2.967	2.824	2.871	2.924
<b>Asia (exc. Turkey, Cyprus)</b>	9.566	22.432	12.104	15.705	14.935	67.545	7.659	6.841	7.003	7.812	7.814	8.611
<b>Oceania</b>	300	310	334	306	345	345	271	268	280	215	266	274
<b>Unknown</b>	192	876	172	198	264	1.872	228	195	195	147	174	242
<b>Total</b>	<b>96.896</b>	<b>109.921</b>	<b>126.605</b>	<b>135.228</b>	<b>154.260</b>	<b>198.658</b>	<b>68.398</b>	<b>72.812</b>	<b>74.394</b>	<b>74.508</b>	<b>76.517</b>	<b>80.141</b>

Source: Statistic Austria, StatCube, own calculations

Prior to 1990, immigration was male dominated, with a share of males of the foreign resident population at around 60%. Since 1990 there has been a clear trend of an increasing female foreign population. This seems to be related mainly to rising immigration from EU countries, above all the recent EU member states (see Fassmann/Reeger 2007). This may ultimately be a consequence of an increased specific demand for female workers, above all in the fields of old-age and health care, tourism and domestic services.

In the last five years, the gender balance has again become stronger biased towards male migrants, which is largely due to the predominantly male influx of refugees from Syria, Afghanistan and the Iraq.

**Table 3: Gender composition of foreign immigration to Austria 2010 – 2015**

Gender/Year	2010	2011	2012	2013	2014	2015
<b>Male</b>	51.356	59.718	68.633	73.234	85.952	116.748
<b>%</b>	53,00	54,33	54,64	54,16	55,72	58,77
<b>Female</b>	45.540	50.203	56.972	61.994	68.308	81.910
<b>%</b>	47,00	45,67	45,36	45,84	44,28	41,23


Source: Statistik Austria, StatCube, own calculations

### 3.2 National Migration Policy

The current legal framework governing migration and integration reaches back to 2005, when the government decided to pass a complete reform of Austria's migration law in order to implement the EU acquis on long-term residents and family reunification. The “aliens’ law package” contained a reformed aliens act, a reformed aliens police act, and a new residence and settlement act, which included provisions for an integration agreement demanding the proof of knowledge of German at the level A2 of the Common European Framework of Reference for Languages as condition for access to the status of a long-term resident as defined in the EU acquis. With this act, also a new institutional framework for integration policy implementation was established: The “Austrian Funds for Integration,” which had been set up in the 1960s by the Austrian Ministry of the Interior and the UNHCR with the task to support the integration of refugees was assigned the duty to organise these language trainings (Perchinig 2013, 203 f.).

In 2008, the government announced a plan to develop a National Action Plan on Integration (NAPI) in order to enhance the cooperation for successful integration measures in Austria. After consultations with the provinces, the political parties and NGOs the NAPI was published by the Ministry of Interior in January 2010. The document defined seven core areas of integration: language and education, work and vocation, rule of law and values, health and social affairs, intercultural dialogue, sports and leisure and housing and regional integration.

In the document, integration is defined as:



*“(…) a reciprocal process, characterized by mutual appreciation and respect, in which clear rules ensure societal cohesion and social peace. One can speak of successful integration when there are sufficient German skills for the participation in working life, training, further education and for communication with public administrations and the person concerned can fund his/her life, and the Austrian and European legal order and values are accepted and recognised. An integrated society is characterised by openness and social permeability. It allows the individual to lead one’s life on his or her own responsibility without being discriminated because of his or her origins, language or skin colour. Integration aims to ensure the participation in economic, social, political and cultural processes and the compliance with duties associated to these processes.” (BMI 2010, 2)*

Following the publication of the National Action Plan on Integration, a list of implementing measures and a list of indicators to measure integration was published. Since 2011, the Ministry of European Integration, Foreign Affairs and Integration annually publishes a report on integration listing the activities in the fields of integration and reporting on the measurement of the integration indicators (<https://www.bmeia.gv.at/integration/integrationsbericht/>).

In April 2011, a State Secretariat on Integration within the Ministry of Interior was established with the task of coordination and development of integration policies. In addition, an Expert Council on Integration (Expertenrat für Integration) was established in January 2011 by the Ministry of Interior. The main task of this council is both to support the implementation process of the National Action Plan on Integration and to prepare recommendations. The Ministry of the Interior is, though, not bound in any way by the recommendations put forward by the council. In 2013, the State Secretary for Integration was appointed Minister for European Integration, Foreign Affairs and Integration, and integration policies were included into the remit of the Foreign Ministry.

In 2010, a major revision to the Austrian Aliens Law and the Aliens Employment Law was discussed and approved by parliament in April 2011. The amendment raised the level of knowledge of German to be proven for access to permanent residence to B1. Moreover, the amendment introduced pre-entry language tests for immigrants from third countries (‘German before immigration’) at the A1 level. Non-compliance with the Integration Agreement leads to gradually increasing administrative fines. Although the law also foresees the possibility of having residence in Austria terminated in case of non-compliance with the integration requirements (Perchinig 2013, 234), there are hardly any cases where these provisions are applied. In cases of non-compliance, usually a permanent residence permit is declined, but a temporary permit is issued.


Furthermore, in 2012 the system of labour migration was overhauled and replaced by a points-based system aimed at attracting qualified immigrants – the “Red-White-Red Card”. The qualifications and skills of potential immigrants are identified on the basis of a credit system, similar to systems of immigration management in Canada or Australia, or the Blue Card of the EU. Immigration for the purpose of work was thus facilitated also for certain in-demand professions who could hitherto not fulfil the income requirements under the regulation for key personnel.

As a federal state, Austria's provincial governments are also important stakeholders in the field of integration. In particular, they are responsible for pre-primary and primary education, youth policies, urban and regional planning, and housing which all affect the field of integration. The provincial governments of Upper Austria, Styria, the Tyrol and Vorarlberg have passed "mission statements on integration" (Integrationsleitbilder) and set up integration departments within administration. In Vienna, which is both a city and a province, an Executive City Councillor for Integration holds the political responsibility for the Department for Integration and Diversity, with a staff of 64 employees. These provincial governments also fund integration projects implemented by NGOs or local associations (Perchinig 2010, 31).

There exist a variety of NGOs and associations in the field of migration and integration. The Catholic and the Protestant Church and their humanitarian associations such as the Caritas or the "Evangelische Diakonie" play an important role in the field of the implementation of integration measures, but also act as lobbying organisations on behalf of immigrants. Furthermore, they fund or organise advice centres and language training courses; and provide shelter to asylum-seekers, refugees and immigrants in need. Another important association in the field of humanitarian work with immigrants is the humanitarian organisation "Volkshilfe" (Peoples' Aid Organisation), which has close connections to the Social democratic party.

### 3.3 Institutional Framework

Actor	Description of competences
Ministry of the Interior	Implementation of Aliens Law, Law on Settlement and Residence, Asylum Legislation; Administration of European Integration Funds
Ministry for Europe, Integration and Foreign Affairs	Foreign policies with regard to integration, coordination of integration policies at federal and provincial level
Ministry for Labour and Social Affairs	Labour migration regulation "Red-White-Red Card", Foreigners' Employment Act
Parliaments of the nine federal provinces	Housing policies, education policies (partial), provincial integration policies
Governments of the nine federal provinces	Implementation of aliens law, law on residence and settlement, asylum law ("mittelbare Bundesverwaltung")
City Councils	Pre-school and primary education, local integration policies
Austrian Funds for Integration	Funding of integration projects, integration advice centers in provinces, implementation of "integration contract" (language training material, language examinations), publication of information material



Austria is composed of nine provinces. Migration is regulated at the federal level, with the Ministry of the Interior responsible for immigration legislation (Aliens Law, Law on Settlement and Residence) and asylum (Asylum Law). The Ministry of Labour and Social Affairs is responsible for the implementation of labour migration legislation; in particular the provisions regarding the “Red-White-Red-Card” governing labour migration. Due to the federalist governance structure of Austria, integration activities are mainly developed and implemented by provincial and local governments, with the Ministry of Europe, Integration and Foreign Affairs and Integration mainly holding a coordinative, funding and public relations role. The “Austrian Funds for Integration”, a foundation close to the Austrian Ministry for Europe, Integration and Foreign Affairs, is administering the funding of language trainings in the framework of the “integration contract”, the language-exams and is publishing information material on migration and integration.

As a federal state, in many general policy areas mixed responsibilities can be found. In health, responsibility is shared by the federal government, the provincial governments, and local governments; in housing, the provincial and local governments are decisive. In education, responsibilities are split: Whereas the local governments are sharing responsibility with the provincial governments with regard to pre-school and primary education, the responsibility for secondary education lies with the provincial governments and the federal government; post-secondary and tertiary education is the sole responsibility of the federal government. Vocational training is a shared competency of the provincial governments, the federal government, and the social partners (employers’ organisations, trade unions and Chambers of Labour). Employment lies in the sole responsibility of the federal government.

In many areas, like e.g. the administration of residence legislation, provincial governments implement federal legislation (“Mittelbare Bundesverwaltung”). There is a shared responsibility between the federal government and the provincial governments in some areas regarding integration, e.g. the distribution of refugees in the provinces. For this type of shared responsibility, a specific type of legally binding agreements between the federal government and the provincial governments, the “§ 15a – Agreements” has been developed. These agreements, which usually are concluded for periods between one and five years, are reached in negotiations between all nine provincial governments and the federal government and are binding for them.

### 3.4 Regional and International Cooperation

International Instrument	Date of signature	Date of ratification	Reservations/ Interpretative statements	Source
Convention Relating to the Status of Refugees, 1951		1954	n/a	(AR, <a href="#">EN</a> , ES, <a href="#">FR</a> )
International Convention on the Elimination of All Forms of Racial Discrimination, 1965	1969	1972	*	(AR, <a href="#">EN</a> , ES, FR)
International Covenant on Civil and Political Rights, 1966	1973	1978	**	(AR, <a href="#">EN</a> , ES, FR)
International Covenant on Economic, Social and Cultural Rights, 1966	1973	1978		(AR, <a href="#">EN</a> , ES, FR)
Convention on the Elimination of All Forms of Discrimination Against Women, 1979	1980	1982	***	(AR, <a href="#">EN</a> , ES, FR)
Convention on the Rights of the Child, 1989	1990	1992	****	(AR, <a href="#">EN</a> , ES, FR)
International Convention on the Protection of the Rights of All Migrant Workers and Their Families, 1990	n/a	n/a	n/a	(AR, <a href="#">EN</a> , ES, FR)
Universal Declaration on Cultural Diversity, 2001		2006	n/a	(AR, <a href="#">EN</a> , ES, FR)
Migration for Employment Convention (Revised), 1949 (C097)	n/a	n/a	n/a	(AR, EN, ES, FR)
Abolition of Forced Labour Convention, 1957 (C105)		1958	*****	( <a href="#">AR</a> , <a href="#">EN</a> , <a href="#">ES</a> , <a href="#">FR</a> )
Migrant Workers (Supplementary Provisions) Convention, 1975 (C143)	n/a	n/a	n/a	( <a href="#">AR</a> , <a href="#">EN</a> , <a href="#">ES</a> , <a href="#">FR</a> )
Domestic Workers Convention, 2011 (C189)	n/a	n/a	n/a	( <a href="#">AR</a> , <a href="#">EN</a> , <a href="#">ES</a> , <a href="#">FR</a> )
<p>* "Article 4 of the International Convention on the Elimination of All Forms of Racial Discrimination provides that the measures specifically described in sub-paragraphs (a), (b) and (c) shall be undertaken with due regard to the principles embodied in the Universal Declaration of Human Rights and the rights expressly set forth in article 5 of the Convention. The Republic of Austria therefore considers that through such measures the right to freedom of opinion and expression and the right to freedom of peaceful assembly and association may not be jeopardized. These rights are laid down in articles 19 and 20 of the Universal Declaration of Human Rights; they were reaffirmed by the General Assembly of the United Nations when it adopted articles 19 and 21 of the International Covenant on Civil and Political Rights and are referred to in article 5 (d) (viii) and (ix) of the present Convention." 20 February 2002. "The Republic of Austria recognizes the competence of the Committee on the Elimination of Racial Discrimination to receive and consider communications from individuals or groups of individuals within the jurisdiction of Austria claiming to be victims of a violation by Austria of any of the rights set forth in the Convention, with the reservation that the Committee shall not consider any communication from an individual or a group of individuals unless the Committee has ascertained that the facts of the case are not being examined or have not been examined under another procedure of international investigation or settlement.</p>				

Austria reserves the right to indicate a national body as set forth in Article 14 paragraph 2."

\*\* 1. Article 12, paragraph 4, of the Covenant will be applied provided that it will not affect the Act of April 3, 1919, State Law Gazette No. 209, concerning the Expulsion and the Transfer of Property of the House of Habsburg-Lorraine as amended by the Act of October 30, 1919, State Law Gazette No. 501, the Federal Constitutional Act of July 30, 1925, Federal Law Gazette No. 292, and the Federal Constitutional Act of January 26, 1928, Federal Law Gazette No. 30, read in conjunction with the Federal Constitutional Act of July 4, 1963, Federal Law Gazette No. 172.

2. Article 9 and article 14 of the Covenant will be applied provided that legal regulations governing the proceedings and measures of deprivation of liberty as provided for in the Administrative Procedure Acts and in the Financial Penal Act remain permissible within the framework of the judicial review by the Federal Administrative Court or the Federal Constitutional Court as provided by the Austrian Federal Constitution.

3. Article 10, paragraph 3, of the Covenant will be applied provided that legal regulations allowing for juvenile prisoners to be detained together with adults under 25 years of age who give no reason for concern as to their possible detrimental influence on the juvenile prisoner remain permissible.

4. Article 14 of the Covenant will be applied provided that the principles governing the publicity of trials as set forth in article 90 of the Federal Constitutional Law as amended in 1929 are in no way prejudiced and that

(a) paragraph 3, sub-paragraph (d) is not in conflict with legal regulations which stipulate that an accused person who disturbs the orderly conduct of the trial or whose presence would impede the questioning of another accused person, of a witness or of an expert can be excluded from participation in the trial;

(b) paragraph 5 is not in conflict with legal regulations which stipulate that after an acquittal or a lighter sentence passed by a court of the first instance, a higher tribunal may pronounce conviction or a heavier sentence for the same offence, while they exclude the convicted person's right to have such conviction or heavier sentence reviewed by a still higher tribunal;

(c) paragraph 7 is not in conflict with legal regulations which allow proceedings that led up to a person's final conviction or acquittal to be reopened.

5. Articles 19, 21 and 22 in connection with article 2 (1) of the Covenant will be applied provided that they are not in conflict with legal restrictions as provided for in article 16 of the European Convention for the Protection of Human Rights and Fundamental Freedoms.

6. Article 26 is understood to mean that it does not exclude different treatment of Austrian nationals and aliens, as is also permissible under article 1, paragraph 2, of the International Convention on the Elimination of All Forms of Racial Discrimination.

\*\*\* "Austria reserves its right to apply the provision of Article 11, as far as special protection of working women is concerned within the limits established by national legislation." On 10 June 2015, the Government of Austria informed the Secretary-General of the following: "The Republic of Austria ratified the Convention on the Elimination of All Forms of Discrimination against Women on 31 March 1982 subject to reservations to Article 7 (b) and Article 11. The reservation to Article 7 (b) was withdrawn in 2000 and the reservation to Article 11 was partly withdrawn in 2006. Following a review of the remaining reservation, the Republic of Austria has decided to withdraw its reservation to Article 11 in accordance with Article 28 (3) of the Convention."

\*\*\*\* On 28 September 2015, the Government of the Republic of Austria notified the Secretary-General of its withdrawal of the reservations to Articles 13, 15 and 17, as well as its declarations to Art. 38 (2) and (3) of the Convention on the Rights of the Child, in accordance with Article 51 (3) of the Convention.

\*\*\*\*\* 28 September 2015 The Republic of Austria has decided to withdraw its reservations to Articles 13, 15 and 17, as well as its declarations to Art. 38 (2) and (3) of the Convention on the Rights of the Child, in accordance with Article 51 (3) of the Convention.

## 4. City Context

### 4.1 Overview of Migration Patterns in Vienna

Vienna is one of the nine federal provinces of Austria. Vienna is the capital of Austria and by far its largest city, as well as its cultural, economic and political centre. It is also the seat of many international organisations, such as the official UN seat and the OSCE headquarters. On 1 January 2016, Vienna had a population of 1.840.226 persons.

Vienna is a long-established city of immigration. Whereas in the 1970s and 1980s migration from the former Yugoslavia and Turkey was dominant, and most of them were untrained workers living in bad housing conditions, Viennese immigration since the new millennium is characterised by huge regional and social diversity, which can aptly be described by the term “superdiversity”, as coined by Steven Vertovec (2007). Today migrants living in Vienna are not a social group united by distinct criteria, but include both top managers or scientists, middle class employees and untrained workers. In fact, except of the fact of birth outside of Austria, migrants do not share a single common characteristic. Depending on regional origin, period of migration, type of immigration trajectory or personal characteristics, like age, gender or education, the socioeconomic position of migrants varies strongly. Nevertheless, migrants from Turkey and from the countries joining the EU since 2007 still are predominantly concentrated in the low income groups, whereas migrants from the countries belonging to the EU already before 2004 are usually better educated and usually belong to medium and high income groups.

As of January 1, 2016, more than one third (34, 50%) of the resident population has been born abroad. According to data provided by Statistik Austria for the year 2014, approx. 746.300 persons (42%) have either migrated to Austria or have been born to migrant parents – 191.000 persons are regarded as belonging to the “Second Generation” born to migrant parents.

From a historical perspective, six different waves of migration can be discerned after World War II:

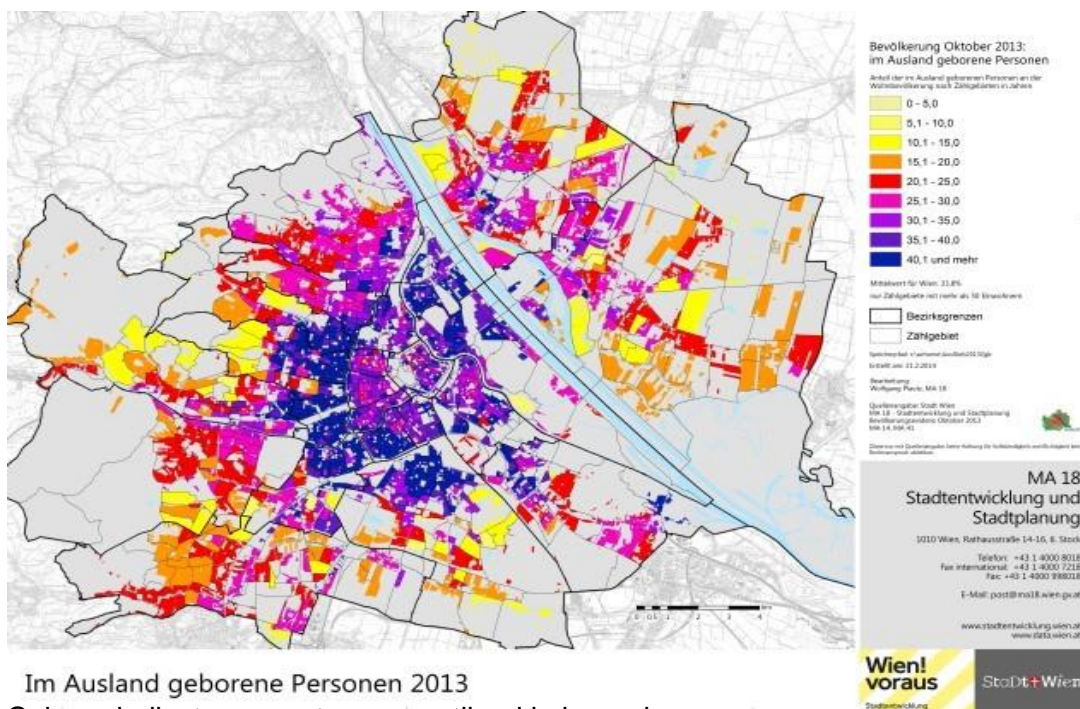
- The admission of refugees from communist countries in Eastern Europe – “ethnic Germans” from Czechoslovakia in the late 1940s, refugees from Hungary 1956, refugees from Czechoslovakia in 1968.
- Recruitment of ‘guest workers’ from the former Yugoslavia and Turkey in the 1960 and 1970s.
- Limited labour migration and growing family reunification from former Yugoslavia and Turkey in the 1980s and 1990s
- Refugee influx from Bosnia-Herzegovina and the Kosovo in the 1990s, mixed with a resurgence of labour migration from Turkey, and a growing migration from the former communist Eastern countries.
- Superdiversity (Vertovec 2007) in migration since the 2000s: Growth of migration from Germany, growth of migration from Eastern Europe (“Habsburg revisited”), growing migration from Asia and Africa.
- Growing refugee influx from Afghanistan, the Iran and Syria since 2013/2014.

These different waves of migration are also reflected in the way migration data are organised in official statistics: The successor states of the former SFR Yugoslavia are often lumped together under the heading “Former Yugoslavia”, reflecting the guest-worker recruitment from these countries. Migrants from the EU member states are usually grouped in two categories – “old” EU member states up to 2004; “new” EU member states from 2004, reflecting the relevance of EU enlargement.

The long history of migration to Vienna is also reflected in a high share of naturalised immigrants: Among the 1.336.029 Austrian citizens resident in Vienna as of January 1, 2016, 15,0% (200.705) were born abroad<sup>5</sup>. Approx. one quarter of the naturalised population has been born in a EU member state since 2004 (23,6%), among them the largest groups originating in the Czech Republic (among them still a large number of refugees from the late 1940s) and Poland. Approx. 15,4% of the naturalised population has been born in Turkey, and approx. 12,3,3% in Serbia. Austrian citizens born in Bosnia-Herzegovina (9,3%) and those born in Germany (6,6%) also form larger country-of-origin groups.

As the following map shows, 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 Northwest, and to the Northeast of the City Centre. The region east of the Danube only 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 were located in the western parts of the city.

**Map1: Spatial dispersion of persons born abroad in Vienna, October 2013**



Im Ausland geborene Personen 2013

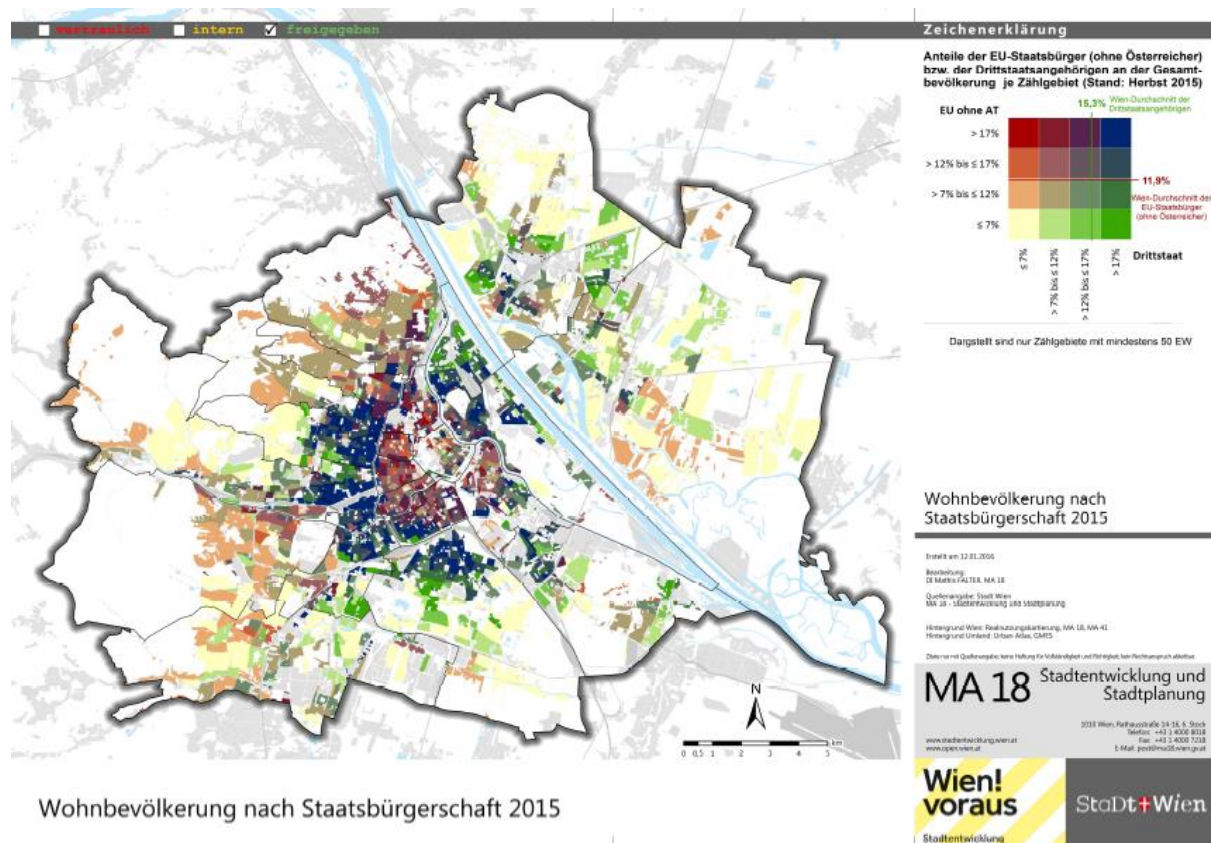
Colours indicate percentage as outlined in legend

Source: Magistrate of the City of Vienna, MA 18. Colours represent percentages.

<sup>5</sup> There are not data available on the number of Austrian citizens by birth born abroad who later moved to Austria, but there number is low. This figure can thus only be taken as a proxy for the number of naturalised immigrants residing in Vienna.

As the map below shows, there are different settlement patterns of third country nationals, Union citizens and Austrians. In general, migrants settle dispersed in most areas of the city, but their mix and concentration differs. Whereas the city centre depicts both a low percentage of Union citizens and third country nationals (yellow and light brown), in the inner districts Union citizens dominate the foreign population (red and brown). In the districts along the “Gürtel”, a broad road along the former city walls, third country nationals dominate the foreign population (blue), but there are also areas where Union citizens dominate. In the western outskirts of the city, which are characterised by family homes and villas, the percentage of migrants in general is low (yellow and light brown). The districts beyond the river Danube, which have been developed since World War II, are characterised by a low proportion of both Union citizens and a medium proportion of third country nationals (yellow and green).

**Map 2: Spatial dispersion by grouped nationality (EU without Austria – third country nationals) 2015**



Source: City of Vienna, Department for Urban Development and urban Planning

Legend:

Left: EU without Austrian citizens, percentage

Below: Third country nationals, percentage

How to read the map: In areas coloured dark blue, the percentage of both Union citizens and third country nationals is above 17%. In areas coloured dark green, the percentage of third country nationals is above 17%, and the percentage of Union citizens below 7%. In areas coloured red, the percentage of Union citizens is above 17%, and the percentage of third country nationals below 7%.

## 4.2 Local Migration Policy

### 4.2.1 Specificities of urban governance in Vienna

According to the view of the majority of the stakeholders, Vienna has a unique status among the Austrian cities in several respects:

- 1.) Vienna is both a city and a federal province.
- 2.) With approx. 1, 8 million inhabitants, Vienna is the only international metropolis in Austria – the second largest city, Graz, has some 280.000 inhabitants.
- 3.) Vienna has a unique tradition of municipal social policy also shaping migration policies.

#### 1.) Vienna as a federal province

The status of Vienna as a federal province has been mentioned as a central precondition for the development of the integration policies of the City of Vienna. As a province, the City of Vienna both has regulatory rights and access to resources not or only limitedly available to other cities. Furthermore, due to the federalist governance structure provincial governments are able to influence federal state policy making in a way cities are not able to. These aspects in particular concern:

- The right to - alone or in cooperation with the federal government – regulate policy areas relevant for integration, i.a. housing, education and health. Provincial governments are the relevant authority with regard to spatial planning, building regulations and subsidies for housing and construction, the health and care system, and policies regarding youth, including all legal regulations. Furthermore, they together with the federal authorities regulate the field of primary and secondary education. Residence and naturalisation legislation is implemented by the provincial governments with certain leeway for practical implementation.
- In Austria, the funding of public policies is organised in a complex system of financial compensation (“Finanzausgleich”), sharing tax revenues between the federal government, the governments of the nine federal provinces, and the cities and municipalities. The system is negotiated between the provincial governments and the federal government for five years. A certain amount of the tax revenues is earmarked for the provincial governments, and - due to a multiplier based on the number of inhabitants - the City of Vienna receives a higher amount of payment per inhabitant than other cities.
- Although not foreseen in the federal constitution, provincial governors regularly meet within the framework of the “Conference of Provincial Governors” (“Landeshauptleutenkonferenz”), which has become an important political actor within the system of multilevel governance in Austria. The federal government has de facto accepted the Conference as a representative of the provinces and regularly invites them to consultations. In particular the division and funding of tasks between the federal state and the provincial governments is negotiated between the federal government and the Conference. The City of Vienna is the only Austrian city participating in the Conference.

- In the same vein, regular meetings of the provincial heads of administration for certain issues have been established in recent years, which mainly serve as platforms for exchange and coordination between the provinces. There are e.g. regular meetings of the heads of integration administration, or the heads of the naturalisation departments. Usually also representatives of the relevant ministries are invited to one or two sessions of the meetings in order to discuss communalities and differences between the federal government and the provincial governments.

## 2.) Vienna as the only international metropolis in Austria

Vienna is the only city with a population of more than one million, and the only city with an international airport. It is home to ten state and five private universities, and four universities of applied sciences with a total of some 190.000 students (2013/2014, City of Vienna 2015).

Vienna is one of the world wide four cities hosting the United Nations, and home to some 20 other international organisations, including i.a. the OSCE and the OPEC. As a hub to Eastern Europe it is a regional or European headquarter for a large number of international companies. Having been built as the capital of an empire, both architecture and public outlook are still based on an understanding of being a world metropolis. After the fall of the iron curtain and the enlargement of the European Union, Vienna has massively profited from the new freedom and mobility, not at least because of the traditional links to the former Hapsburg countries.


The tradition of a large university city, a former capital of an empire, and a headquarter for the UN and other international organisations also influences the outlook of the city on migration, which always has been more liberal and open-minded than in the rest of Austria.

## 3.) Municipal social policy tradition

Since the “Red Vienna” of the 1920s and 1930s (Gruber 1991), Vienna has always understood itself as a city offering a broad range of municipal social services to all its inhabitants. This particular tradition has always included a broad range of municipal social institutions and the delivery of core social services by municipal organisations. The most prominent element of the Viennese municipal socialism has been the tradition of municipal housing (“Gemeindebau”, see Blau 1999). With some 220.000 communal flats the City of Vienna is the biggest house-owner in Europe. Other than in many other European cities in the 1990s and 2000s, the City of Vienna has not privatised its communal housing stock (City of Vienna 2016).

Some 500.000 persons are living in communal housing, which is usually rented out at rents significantly lower than in the private renting market. Access to a renting contract for communal housing was restricted to Austrian (and EU) citizens until the beginning of the 2000s, when the EU long term residents’ directive was implemented. The long history of restricted access of immigrants to communal housing was one of the reasons for the concentration of immigrants in the old working class quarters along the “Gürtel” close to the city centre.

Communal social policies also included a broad variety of offers for support for e.g. child rearing, youth centres or learning support at the district level, and the tradition of management of public space by mobile social workers. As the traditional working class



districts, which today are inhabited by a high proportion of immigrants, also are districts offering a broad array of social infrastructure, no ghettos or no-go-areas developed in Vienna. As since the 1980s the City of Vienna has based its urban renewal programmes on the principle of “participative urban development” intending to include the residents and prevent gentrification, spatial segregation along ethnic lines in Vienna is weaker and social inclusion at the district level is still stronger than in other European cities.

#### 4.2.2 Administrative specificities

Based on the status as a federal province, the City of Vienna also receives a certain share of the tax revenues to fund activities in these policy areas. Other cities would not be able to develop comparable policies due to the fact that funding would go to the provincial government, and not the city, and they thus would need to get their programmes funded by the respective province or other donors.

The double character as city and federal province includes several peculiarities with regard to the structure of the political-administrative system: The Mayor of Vienna is also the Governor of a Federal Province, while the local parliament (“Gemeinderat”, which literally translates as “City Council”) also acts as a provincial diet, and the City Senate serves a double function as both the City and Provincial Government. The eldersmen - called “Executive City Councillors” (“Stadträte”) both form the government of the city, the “City Senate” (“Stadtsenat”) and, at the same time, the provincial government<sup>6</sup>.

There are 23 municipal districts, which are not independent legal bodies, but part of the municipality of Vienna. The districts are represented by the so-called “district councils”, which are elected by the district population eligible for election together with the local parliament. Their powers are limited mainly to administrative issues, the adopting of the district’s budget, and the approval of its final balance. At the head of each district there is a District Chairman, who chairs the district council, represents the district and supports the mayor in district affairs. The District Chairman is elected by the District Council.

#### 4.2.3 Integration governance

Although the City of Vienna had already established a „Migrants Funds” (Zuwanderer-Fonds) in 1971 with the aim of supporting internal labour migrants from the provinces and labour migrants recruited in the former Yugoslavia and Turkey by i.a. providing cheap housing for

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<sup>6</sup> There are two different types of eldersmen. The “Executive City Councillors” (“Amtsführende Stadträte”) are assigned heads of the departments of the City administration, and are assigned by the parties in government. Currently there are seven Executive City Councillors, six from the Social Democratic and one from the Green Party. The “Non Executive City Councillors” (“Nicht-Amtsführende Stadträte”) are assigned by the opposition parties and have not executive powers. Currently there are four Non Executive City Councillors assigned by the Freedom Party (FPÖ, right-wing populist), and one by the Peoples Party (ÖVP, Christian-democrats).




their first year of stay, this institution soon turned to a kind of housing cooperative not targeting migrants particularly. Following the growing influx of migrants since the break-up of Yugoslavia, and the geopolitical changes in Europe since 1989, the City of Vienna decided to establish an institution targeted directly with the integration of international migrants. After fact – finding missions to the “Amt für Multikulturelle Angelegenheiten” (Office for Multicultural Affairs), which had been established in Frankfurt in 1990, and the Office of the “Berliner Ausländerbeauftragte” (Commissioner for Foreigners), which had been opened in the early 1980s, in 1992, the “Viennese Funds for Integration”, was established as one of the first dedicated urban institutions for the integration of migrants in Europe.

The Funds was governed by the Mayor of Vienna, and included representatives of both the governing and opposition parties. It was directed by a renowned critical social-worker and soon became a major actor in the field of integration by providing migration-related counselling with regard to legal and social issues, language courses, programmes for kids to prepare for school and special programmes in the field of health care (Koller 1998). Following a rising share of votes for the anti-immigrant FPÖ at the local elections, in 1996 the agenda of integration was moved to a higher political level, and an Executive City Councillor for Integration, Women’s issues, Consumer Protection and Personnel [N.B: In 2016, this title was renamed in ‘Executive City Councillor for Women's Issues, Education, Integration, Youth and Personnel’] was appointed.

Given the growing relevance of migration in the political debates, the City decided to dissolve the integration funds in 2004 and founded the Municipal Department for Integration and Diversity (MA 17), which took over the duties of the Viennese Funds for Integration and incorporated most of its staff.

With the foundation of the Municipal Department for Integration and Diversity, integration and diversity issues were embedded into the regular administration. According to their webpage (<https://www.wien.gv.at/english/social/integration/index.html>), the main tasks of the Municipal Department are

- Collection of data on migration and development of concepts for the integration and diversity policies of the City of Vienna.
- Implementation of integration-oriented diversity management in the administration of the City.
- Funding and supporting projects, associations and initiatives contributing to integration.
- Intercultural project work at the district level, ranging from intercultural information events to voluntary conflict mediation and the organisation of intercultural and religious forums and association platforms.
- Organisation of courses in German in cooperation with qualified course providers.
- “Start Wien” programme: The “Start Wien” project forms part of the integration programme and welcome package of the City of Vienna including lectures in several languages about the structures of the Austrian education and public healthcare systems, the labour market and housing market in Vienna, and the unwritten rules of living together.
- Cooperating with internal and external partners and migrant organisations.
- Monitoring and supporting developments and projects specific to integration in other provinces, at the federal, European, as well as the international level.



Although the Executive City Councillor for Women's Issues, Education, Integration, Youth and Personnel is the responsible political actor and the Municipal Department for Integration and Diversity is the relevant administrative unit, the concrete integration governance in Vienna can be best described as a form of networked multi-layered cooperation between the city government, the administration at the city and the district level, the quasi-private funds and institutions of the city and a broad range of service providers organised both as companies and as NGOs, and academia.


Whereas urban policy targets are developed at the level of the government and administration, their implementation is mainly outsourced to the funds of the city described or other service providers. Integration practices are characterised by both targeted and mainstreamed services. Whereas needs of recently arrived migrants like e.g. the organisation of language tuition, access to kindergartens etc. are mainly handled by targeted institutions like “Interface” – a training company of the City of Vienna - or the “Beratungszentrum für MigrantInnen” – an advice centre for migrants funded by the Ministry of Labour and the City of Vienna - in the fields of labour market, housing, education or health, migration and integration issues have been mainstreamed into the regular services. Based on an understanding as service providers to all residents, migrants are understood as a group with specific, yet highly diverse needs, which should be cared for in the daily routines of the organisation as good as possible.

A further characteristic of integration governance in Vienna is regular networking at a variety of levels: Actors both at the urban and the district level regularly meet at coordination meetings or in workshops to discuss pending issues. These meetings may involve different actors like the administration, local religious or civil society organisations, representatives of the funds of the city, the police, school representatives, or private actors. 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. In this context, the migration- and integration monitoring of the city serves as a tool of common definitions of tasks and priorities.

#### 4.2.4 Integration, diversity and migrants' rights policies

According to the “Guidelines of the Integration- and Diversity Policy of the City of Vienna” (<https://www.wien.gv.at/menschen/integration/pdf/integrationsleitlinien.pdf>), the City follows an “integration-oriented diversity policy”. Aiming to link social inclusion and equality with the chances and potentials of cultural plurality rooted in the growing sociocultural diversity of the city, the document describes socio-cultural diversity as a key factor for productivity and innovation in an urban setting. In this context, diversity policy is described as a policy aiming to allow the full realisation of this urban potential. Whereas “integration” is understood as equal participation in society and social empowerment of the city’s population independent from place of birth and nationality, the respect of democracy, equality and fundamental rights is described as a central precondition to realise the potential of diversity.

Migrants’ empowerment is seen as a key aspect of integration. As empowerment needs knowledge of society and proficiency in the official language of the city, German, the



document defines both a duty of the city to offer migrants access to this knowledge, and of migrants to participate in the respective training. In the document, social cohesion and sociocultural heterogeneity are conceived as mutually supporting elements of integration thus it calls for a participatory policy recognising diversity as a key element of an individualised, and not group-centred approach to integration in a framework of human rights.

The lack of voting rights at the district and municipal level has been described as the major obstacle to political participation by all stakeholders. As the Austrian Constitutional Court has blocked the introduction of voting rights for third country nationals, they suggested to develop avenues for inclusion of migrants into decision making, and to foster the naturalisation of migrants in order to increase the proportion of residents holding voting rights.


#### 4.2.5 Mainstreaming of migration in local planning

The political responsibility for urban planning is held by the Executive City Councillor for Urban Planning, Traffic & Transport, Climate Protection, Energy and Public Participation, the political responsibility for housing is held by the Executive City Councillor for Housing, Housing Construction and Urban Renewal. This partition of political responsibility reflects the fact, that the city is governed by a coalition government of the Social Democratic and the Green Party, with the Social Democrats nominating the Executive City Councillor for Housing, and the Green Party nominating the Executive City Councillor for Urban Planning. The area of migration and integration falls under the political responsibility of the Executive City Councillor for Women's Issues, Education, Integration, Youth and Personnel, who is nominated by the Social Democratic Party.

The most important administrative actors in the field of urban planning and migration are the Municipal Department for Urban Planning, the Municipal Department for Integration and Diversity, and the Municipal Department for Housing.

The main document for urban planning in Vienna is the Urban Development Plan, which, following a consultative procedure involving all relevant departments, experts and the public, defines the main goals for urban planning for 10 – 20 years. In 2014, the City has agreed on the Urban Development Plan 2025 (STEP 2025, MA 18 2014).

According to the STEP 2025, the City of Vienna bases its conception of development on the “right to the city”. This concept was developed in 1968 by the sociologist Henri Lefébvre, who defined the city as a place of “compacted diversity” (Lefebvre 1968). This concept also inspires the understanding of a “city worth living”, which is based on a high quality of life, social justice and a mixing of social groups to counteract segregation. According to the STEP 2025 the City of Vienna “give(s) a commitment to the city as a placed of compacted diversity” (STEP 2025, 9). Describing Vienna as a cosmopolitan city, 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 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.” (MA 18 2014, 23).

At a political level, the regular meeting of the City Senate including all Executive City Councillors is the main platform for coordination. In this respect, a Viennese peculiarity has to be mentioned: Both the Executive City Councillor for Finance and Economic Affairs, who at the same time also holds the position of a Deputy Mayor, and the Executive City Councillor for Health, Social Issues and Generations have previously been Executive City Councillors for Integration and Diversity; and the Vice-Mayor and Executive City Councillor for Urban Planning has previously been the Spokesperson for Migration and Integration of the Green Party in Vienna. As several stakeholders commented, this personal continuity and experience with migration and integration issues within the city government eases the development of integration measures and grants a broad understanding of migration issues within the city government.


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. In this respect, several stakeholders also reported that the regular meetings for the diversity monitoring programme also serves 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. In most districts with a high percentage of immigrants, local offices for urban renewal (“Gebietsbetreuung”) coordinated by the Department for Urban Planning exist, which are regularly participating at these meetings.

#### 4.2.6 Good practices

The Department for Integration and Diversity of the City of Vienna annually funds up to hundred projects related to integration and diversity. There are two main strands of funding:

- Projects supporting the development of intercultural sensibility and competencies, like e.g.:
  - Support of social cohesion of people with different origins
  - Cooperation of groups of people with different origin
  - Education and Information in the field of migration and integration
- Projects supporting the settlement and integration of migrants, e.g.:
  - Language tuition
  - Information and orientation on the institutional framework and legal rules in Austria
  - Basic education for migrants
  - Advice in the fields of residence law, employment and labour law and naturalisation



“Small projects” are funded with a lump sum of up to Euro 5.000.-, larger projects might receive funding of several ten thousand or more than hundred thousand Euros. These projects undergo a dedicated application procedure and are monitored and audited by the respective departments of the city government.

According to information provided by the Department for Integration and Diversity, 26 larger integration-related projects have been funded in 2015. Funding has been provided for both institutions targeting only migrants, as for migrant-centred activities in institutions targeting the general population (e.g. youth centres, adult education centres, anti-racist and anti-discrimination organisations).

Due to the large number of projects, only two selected projects – a large project (Interface) and a small project (WHERE2HELP) can be described here.

### **Interface Vienna ([www.interface-wien.at](http://www.interface-wien.at))**

Interface Vienna is a company owned by the City of Vienna tasked with the development and implementation of education programmes (mainly) for migrants and persons with a migrant background. It has a staff of some 130 permanent and some 40 temporarily employed persons with 27 spoken languages. Their projects are mainly funded by the City of Vienna, the Federal Ministry of Education, and EU – funding.

#### *Programmes dedicated to young people (15+)*

Interface Vienna provides young migrants between 15 and 21 years of age with a package of specific educational measures. It is funded by the European Social Fund, the Federal Ministry for Education and Municipal Department 17 - Integration and Diversity (MA 17) in the framework of the adult education initiative by the federal government and the provinces and carried out in cooperation with the Public Employment Service Austria (AMS). Courses of up to 20 hours per week are held at different times in several districts of Vienna and are free of charge.


The basic education courses with a focus on German language courses in combination with orientation units help young people and aim at supporting them until they have completed language level B1 to be well-prepared for further training and education and the working world.

The course system follows an individual learning plan and considers the specific needs, skills and interests of young people. Creative and social education also form part of the holistic education plan. Approximately 20% of the course-time is devoted to social orientation and information on the institutions and the do's and don't's of everyday life in Vienna. The in-depth courses promote integration and provide young people with the opportunity to learn German quickly.

In 2015, some 1.200 young people attended the courses of offered by Interface Vienna.

#### *Programmes for adults*

Offers for adults focus on parents and cover a broad range of areas ranging from language acquisition to and information on e.g. the institutional setting in Austria, in particular the school and health system, or the legal status of women and children, migrants' rights and protection against discrimination, but also on basic human rights and basic values, like e.g. and measures against violence in education and in the family. All offers include free access



to child care – if necessary, even for babies and are free of charge. The courses are offered in Arabic, Chechen, Bosnian-Croatian-Serbian, Dari, German and Turkish, and there are specific courses for un- or lowly educated women, and since 2015 also specific course reaching out to men with no or limited formal education. The different offers in the field of adult education have been attended by 2.791 persons in 2015.

#### *Programmes dedicated to children*

Interface Vienna organises free learning support for pupils aimed at not only strengthening their language skills, but at training them in the development of learning strategies and supporting motivation. These offers are open to all pupils, and some 20% of the attends have German as their mother tongue. In 2015, some 530 pupils of primary schools have attended these courses. Summer support courses during the holidays have been attended by some further 787 pupils.

#### *Programmes for asylum seekers and refugees entitled to subsidiary protection*

Interface Vienna offers information and advice to asylum seekers and refugees entitled to subsidiary protection. These clients are advised on possibilities for i.a. livelihood security, housing, language acquisition, family reunification and the institutional framework in Vienna. In 2015, some 2500 persons with their families have been supported in their first steps to settlement in Vienna.

#### **Platform for Volunteers in Refugee Integration “WHERE2HELP” (<https://www.where2help.wien/>)**

The City of Vienna provides the connecting platform WHERE2HELP as part of the initiative "Volunteer for Vienna" in cooperation with the "Sinnvoll helfen" association. The platform was created during the refugee wave 2015. Programmers were looking for ways to facilitate access and developed the online platform “HERE2HELP” as a practical tool for volunteers.

Once logged in, volunteers see at a glance where and when they are needed. For the commitment as a volunteer, a mouse click or touch print is sufficient. The volunteer platform gives an accurate overview of how many volunteers have already registered for an assignment. Organisations see their names and contact options. Organisations and volunteers can register their assignments in the calendar (iCal, Google). During the course of their activities, registered volunteers are covered by accident and liability insurance through WHERE2HELP if an organization does not have its own accident and liability insurance.

### **4.3 Institutional Framework**

Since the late 1990s, the City of Vienna has developed a peculiar model of public-quasi private partnership cooperation in the field of urban governance. Many issues previously managed by administration were sourced out to newly established funds or companies owned by the city in order to reach more flexibility – programmes implemented by the administration have to be agreed by the city council, which had led to rather slow

implementation processes; whereas funds are free to decide on projects based on a general agreement with the city.

Management and funding of social issues was tasked to the “Fonds Soziales Wien” (FSW; Social Funds Vienna), labour-market programmes as well as labour recruitment issues were tasked to the “Wiener ArbeitnehmerInnenförderungsfonds” (WAFF, Funds for the Advancement of Workers and Employees Vienna), which works in parallel with the regional office of the federal labour market authorities, and issues around the support and fostering of private enterprises to the “Wiener Wirtschaftsförderungsfonds” (WWFF, Funds for the Advancement of Viennese Companies), which meanwhile has changed its name to “Wirtschaftsagentur Wien” (Vienna Business Agency). The “Wiener Wissenschafts-, Forschungs- und Technologiefonds” (Viennese Funds for Science, Research and Technology) was tasked with the development of Vienna as an attractive location for research and science-based institutions, and the “Stadtentwicklungsfonds” (Funds for Urban Development) with securing building sites and other activities around urban development. Smaller quasi-private institutions included the city-owned company “Interface”, which implements a vast array of integration projects, and “Die Wiener Volkshochschulen” (Viennese Adult Education Centres), which offer adult education, vocation – related training and courses leading to secondary school certificates. These institutions, which usually employ 200 and more staff and handle an annual budget between a few million and nearly a billion Euros, are an important element of urban governance in Vienna.

Contrary to the move to outsource the implementation of administrative task to funds and companies of the City of Vienna, the “Wiener Integrationsfonds” (Viennese Funds for Integration), which had been set up in 1992 to coordinate migrant integration policies, was dissolved in 2003 and its tasks transferred to the MA 17. Today the MA 17 employs a staff of some 180 persons and is a main partner and funder of projects implemented by the above mentioned quasi-private city institutions.

Local government	
Actor	Description
Municipal Department for Integration and Diversity	Coordination of integration and diversity policies
Vienna Social Fund (Fonds Soziales Wien)	Management of social support, refugee integration
Municipal Department for Urban Planning	Urban Planning
Municipal Department for Housing	Housing
Urban School Council	Schooling


Non-governmental organisations active in the city in the area of migration and integration (including migrant organisations)	
Actor	Description
WAFF (Viennese Funds for the	Organises labour-market related (vocational) training for

Advancement of Workers and Employees)	unemployed and employed persons, acts as employment promotor and employment agency
Verband Wiener Volksbildung – Die Wiener Volkshochschulen	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.
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.
Caritas Vienna	Aid organisation of the Catholic Church, runs kindergartens, refugee homes and homes for the elderly on behalf of the City, several projects on immigrant integration, support project for schoolchildren.
Volkshilfe Vienna	Aid organisation of the Socialdemocratic Party, runs kindergartens, refugee homes and homes for the elderly on behalf of the City, several projects on immigrant integration, support project for schoolchildren.
Evangelische Diakonie	Aid organisation of the Protestant Church, runs kindergartens, runs refugee homes and homes for the elderly on behalf of the City, several projects on immigrant integration.

Other relevant actors, including the private sector	
Actor	Description
Labour Market Service Vienna	Viennese Branch of Federal Labour Market Service
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.

The concrete integration governance in Vienna can be best described as a form of networked multi-layered cooperation between the city government, the administration at the city and the district level, the quasi-private funds and institutions of the city and a broad range of service providers organised both as companies and as NGOs, and academia.

Whereas urban policy targets are developed at the level of the government and administration, their implementation is mainly outsourced to either the funds of the city described above or other service providers. Integration practices are characterised by both targeted and mainstreamed services. Whereas needs of recently arrived migrants like e.g. the organisation of language tuition, access to kindergartens etc. are mainly handled by targeted institutions like “Interface” or the “Beratungszentrum für MigrantInnen”, in the fields of labour market, housing, education or health, migration and integration issues have been mainstreamed into the regular services. Based on an understanding as service providers to all residents, migrants are understood as a group with specific, yet highly diverse needs,



which should be cared for in the daily routines of the organisation. If necessary this can include multilingual services, or at least translation, although the concrete practices and relevance of intercultural adaption though differs from area to area.

A further characteristic of integration governance in Vienna is regular networking at a variety of levels: Actors both at the urban and the district level regularly meet at coordination meetings or in workshops to discuss pending issues. These meetings may involve different actors like the administration, local religious or civil society organisations, representatives of the funds of the city, the police, school representatives, or private actors. 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 sharing a certain understanding of urban integration. In this context, the migration- and integration monitoring of the city serves as a tool of common definitions of tasks and priorities.

#### 4.3.1 Coordination and Cooperation at City Level

Cooperation between the administrative departments of the city is coordinated by the administrative directorate in coordination with the city government. Depending on the issues discussed, the heads of the administrative units are invited to participate in the weekly government meetings, and coordinate cooperation with regard to the issues discussed. If necessary, the district administration is involved into the meetings. Depending on the issue, administrative departments also themselves coordinate meetings with other departments.


Furthermore, there are regular meetings of heads of departments within the city organised by the administrative directorate.

#### 4.3.2 Coordination and cooperation with the regional and the national level

Coordination and cooperation with the national level mainly takes place in the framework of federalist multi-level governance as described above. In particular, social policy issues, like e.g. 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 “§ 15 agreements”.

As integration policies fall into the realm of the provincial (=regional) governments, the City of Vienna has a broad room for manoeuvre for policy development. Cooperation with the federal government mainly concerns access to federal funding and European funding administered by federal authorities.

As several stakeholders have pointed out, the City of Vienna started to develop integration policies some twenty years before the federal government, and, based on its position as a federal province, follows its own tradition of a rights-based urban integration and diversity policies. Where necessary, the city administration would cooperate with the federal



authorities in a cooperative and professional vein, but joint planning of policies or activities would neither take place nor be foreseen for the future.

Thus the Vienna-based integration institutions of the Federal Ministry for European Issues, Foreign Policy and Integration have not been mentioned as particularly relevant for the development of the integration policies of the City of Vienna.

#### 4.4 International cooperation

A detailed review of international cooperations, networks, projects and activities is summarised in the annual report on international activities. According to the latest report (2015), in 2015 Vienna was a partner city i.a. in the following urban networks<sup>7</sup>:

- AER Assembly of European Regions
- CEMR Council of European Municipalities and Regions
- CENTROPE Central European Region
- Cities for Life
- ECCAR European Network of Cities against Racism
- EUROCITIES
- HUMAN RIGHTS CITIES
- International Metropolis Project - Forum for Research, Policy and Practice on Migration and Diversity
- URBACT - European Exchange and Learning Programme Promoting Sustainable Urban Development:

Among those, the most relevant for migration issues are:


CENTROPE, a “European Region” defined in the Treaty of Kittsee comprises the provinces and districts on both sides of the Austrian border towards the Czech Republic, Hungary and Slovakia. Established with the objective of strengthening the economic cooperation between the areas and cities in this region, the joint cooperation in migration and integration issues forms an important part of the work of this regional cooperation initiative.

EUROCITIES – Vienna is represented in most of the associated bodies of the EUROCCITIES network, including the Culture Forum, Economic Development Forum, Environment Forum, Knowledge Society Forum, Mobility Forum and Social Affairs Forum and holds the Chair of the Working Group “Urban Agenda on Housing”. According to the report on international cooperation, Vienna is one of the most active cities in the network (Stadt Wien 2016, 15).

HUMAN RIGHTS CITIES are a network organised by the “Peoples Movement For Human Rights Learning”. Human Rights Cities as developed by partnerships from around the world are based on the premise that all people wish and hope for social and economic justice. In order to develop its human rights policies, the City of Vienna has established a Human Rights Office and the position of a Human Rights Representative in 2015.

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<sup>7</sup> Source: <https://www.wien.gv.at/english/politics/international/networks/memberships.html>



Vienna is a member of the International Metropolis Project on international migration and integration issues.

## 5. Immigration Situation in Vienna

### 5.1 Overview – data situation

Only since 2001, Statistics Austria, the central data provider of the Republic of Austria, provides data on the migrant population based on the place of birth. These data are derived from the population register. Registration with the authorities is compulsory, and because proof of registration is needed for most administrative procedures such as registering for health insurance or for a school, but also for opening a bank account, registration rates are high. As the municipalities do not control the residence status, also persons with an irregular residence status may be registered. For statistical purposes, all persons resident in Austria longer than three months are counted as “resident population” and presented in the tables published by Statistik Austria.

Population data are reviewed annually and are accessible on the webpage of Statistics Austria ([www.statistik.at](http://www.statistik.at)). Data include information on age and gender. Currently, the following data-sets related to migration are available:

#### **Population stocks:**

- Population by nationality
- Population by country of birth

#### **Populations flows:**

- Population change by nationality
- Immigration from and emigration abroad by nationality
- Immigration from and emigration by selected source and target countries
- Naturalisation statistics
- Asylum statistics

Although Statistics Austria regularly publishes an estimate about persons with “migrant background” – defined as both migrants and persons with two migrant parents – the category is not used in the databases provided by Statistics Austria, but in some datasets provided by the City of Vienna, and in some studies based on the Labour Force Surveys.

Labour market data are provided by the Labour Market Service. A breakdown by nationality, but not by place of birth is available. These data are not used here, as they cannot be understood as a proxy for data on migration: Naturalisation regulations demand a stable and regular income at a certain level and good housing conditions for the five years preceding naturalisation, thus naturalisation is a process highly selective in socio-economic terms. As approximately one third of the migrants residing in Vienna are naturalised, labour market data based on citizenship do not include a large proportion of migrants in economically stable conditions and thus give distorted information on the labour market position of migrants in the city. Instead, references to the Viennese Migration and Integration Monitor 2013 (City of Vienna 2014) and the interpretation of the ad hoc module of the microcensus 2014 on labour market inclusion of migrants (Gächter 2014) will be made.

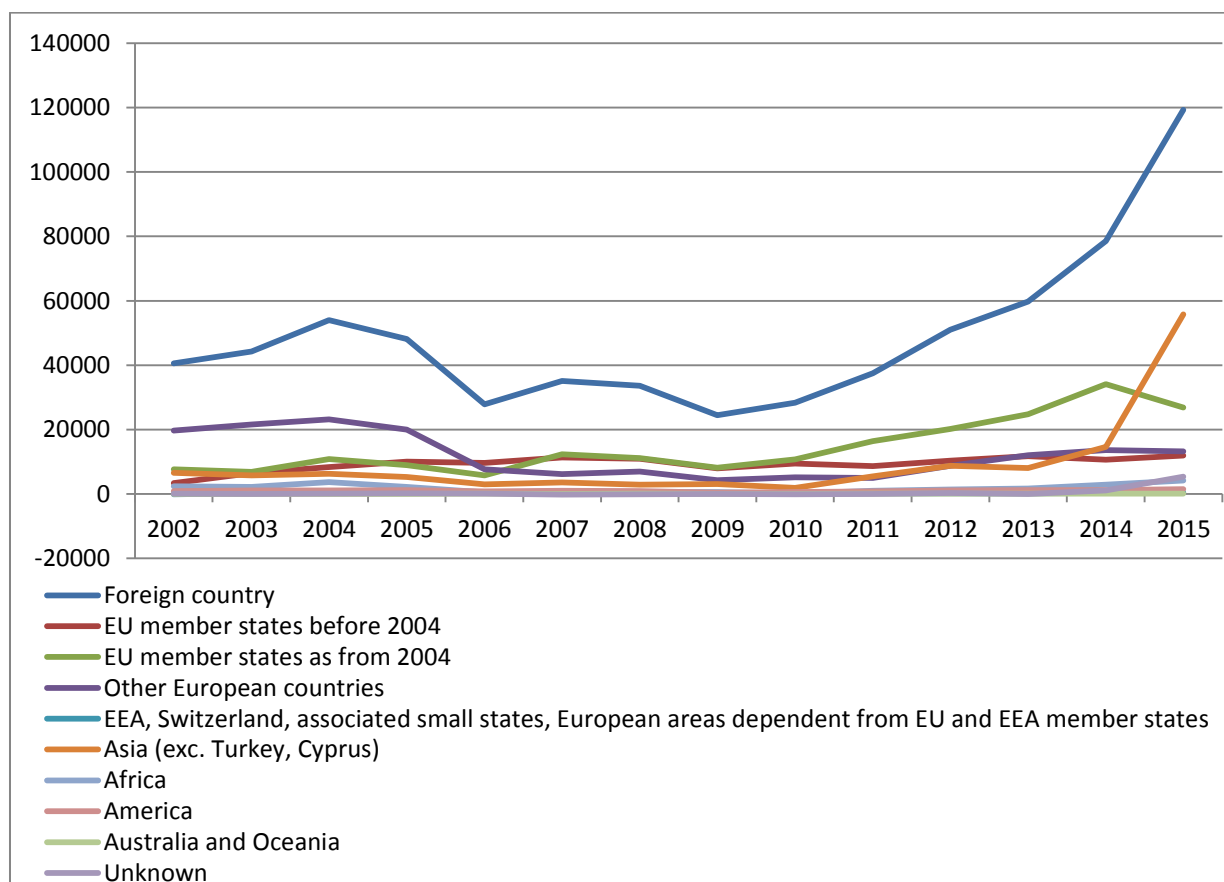
## 5.2 Migrant population

### 5.2.1 Migration channels and legal status

International migration to Vienna has risen considerably in recent years. Whereas in 2002, annual international immigration of persons born abroad stood at 87.473, and emigration of persons born abroad at 46.911, in 2015, 200.927 persons born abroad immigrated to Vienna, and 81.628 left the city, leading to a net migration figure of 119.299 persons, the highest net migration figure ever counted in Vienna.

After a peak of some 54.000 persons in 2004, annual net migration declined until 2009 (24.453 persons), and started to rise ever since. Annual net migration doubled between 2009 and 2012 (51.001 persons), and more than double again until 2015 (119.299 persons). The vast majority of this rise is due to refugee movements from Afghanistan, the Iraq and Syria, a sizeable growth of migration from the “new” EU member states, and a smaller, but continuous growth of migration from the “old” EU – in both cases, migration is unregulated, as Union citizens hold the right to free movement – and other European countries (where migration legislation applies).

**Graph 1: International net migration to Vienna 2002 – 2015 by region of birth**



Source: Statistik Austria, database statcube, own calculations

According to the 3<sup>rd</sup> Integration and Diversity Monitor of the City of Vienna (City of Vienna 2014, 43), in 2012 57% of all international immigrants were Union citizens entering Vienna based on their rights of freedom of movement, 10% held an immigration title for family reunification, 8% an immigration permit for labour migration, and 5% were pupils and students.

Not all international migrants are directly moving to Vienna from abroad. According to information provided by the Statistical Office of the City of Vienna, 37% of the internal migrants moving to Vienna from another province (approx. 37.000 persons in 2015) were born abroad, whereas the average share of international migrants in all federal provinces except of Vienna stood at 11% in 2015.

## 5.2.2 Main countries of origin and nationality

The following table gives an overview of the residents of Vienna born abroad by country/region and nationality as of January 1, 2016:

**Table 4: Immigrant population per January 1, 2016 by region/country of birth**

Vienna	Country of birth	Nationality		% naturalised	% of immigrant population	% of total population
		Austria	Foreign			
<b>Total</b>	1.840.226					
<b>Austria</b>	1.205.293	1.135.324	69.969			
<b>Foreign country</b>	634.933	200.705	434.228	31,61		34,50
<b>EU, EEA, Switzerland</b>	244.340	67.604	176.736	27,67	38,48	13,28
<i>among them: European Union (27)</i>	240.663	66.081	174.582	27,46	37,90	13,08
<i>EU MS before 2004 (14)</i>	77.337	18.671	58.666	24,14	12,18	4,20
<i>among them: Germany</i>	48.841	13.171	35.670	26,97	7,69	2,65
<b>EU-MS since 2004 (13)</b>	163.326	47.410	115.916	29,03	25,72	8,88
<i>among them: Bulgaria</i>	14.812	2.309	12.503	15,59	2,33	0,80
<i>Croatia</i>	13.996	5.192	8.804	37,10	2,20	0,76
<i>Poland</i>	47.040	11.902	35.138	25,30	7,41	2,56
<i>Romania</i>	29.936	6.424	23.512	21,46	4,71	1,63
<i>Slovakia</i>	15.841	3.189	12.652	20,13	2,49	0,86
<i>Czech Republic</i>	15.013	11.081	3.932	73,81	2,36	0,82
<i>Hungary</i>	21.618	5.713	15.905	26,43	3,40	1,17
<b>EEA, Switzerland</b>	3.677	1.523	2.154	41,42	0,58	0,20
<b>Third Countries</b>	390.593	133.101	257.492	34,08	61,52	21,23
<i>among them: Europe (incl. Turkey)</i>	247.116	85.747	161.369	34,70	38,92	13,43
<i>among Europe: Bosnia and Hercegovina</i>	45.633	18.601	27.032	40,76	7,19	2,48
<i>Macedonia</i>	11.637	3.354	8.283	28,82	1,83	0,63
<i>Russian Federation</i>	17.000	2.658	14.342	15,64	2,68	0,92
<i>Serbia</i>	86.122	24.544	61.578	28,50	13,56	4,68
<i>Turkey</i>	67.049	30.824	36.225	45,97	10,56	3,64

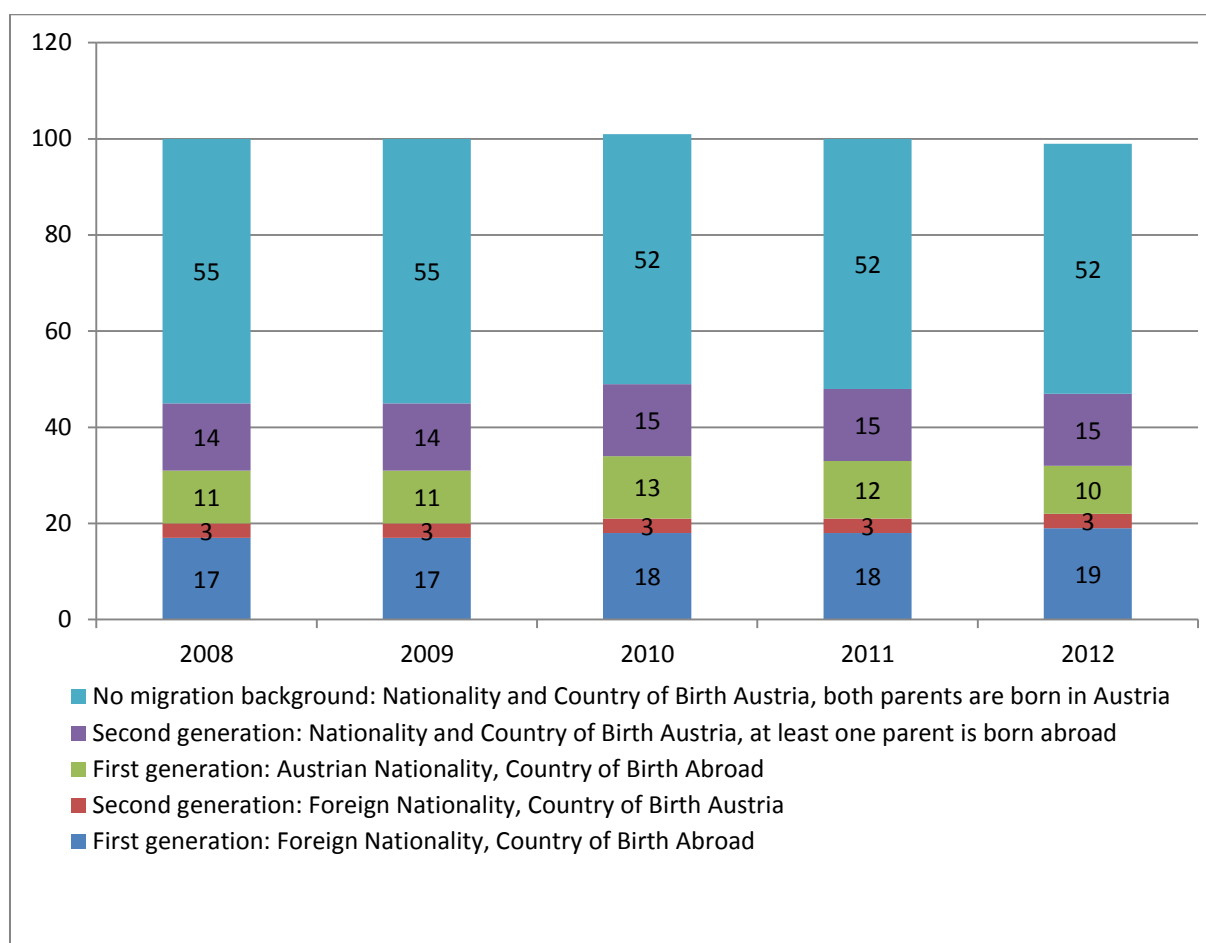
<b>Ukraine</b>	6.305	1.202	5.103	19,06	0,99	0,34
<b>Africa</b>	26.297	11.244	15.053	42,76	4,14	1,43
<b>among Africa: Egypt</b>	4.331	1.087	3.244	25,10	0,68	0,24
<b>Nigeria</b>	8.927	5.674	3.253	63,56	1,41	0,49
<b>America</b>	15.149	5.340	9.809	35,25	2,39	0,82
<b>Asia</b>	97.696	30.299	67.397	31,01	15,39	5,31
<b>among Asia: Afghanistan</b>	13.418	1.335	12.083	9,95	2,11	0,73
<b>China</b>	9.678	3.401	6.277	35,14	1,52	0,53
<b>India</b>	9.159	3.851	5.308	42,05	1,44	0,50
<b>Iran</b>	12.382	5.087	7.295	41,08	1,95	0,67
<b>Philippines</b>	8.852	5.469	3.383	61,78	1,39	0,48
<b>Syria</b>	12.417	1.007	11.410	8,11	1,96	0,67
<b>Australia and Oceania</b>	1.085	407	678	37,51	0,17	0,06
<b>Unknown</b>	3.250	64	3.186	1,97	0,51	0,18

Source: Statistik Austria, population statistics, [www.statistik.at](http://www.statistik.at), own calculations

As the table shows, 34,5% of the Viennese population have been born abroad. Approx. 38,5 % of Vienna's immigrant population have been born in a member state of the European Union or the European Economic Area (EU + Norway and Switzerland + a few microstates), and approximately 61,5% have been born in non-EU countries. Among the EU countries, persons born in one of the EU member states since 2004 vastly outnumber those born in one of the "old" EU member states before 2004 (163.326 vs. 77.337). Whereas among the immigrants born in the "old" EU, immigrants born in Germany vastly outnumber all others (48.841 of 77.337), immigrants born in Poland (47.040), Romania (29.936) and Hungary (21.618) are by far the largest groups from the "new" EU member states. Among the residents born outside of the EU, European born immigrants are by far the largest group. Among them, immigrants born in Serbia (86.122) dominate, followed by immigrants born in 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 the Iran (12.382) are the largest groups, who mainly came as refugees (Afghanistan and Syria: 2011 onwards, Iran: 1980s). Migrants from China (9.678) and India (9.159) have entered Austria mainly as labour migrants or for family formation or reunification.

According to a recent analysis of the Labour Force Survey from 2008 – 2012, approx. 48% of the Viennese population hold a "migration background", defined as either having been born abroad, or having at least one parent who was born abroad.


**Graph 2: Population of Vienna by “migration background” 2008 – 2012**



Source: MA 18 2016, 32

Due to the long migration history a sizeable proportion of migrants hold Austrian nationality. As the table shows, nearly one third (31,6%) of all immigrants are naturalised, with naturalisation rates being the highest among migrants from the Czech Republic (73,8%, most of them ethnic German refugees entering Austria in the late 1940s and early 1950s), the Philippines (61,8%, most of them nurses recruited by Viennese hospitals under a special immigration scheme in the 1970s and their relatives), and Nigeria (63,6%, most of them refugees in the 1980s and 1990s). Also Asian migrants show high naturalisation rates, although their migration trajectories vary strongly. Whereas most Chinese migrants (naturalisation rate 35,1%) came to set up a business, most Indian migrants both came for business and as nurses, whereas most Iranian immigrants were refugees. Migrants forming the bulk of “guestworker” – immigration in the 1970s and 1980s show varying naturalisation rates (Serbia: 28,5%, Croatia: 37,1%, Turkey: 46,0%). Also approx. 40,8% of Bosnian immigrants are naturalised – most of them came as refugees from the Balkan wars in the 1990s, although Bosnian immigrants also were a part of “guest-worker” – recruitment in the former Yugoslavia.

According to the “3rd Integration and Diversity Monitor” of the City of Vienna (City of Vienna 2014, 37), nearly 80% of all residents were living already for more than ten years in Vienna.



According to the same source (City of Vienna 2014, 62), in 2012, 56% of all third country nationals residing in Vienna held the strongest permanent residence title - “permanent residence – EC”, which includes the right to freedom of movement in the European Union.

Naturalised immigrants and Union citizens together count for 69,5% percent of all immigrants residing in Vienna. As Union citizens (citizens of an EU member state) have the right to free movement and free access to the labour market (except of high ranking positions in the public service), and to equal treatment in the field of housing, education, health and social services, their migration conditions resemble those of citizens. Thus more than two thirds of the immigrant population either hold Austrian nationality or a status akin to Austrian nationality granting equal treatment with regard to access to the labour market, social services, housing, health or education. A further half of the third country immigrant population holds a permanent status granting equal treatment with Union citizens with regard to access to the labour market, social services, housing, health or education. Thus only approx. 85.000 immigrants (approx. 13,5% of the immigrant population), hold a limited residence permit and/or are confronted with legal limitations regarding access to the labour market, housing and social assistance.

Despite their strong legal position, Union citizens as well as holders of a permanent residence permit may, however, be confronted with similar integration challenges like other third country nationals, the migration and residence status of whom is regulated by migration law, like e.g. the acquisition of knowledge of German or of knowledge of the institutional settings, or discrimination based on their ethnic or national origin, mother tongue, or religion. Asylum seekers, on the other hand, are widely excluded from labour market access and integration support, while recognised refugees have a strong legal status akin to citizens with regard to residence, labour market access and access to education, health, housing and social services; and they are entitled to integration support<sup>8</sup>.

Furthermore, the relatively secure legal position of many migrants is not reflected in an equally stable socio-economic status. As the chapters below show, unemployment rates among migrants are still significantly higher than among natives, and according to a study of the City of Vienna, on average the gross earnings of migrants are 14% below those of natives. Even when controlled for education, age or type of vocation, a “migration penalty” of 7% persists. Among migrants of the “second generation”, who attended school and vocational training in Austria, a “migration penalty” of 5% persists (Magistratsabteilung 18 2015, 52). These differences may be explained by either discrimination or by the long-lasting effect of a weak legal position in the first years of immigration, which add to a lower socio-economic position and cannot be abolished by the improvement of the legal status in later years.

Naturalised migrants hold the same set of rights as citizens and thus are also entitled to vote and to stand for elections for all levels of political representation. Union citizens enjoy voting rights only at the district level, neither refugees nor other migrants from third countries are entitled to participate in elections at any level. Thus approx. one third of the migrant population is excluded from political participation at all, and approx. 28% are excluded from all levels except the district level. It is interesting to notice that approx. 70.000 Viennese residents born in Austria – 5,8% of all Viennese residents born in Austria - do not hold

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<sup>8</sup> As there are no data available on the number of recognised refugee among the immigrant population, no accurate picture about the legal status of immigrant residents can be given

Austrian nationality. This is due to the dominantly ius-sanguinis driven nationality legislation in Austria, which does not grant Austrian nationality to all persons born in Austria, but only to descents of an Austrian citizen.

### 5.2.3 Gender distribution

As the following table shows, the gender structure of the immigrant population is linked to its diverse migration trajectories.

**Table 5: Population by gender and country/region of origin, January 1, 2016**

Country/Region of Birth	male	%	Female	%
<b>Austria</b>	583.254	48,39	622.039	51,61
<b>Foreign country</b>	309.831	48,80	325.102	51,20
<b>EU member states before 2004</b>	38.088	49,25	39.249	50,75
<b>EU member states as from 2004</b>	71.556	43,81	91.770	56,19
<b>EEA, Switzerland, associated small states</b>	1.695	46,10	1.982	53,90
<b>Bosnia and Hercegovia</b>	22.220	48,69	23.413	51,31
<b>Serbia</b>	40.772	47,34	45.350	52,66
<b>Turkey</b>	35.305	52,66	31.744	47,34
<b>Montenegro</b>	408	49,39	418	50,61
<b>Kosovo</b>	4.892	55,17	3.975	44,83
<b>Africa</b>	15.978	60,76	10.319	39,24
<b>America</b>	6.804	44,91	8.345	55,09
<b>Asia (exc. Turkey, Cyprus)</b>	52.629	53,87	45.067	46,13
<b>Oceania</b>	554	51,06	531	48,94
<b>Unknown</b>	2.205	67,85	1.045	32,15

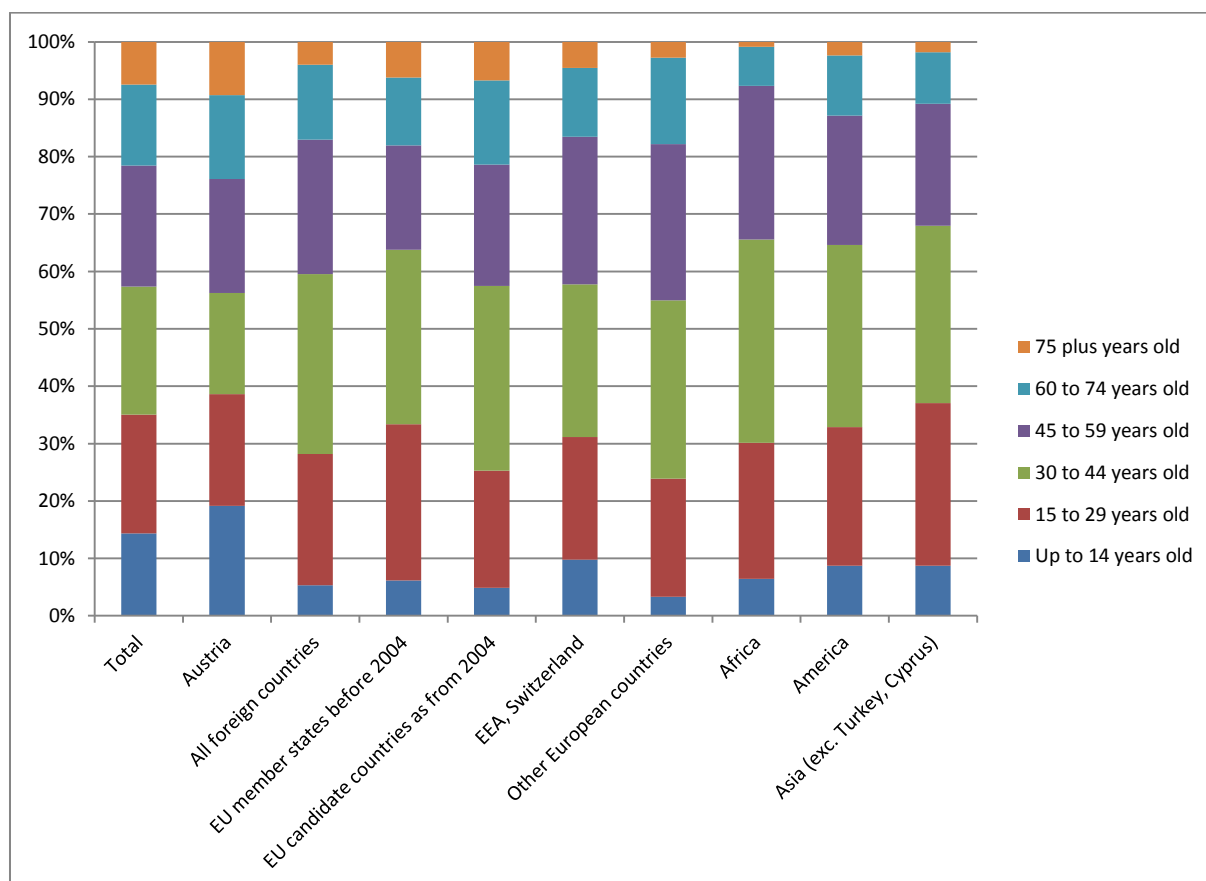
Whereas the overall gender composition of the migrant and the non-migrant population does not differ significantly, the migrant population from the “new” EU member states since 2004, from the EEA and Switzerland and from America show a distinct, and the migrant population from Bosnia and Hercegovina, Serbia and Montenegro a slight female dominance. There is a slight male dominance amongst migrants from Turkey and the Kosovo, and from countries in Africa and Asia. These differences are related to two factors: a) the dominance of domestic workers among the migrants from the “new” EU member states since 2004 on the one hand, which is reflected in a female to male ratio of 54:46 in the age group up to 30 and 55:45 in the age group 30 – 59, and b) the effects of higher male mortality among the – on average older - migrants from the other EU- countries, Switzerland, America and Bosnia and Hercegovina, Serbia and Montenegro, where the female to male ration in the age group 60+ is around 60:40 or above (own calculations based on data of Statistik Austria – statcube).

## 5.2.4 Age structure

Approximately one quarter of the Viennese population is below the age of 30, approx. half are between 30 and 59, and a little more the one fifth is 60 and above. The age structure of migrants reflects the long history of migration: Among persons born abroad, the age group 30 to 44 is approx. double the size as among the Austrian born inhabitants – a pattern reflected in most regional origin groups, whereas the age group of those younger than 30 is higher among the Austrian born population than among the immigrant population. On the other hand, a considerably smaller share of migrants is above 60 than among the Austrian born population.

Among the immigrants, the highest share of persons below the age of 30 can be found among migrants from Asia and America, and the lowest share of persons aged 60 and above can be found among migrants from Africa, America and Asia. The following graph shows the distribution of age groups by region of birth.

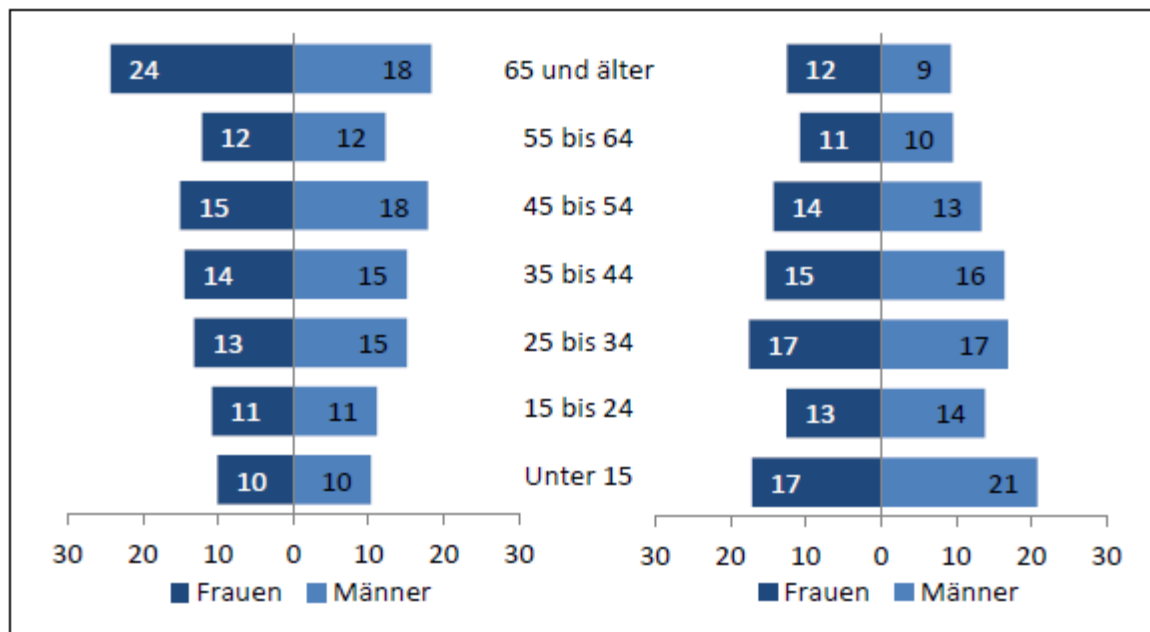
**Graph 3: Age distribution by region of birth, January 1, 2016**



Source: Statistik Austria, database statcube, own calculations

According to a recent analysis of the Labour Force Survey of 2012, 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 (in particular among the young male population), and a significantly lower share of person above the age of 65 than persons without “migration background” (MA 18 2016, 38).

**Graph 4: Age distribution by migration background and gender 2012**



Quelle: Mikrozensus Arbeitskräfteerhebung 2012; eigene Berechnung.

Legend:

Age Categories: 65 and older, 55 – 64, 45 – 44, 25 – 35, 15-24, below 15

■ Women ■ Men


Source: MA 18 2016, 38

### 5.2.5 Level of education

#### a) The education system

The education system in Austria is mainly based on public schooling, only a small percentage of pupils attend private schools. There is one year of obligatory kindergarten-attendance, school attendance is obligatory for nine years. There is a clear institutional division between academic and vocational education, which are both highly regulated.

Since 2011, kindergarten-attendance is obligatory for the year before entering primary school at age 6 – 7. After four years of primary school two different options for further schooling exist: New secondary school, or junior high school. Although it is possible to transfer to



senior high school after attendance of new secondary school, the vast majority of pupils attending new secondary school take up vocational training afterwards, whereas most pupils of junior high school (4 years) move to senior high school or one of the many professional or technical high schools. Both types of school lead to the matura-exam, which allows access to university studies.

Upper high schools lead to the matura – exam after 4 years, professional and technical high schools usually after 5 years. Professional and technical high schools allow both access to universities as access to a profession. As there are virtually no job offers for persons holding a matura, the “Matura” usually is followed by academic studies at a university or a university of applied science.

Vocational training in Austria is highly regulated and is organised as a two-tier system including both training in the company and schooling. There are 157 trained professions (“Lehrberufe”, see <http://lehrberufsliste.m-services.at/>). A vocational training certificate is the precondition for practicing the trained profession as worker or employee in a company. In most cases, for setting up a company in the field of training, further formal training to the vocational degree of a foreman (“Meister”) or specific exams are required.

The vast majority of trained professions demand three years of training in a company (usually four days a week) and attendance of a vocational school (usually one day a week), but there are some 40 professions demanding training for 3,5 or 4 years, and a few demanding training for only two years. Furthermore, several short training modules for persons already having training in another profession exist.


A professional training certificate is a precondition for employment and payment according to the standards of a trained professional (“Facharbeiter”), which are regulated in more than 450 collective agreements (“Kollektivverträge”) for the different industrial sectors. Trained professionals are entitled to a certain minimum payment, which is regulated sector by sector, and generally enjoy better career perspectives than untrained workers.

The early decision for a vocational or academic track of education at the age of 9 ½ is massively criticised by experts, as it leads to a reproduction of the educational status of parents – the likelihood of a child whose parents did not attend high school to attend high school is significantly lower than of child with highly educated parents. This social reproduction of the educational status of the parents is also a main reason for the relatively low uptake of academic school careers of children from migrant families, whose parents most often do not hold high school or academic degrees. Thus until today, the majority of children of migrant families take up vocational training tracks and are still a minority among senior high school pupils.

#### b) Level of education of the resident migrant population

There are no publicly available data on the highest level of education by country of birth or nationality. The 3<sup>rd</sup> Integration and Diversity Monitor of the City of Vienna gives a breakdown of the highest level of education among the population aged 25+ not in education or training based on the following three categories:

##### a) Education in Austria, parents born in Austria (no migration background)

- 
- b) Education in Austria, at least one parent born abroad (migration background, education in Austria)
  - c) Education abroad

According to the data, there is nearly no difference between the three groups regarding the two top levels of education – in all three groups the percentage of persons holding a high school leaving degree or a university degree is at around 40%, and has been increasing in recent years. But there are sizeable differences with regard to the other levels of education: Whereas among those whose parents were born in Austria and who themselves attended education in Austria approx. 1% have not continued education or training beyond mandatory schooling, approx. 45% attended vocational training or a vocational secondary school. Among the group with parents born abroad and education in Austria some 2% have no education beyond mandatory schooling, and among those who attended school abroad, more than 35% have not attended any training beyond mandatory schooling (City of Vienna 2014, 84).

Between 2007 and 2013, the percentage of those holding at least high school leaving was rising among those without migration background, and the “second generation” with parents from the EU, and among those who attended education abroad, but stagnated among the “second generation” with parents from third countries, reflecting the growing share of better qualified migrants among those migrating to Vienna in the last ten years.

Furthermore, the percentage of highly qualified migrants was rising considerably in recent years: 34% of all migrants originating in an EU or EEA country, and 32% of those from third countries residing in Vienna since 2006 held a university degree when coming to Vienna (City of Vienna 2014, 88).

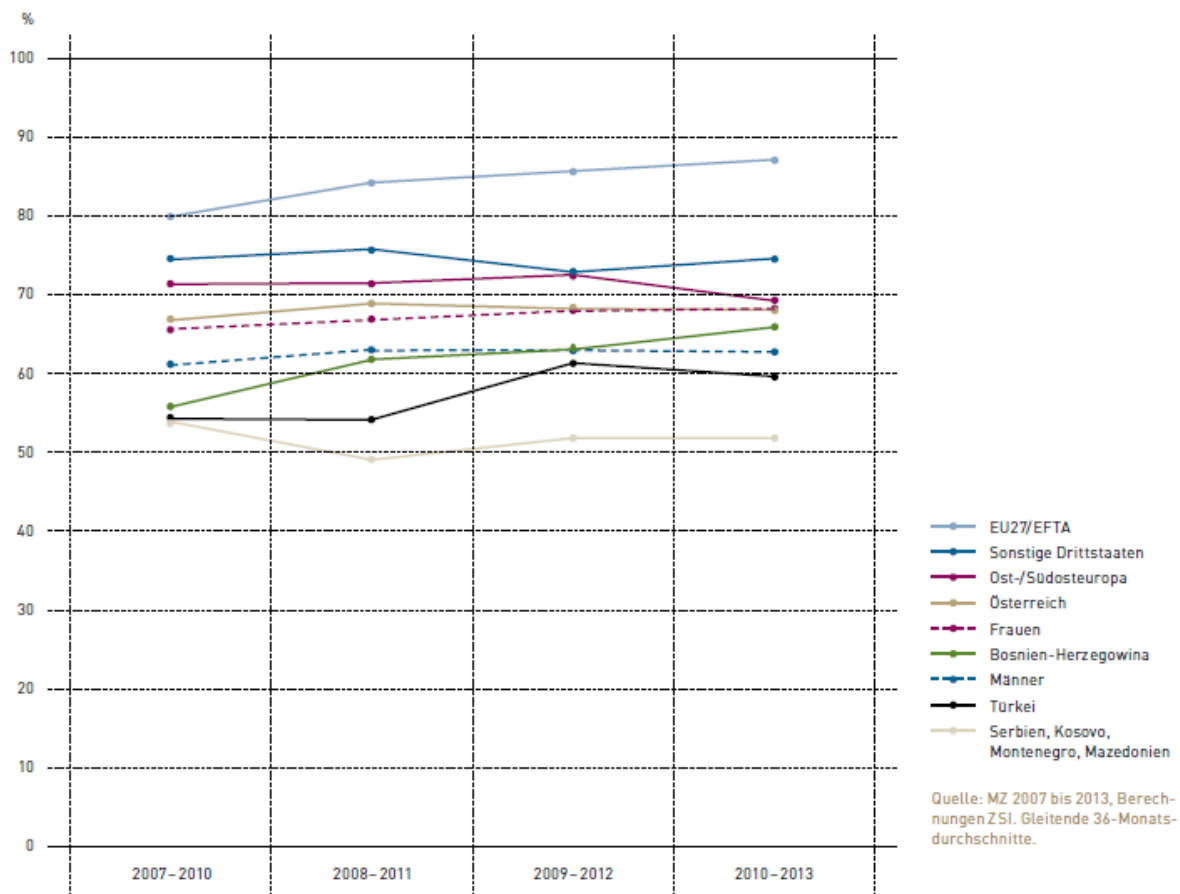
#### c) Participation in education of the migrant population and their children

According to the data provided by the 3<sup>rd</sup> Integration- and Diversity Monitor of the City of Vienna, participation in postsecondary education is rising, but there are sizeable differences in participation in postsecondary education among the children of migrant families.

Whereas among children from Bosnian and Turkish migrant families, and among those with parents from a country of the European Union, the rate of those still in education or training at an age of 15 – 24 has been rising constantly, children from migrant families from Serbia, the Kosovo, Montenegro and Macedonia show a distinctly lower rate of participation in further education – which might be also due to the high rate of those attending vocational training, which usually is finished at the age 18 – 22 (City of Vienna 2014, 81).

The following graph shows the development of the rates of participation in education and training among the population aged 15 – 24 between 2007 and 2013.

**Graph 5: Rates of participation in education and training among the population aged 15 – 24 2007 - 2013.**




Legend:

EU /EFTA  
 Other Third Countries  
 East/Southeast Europe  
 Austria  
 Women  
 Bosnia-Herzegovina  
 Men  
 Turkey  
 Serbia, Kosovo, Montenegro, Macedonia

Sample Census 2007 – 2013, ZSI calculations. Moving average 36 months.

Source: City of Vienna 2014, 81.

Furthermore, there are still sizeable differences in the attendance rates of high schools with regard to area of origin. Whereas the rate among children from Bosnian migrant families rose from 47% to 56% between 2007 and 2013, and from 25% to 35% among those from Serbian families, it stagnated at 34% among children from Turkish immigrant families. In comparison, the rate rose from 61% to 66% among children from families without migrant background. The differences are even bigger concerning those who finished compulsory schooling



abroad: Whereas 72% of those born in an EU-country were still in education or training at the age of 15 – 24, only 34% of those born in a third country attended further education or training in Austria: Young people from the EU tend to move to Austria for education or studying, whereas most young adults from third countries immigrate as refugees or spouses, and are less likely to attend further education (City of Vienna 2014, 81f.)


In recent years, the growing number of young people neither in education, employment or training (NEET) has been of growing concern to the city. According to the data published in the 3<sup>rd</sup> Integration and Diversity Monitor, the percentage of NEETs among the population aged 15-24 is considerably lower among those without migration background: 38% of those educated abroad, and 18% among those with migration background from a third country and education in Austria were among this group, whereas 8% of those without migration background could be found in this group (City of Vienna 2014, 106).

#### 5.2.6 Sectors of activity

The Austrian labour market authorities do not publish data on labour market participation with regard to migration, but only with regard to nationality. Due to the high share of naturalised immigrants in Vienna, who, due to the naturalisation requirements in Austria, tend to have a higher labour market participation than their non-naturalised peers, these data do not allow to discuss the labour market participation of immigrants (defined as persons born abroad). Instead, reference will be made to the analysis of labour market participation in the 3<sup>rd</sup> Integration and Diversity Monitor of the City of Vienna. The report does not give any information on the sectors of economic activity of migrants.

According to the report, the employment quota differ with regard to migration background and country of education: Among those educated in Austria, the employment quota is at 74% for those without migration background, at 71% with migration background from an EU/EEA country, and at 64% for those with a migration background from a third country. For those who were educated abroad, the employment quota is at 66% for those from an EU/EEA – country and at 58% for those from a third country (City of Vienna 2014, 104).

The Viennese Integration and Diversity Monitor 2013 does not present data based on country of birth, but on country of education and migration background (defined as persons born abroad and persons with at least one parent born abroad). This approach is based on the sociological reasoning that the country of birth is arbitrary information giving no hints on the country where a person has been raised and has been trained. As education and training qualifications are the key mechanism for the socioeconomic positioning in modern societies, persons born abroad, who also received their training abroad, will be in a much worse position on the labour market as those born abroad, but trained in the country of residence, as their qualifications will fit the labour market demands. On the other hand, systematic deviations in the positioning on the labour market between persons educated and trained in the country of residence with regard to place of birth will hint at discrimination, as their



human capital endowments do not differ like in the case of immigration with qualifications obtained abroad.

According to the monitor, the labour market participation rate between persons with Austrian education or training diplomas differs significantly with regard to migration background: Whereas 74% of all persons without migration background participate in the labour market, the participation rates for persons with an EU migration background stand at 71% and those with a migration background from third countries at 64%. Whereas 66% of those with an EU migration background educated in another EU country participate in the labour market, the participation rate of those with third country migration background who received their training abroad is at only 58%. The monitor also pinpoints a high incidence of dequalification of migrants, in particular among those with vocational training abroad. These data highlight the significant problems of labour market inclusion without an Austrian education or training certificate (City of Vienna 2014, 102).

According to the analysis of the Microcensus ad-hoc modul 2014 on labour market participation of migrants in Austria (Gächter 2014, 3), the level of education interacts with migration background: Whereas participation rates of persons without education and training beyond compulsory school do not differ with regard to migration background (65%), the participation rates for persons with migration background holding a postsecondary or a university degree are lower by 10 percentage points than for those without migration background.

Also unemployment rates are strongly influenced by a combination of educational level and country of education: Whereas unemployment rates for those with no migration background and finished vocational training in Austria oscillated between 4% and 6%, the rate for those born abroad and trained in Austria was between 8% and 18% in 2010 – 2013. An even sharper difference can be observed for those holding postsecondary education degrees (City of Vienna 2014, 227). These results are a clear hint for processes discriminating against migrants due to their migration biography.

### 5.2.7 Ethnicity and religion

There are no data on the ethnic affiliation of the population of Vienna available, as they are not collected in the population register or any other statistical database.

Until 2001, a census was held each ten years, which contained a question on religious affiliation. Since 2011, the census was replaced by the analysis of the population register. The registration slips, which are to be filled out when registering as a resident in Austria and serve as a base of the population register, contain a column on religion, but it is not obligatory to fill it in. Therefore these data are not reported by the authorities.

## 6. Immigrants' enjoyment of human rights and access to services and local authorities' corresponding duties in Vienna

### 6.1 Overview

#### 6.1.1 Language Learning


Within the programme “Start Wien”, the City of Vienna offers language training tailored to the needs of the individual migrant. The courses are a part of “start coaching” offered to all immigrants. The service is offered by Municipal Department 17 - Integration and Diversity (MA 17) for all new inhabitants holding a ‘confirmation of registration as EU citizens or a ‘residence card as third-country nationals, or a residence entitlement as a family member, employee or self-employed. Start coaching commences with a meeting with a staff-member of MA 17 competent in the native language of the immigrant or another language s/he feels comfortable with. At the meeting, a suitable course for German and Integration is selected, and the migrant discusses the next steps to be taken with regard to language training, finding a job, or enrolling into education or training. S/he further is informed about counselling services available to him/her, registration of children at kindergartens and schools, and other issues regarding access to the services offered by the city. At the start coaching-appointment the migrant receives a booklet to register all language courses, information events, counselling services, and education and further training programmes s/he attends. The booklet contains vouchers from the City of Vienna for German Integration Courses, and entrance tickets to information events on various topics related to integration.

#### 6.1.2 Education, Vocational Training

Access to compulsory kindergarten and schooling is offered to all children resident in Vienna free of charge and independent from their residence status. Children have to be registered for compulsory kindergarten at the age of 5 the latest, and for schooling at the age of 6 or 7, depending on their birthday. Compulsory schooling ends at the age of 15.

There are three main strands of postsecondary education: Vocational training, vocational schools, and high schools (general and technical/vocational). Vocational training is organised as dual attendance programme – the practical part of the training is taking place within a company, the theoretical part at vocational schools. In order to enrol, the company has to sign a contract with the apprentice, there is no entitlement to apprenticeship. Those not accepted as apprentices may enrol into apprenticeship programmes organised by the labour market authorities. There is no entitlement to access to post-secondary training at high schools beyond the age of 15. Further to having passed the 9<sup>th</sup> year of schooling, the school does not have to accept to enrol the pupil.

In practice, the decision on the type of education pursued is done already at age 9 ½, as secondary training is split between “new middle school” and the four-year lower cycle of high



school. The vast majority of those attending the four-year lower cycle of high school continue to high school, whereas most of those in “new middle school” continue with vocational training. The decision is strongly influenced by the grading of the pupils in the first half year of the 4<sup>th</sup> year of primary school – only those with a good or very good grading in i.a. German are accepted for enrolment in the four-year lower cycle of high school, leading to a structural discrimination of pupils of migrant background. Furthermore, primary school teachers may still refer pupils to so-called “special schools” – originally intended for pupils with mental disabilities, which do not allow access to vocational training or further education. Pupils from migrant families still suffer a high risk of transfer to “special schools” due to weak language knowledge, which massively limits their possibility to access further education.

The school authorities do not publish data on the migration status of pupils. Instead, the publish data based on the first colloquial language spoken in the household of the pupil, which are not entirely comparable with migration data. According to the National Report on Education 2015 (BIFIE 2016, 45), pupils with another first colloquial language than German residing in Vienna are roughly double as likely to attend a “new secondary school” and a “special school” than the four year lower cycle of high school.

In order to support children from migrant families at school, additional teachers competent in the languages of the main immigrant groups are employed at several schools in Vienna.

## 6.2 Employment and Entrepreneurship

Neither employment nor access to entrepreneurship is regulated at city-level, and the federal unemployment agency, which has local offices in all provinces, is governed by the federal government.

In order to foster the development of the urban labour market, the City of Vienna has established the “Viennese Funds for the Advancement of Workers and Employees” (WAFF – Wiener ArbeitnehmerInnen Förderungsfonds, <https://www.waff.at/en/home/>), which has developed a broad variety of programs and projects for vocationally oriented adult education and training, advice and support for employees and the unemployed, and support and training programmes for employers, and also acts as employment agency. The WAFF is also a partner within the recently established “Anerkennungsstelle”, an institution supporting migrants in the formal procedure for the recognition for their education and training obtained abroad, which is 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.

In order to foster entrepreneurship of migrants, the “Wirtschaftsagentur Wien” has set up a programme (“Mingo”) supporting migrants who want to set up a company or further develop their company.

### 6.3 Health and Social Affairs

Access to health is provided to all persons insured with one of the state health insurance schemes. According to the regulations, all persons in employment (employee or self-employed) and their family members, unemployed persons receiving unemployment benefits, pensioners, recipients of social assistance payments and their family members, refugees and asylum seekers, and those who enrolled voluntarily for a monthly fee, are members of one of the compulsory public health insurance schemes. According to information provided by the Federal Ministry of Health, compulsory health insurance covers 99,9% of the population (BMfG 2013, 11).

One of the groups not covered by compulsory health insurance are undocumented migrants. For those not covered by compulsory health insurance, the hospital of the Order of the Brothers of Mercy in the 2<sup>nd</sup> district offers medical treatment free of charge.

The Austrian social security system is based on two pillars: Persons having been in employment for more than 6 months are eligible for unemployment insurance payments in case of unemployment: those not eligible for unemployment support payments, or those receiving unemployment support payments or pension payments below a minimum threshold are entitled to receive “needs-based minimum benefit” payments.

The administration of social support is governed by the provincial governments. As Vienna is both a city and a province, it has leeway to administer social assistance. Whereas several provinces have cut needs based minimum benefit payments for persons in subsidiary protection, Vienna continues to pay out needs-based minimum benefits to both recognised refugees and persons under subsidiary protection.

Asylum seekers (who will receive “basic support” payments), 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.

### 6.4 Protection against Discrimination

According to the Austrian Legislation on Equal Treatment – which is based on the EU Antidiscrimination Acquis – discrimination because of ethnicity, religion, age, gender, sexual orientation, and disability is outlawed. Migration status is no directly protected ground, but ethnicity will often be associated with migration.

Due to the federal structure of Austrian administration, in most cases the federal Equality-Ombudsman (“Gleichbehandlungsanwaltschaft, <http://www.gleichbehandlungsanwaltschaft.at/>) is the relevant agency to be contacted in cases of discrimination.



With regard to areas governed by provincial legislation – mainly only cases regarding city-staff, the City of Vienna has implemented a specific body, the “Wiener Antidiskriminierungsstelle” (Viennese Office against Discrimination, <https://www.wien.gv.at/verwaltung/antidiskriminierung/zustaendigkeit.html>). The institution has not published any overview on their cases yet.

In 2015, the City of Vienna has established a Human Rights Office of the City. The Office is tasked to implement the declaration “Vienna – City of Human Rights”, which has been passed by the City Council in 2014 (<https://www.wien.gv.at/menschen/integration/pdf/deklaration-menschenrechte.pdf>).

The NGO “ZARA” (<http://www.zara.or.at>), which focuses on advice to victims of racial discrimination, publishes an annual report on developments in the area of racism and discrimination. The NGO is funded i.a. by the City of Vienna.

## 6.5 Housing

There are considerable differences between migrants and persons without migration background with regard to the average size of housing and housing costs. In 2013, the size of housing for persons without migration background was at 45 square meters per person, at renting costs of Euro 5,80.- per square meter, and for those migrating to Austria between 1956 and 1984 at 35 square meters per person at Euro 5,50.- per square meter, those migration to Austria since 1998 are living on average at 26 square meters per person at a monthly rent of Euro 7,50.- per square meter (City of Vienna 2014, 156).


The housing market in Vienna consists of several segments: Owner-occupied housing, private rented housing, publicly subsidised rented housing. Among the latter, rented houses in housing estates of building associations, and rented houses in municipal housing estates can be discerned.

Private rented housing is offered by a variety of owners and estate agents. Although there are no legal provisions restricting access of immigrants, NGOs in the field of antidiscrimination regularly report ethnic and racial discrimination with regard to access to private housing (ZARA 2016, 23).

Access to subsidised housing offered by housing associations is limited to third country nationals and to those holding a permanent residence permit; access to municipal housing to those holding a permanent residence permit and residing in Vienna for at least two years – this requirement also has to be fulfilled by Austrian and EU citizens.

Depending on their income, tenants may receive housing subsidies. Access to housing subsidies usually depends on a minimum of legal residence in Austria of 5 years, and holding a residence permit allowing access to the labour market (City of Vienna 2014, 159).

Given the restrictions regarding the access to subsidised housing, newly arrived immigrants have to rely on the private housing market, whereas long term residents may move into subsidised housing. Only 24% of the migrants originating in the EU/EEA countries, and only



11% of immigrants from third countries live in owner occupied houses, as opposed to 26% among the non-immigrant population (City of Vienna 2014, 160).

## 6.6 Political Participation and Inclusion in Local Decision-Making Processes

There is no institutionalised involvement of migrants into local decision-making processes. 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 at all.

The local offices of the Department for Integration and Diversity regularly hold meetings with civil society organisations in their districts, including migrant organisations. These meetings are focused on specific topics and mainly aim at an exchange of views and ideas.

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.

## 6.7 The public perception of migration and integration

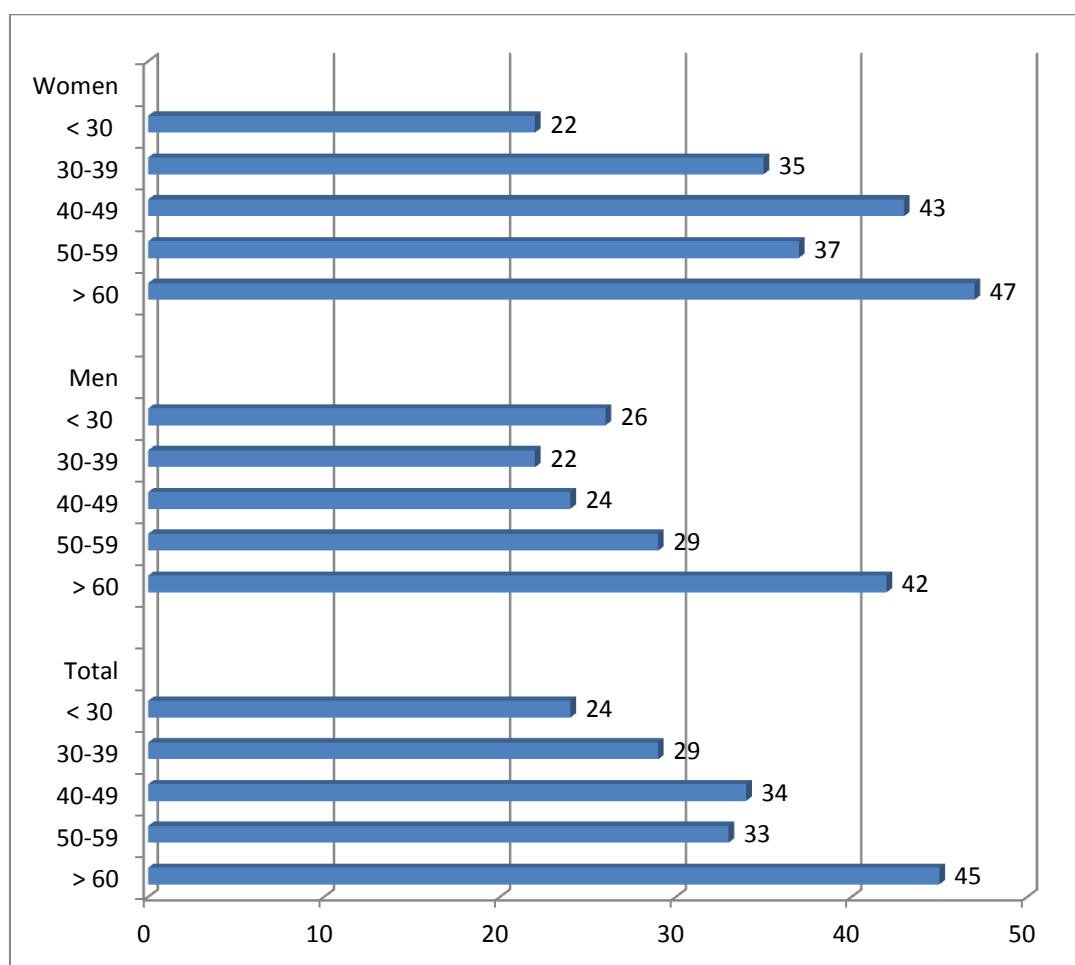
### 6.7.1 The public perception and attitudes towards immigrants

In 2016, the Municipal Department on Urban Planning published a study on community relations in Vienna based on an analysis of (unpublished) polls on immigration and integration commissioned by the city government reaching back to 1994 (MA 18 2016).

According to the study, the salience of the issue of migration changed strongly over time. Asked about the most important problems the city was facing, migration was mentioned as a very important problem by 55% in 1994, and by less than 40% in 2001, again peaked at 51% in 2005, and stood at less than approx. 25% in 2013. In 2013, immigration ranged fourth in the list of important problems after unemployment (49%), lack of affordable housing (30%), and the level of criminality (29%).

According to the poll of 2012/2013, 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 big problem, this perception was shared by 45% of those aged 60 and above. Above the age of 30, a higher share of women than of men perceives migration as a big problem, whereas in the age group below thirty a higher share of men than of women perceives migration as very problematic.

**Graph 6: Perception of migration as a big problem by age and gender 2012/2013**



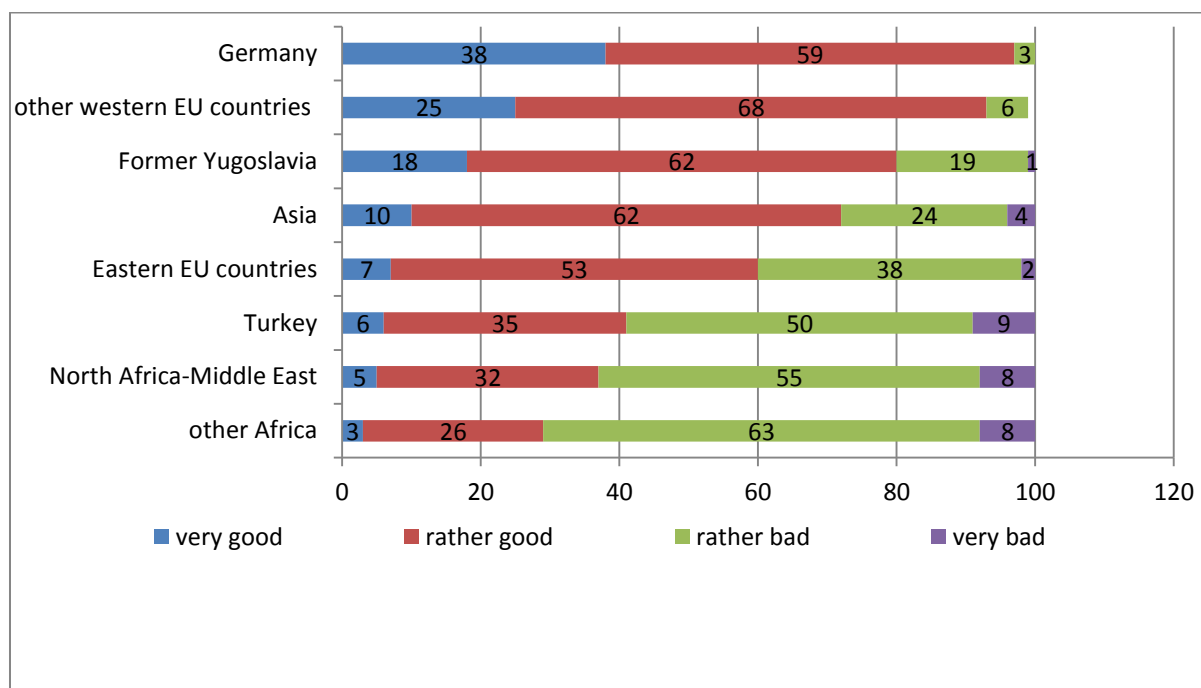
Source: MA 18 2016, 57

A negative perception of migration furthermore inversely correlates with the level of education, employment status and the personal perception of the future: The lower the level of education and the professional status, and the more negative the perception of one's personal future, the more negative is the perception of migration. Persons with a migration background tend to have a more positive view of migration than those without (MA 18 2016, 59, 61).

It is interesting to note that the perception of migration is not correlated to the percentage of migrants in the own district, but correlates with the type of housing: Both in the districts 10,11 and 20 and the districts 9,12,15,16, and 17 the share of migrants is at 36 and 37 % respectively. Despite of the similar proportion of migrants, 39% of the population in the districts 10, 11 and 20; but only 21 % of the population in the districts 9,12, 15,16 and 17 perceive migration as an important problem. On the other hand, migration is perceived as an important problem by 32% of the tenants in council housing, but by only 18% of tenants in privately rented housing, while tenants of housing associations range at 26% (MA 18 2016, 64).

Overall, the quality of interethnic relations is judged positively by the Viennese population, although there are considerable differences with regard to area of 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.

**Graph 7: Perception of quality of interethnic relations, 2013**



Source: Immigration Monitoring ('Zuwanderungs-Monitoring' 2013); own calculations. The interviewees received the following item set: "What is your general impression: How does living together of natives and migrants from the following countries work?" (Basis: scale ranging from 1 = very good to 4 = very bad). Tests regarding significant differences between the assessment of migrant groups: correlation \*\*\* p<0,001 significant. Sample size (only persons without migration background): n = 447.

Source: MA 18 2016, 95

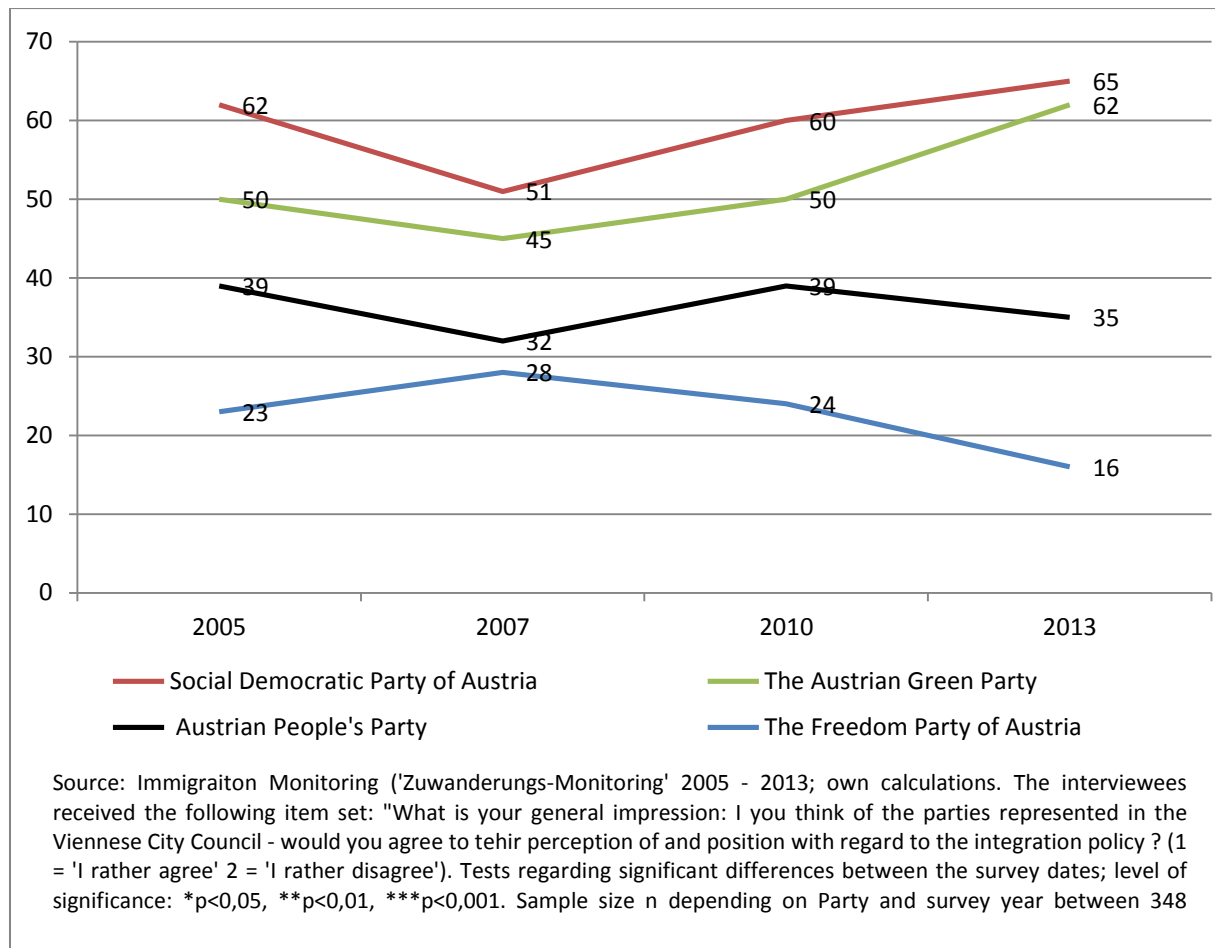
Experiences of ethnic discrimination are regularly reported by migrants. According to the study, the highest incidences of discrimination are reported by migrants from Turkey (57%) and from "other countries" (35%). Most incidents of discrimination are reported with regard to discrimination in public places or with regard to job search activities (MA 18 2016, 107).

### 6.7.2 The public perception of local integration/inclusion policies

According to the study of the Municipal Department for Urban Planning, support for the integration policies pursued by the two parties in government, the Social Democrats and the Greens, has risen in recent years. The policies pursued by the governing parties found

support by 65% and 62% of the population respectively, whereas the support for the policies suggested by the opposition parties (ÖVP and FPÖ) declined.

**Graph 9: Support for policies pursued by parties in the City Council 2005 – 2013**



Source: MA 18 2016, 113

In general, support for integration measures has increased in recent years. In particular measures increasing the employment of migrants in public services and a stronger political representation of long term resident migrants would be welcomed (MA 18 2016, 112). Support for voting rights for long term resident migrants rose from 51% in 2007 to 73% in 2013 (MA 18 2016, 114).



## 7. Reflections on migration data in Vienna

In general, data published by Statistics Austria are regarded as highly reliable. Their collection and presentation follow the regulations for data collection laid down by the UN and Eurostat.

The regular microcensus has improved considerably in recent years due to strategic over-sampling among immigrants. Nevertheless, data have to be used with caution when analysed regionally due to a low number of respondents in certain regions.

Data collected by school authorities on linguistic criteria are usually met with caution among the research community, as the teachers, and not the pupils, fill in the information, and the funding structure of the school system (extra funding for pupils whose first language is not German) produces unintended incentives to register a certain percentage of the pupils as having a first language other than German, irrespective of actual language competence in German.

Ethnic data are not collected in Austria. Until 2001, the census included a question about the colloquial language spoken in the household. This information was regularly used by politicians and scientists as a proxy to calculate the number of the members of the ethnic groups covered by the Ethnic Groups Act. As the registration slips fed into the population register give a voluntary option to also register one's religion, Statistik Austria does not consider the data reliable and thus does not publish them.

The City of Vienna regularly organises a poll on live quality in Vienna including some 8.000 interviews with residents, among them approx. 2.500 migrants. Wherever they have been used for the Integration Monitor of the City of Vienna, they will be referred to.


## 8. Conclusions and reflections / Concluding remarks

As already mentioned, the City of Vienna has developed distinct research-based integration and diversity policies in the past 25 years. Based on the specific conditions associated with the fact that the City of Vienna also is a federal province, the long history of urban social policy making and the function as the only metropolis in Austria, the integration policies of the City of Vienna have become a forerunner for urban integration policies in Austria, and since the early 2000s are based on the concept of inclusion and equality, understanding integration as an array of policy measures aiming at participation of migrants in the economic, social, cultural and political spheres. Rejecting the notion of assimilation and “*Leitkultur*”, urban diversity is perceived both as a challenge as a resource, while integration policies aim to provide the necessary tools (e.g. language knowledge, orientation, vocational counselling and training) to fully participate in society. The focus of human rights as the framework for diversity has broadened the approach since the 2010s, reacting on the need to mediate between sociocultural diversity and individual rights and freedoms.

Starting with a setting outside the administrative structure of the city in 1992 (establishment of the Viennese Integration Funds), the early years have been characterised by lobbying for migrants rights vis-à-vis the city and the federal government. It took until the end of the 1990s, when the issue of integration gained prominence and became an issue of the whole urban government through the establishment of the post of an Executive City Councillor for Integration. The main paradigm shift to a linked integration and diversity policy approach occurred in the early 2000s, facilitated by an expert study analysing policy models particularly in the UK, the Netherlands and Canada. Since the late 2000s, evidence based policy making transferred the issue of integration and diversity into daily administrative practice. The Integration and Diversity Monitoring reports of the city meanwhile are important tools for the evaluation and development of integration policies in the city.

Integration policy making is embedded into a new public management strategy, whereby the city government acts as decision maker and both policy development and implementation of policy practices are outsourced to a number of city-owned companies and funds. This cooperation allows for enhanced flexibility, but also is a challenge with regard to sustained policy coherence and coordination. Integration policies are embedded into a broad range of decentralised, district-level networking with administration and civil society actors. Due to the concentration of migrants in districts close to the city centre with a long tradition of participative governance of the public space and communal youth-work the City could largely prevent the development of urban ghettos. A major element in this respect is the huge number of communal housing estates, which are dispersed about the whole city area, and are a main element in the provision of good quality housing for lower income households. Since 2006 communal housing is also accessible to long term resident immigrants.

While the history of inclusive urban social policies is a major element for integration policies, the participation of migrants in policy development and implementation stays limited. Third country nationals are not entitled to vote at any level, and local voting rights for Union Citizens are restricted to the district level. Counselling structures with migrant organisations have been closed due to major shortcomings, but no new structures for migrants’ political participation have been developed. As naturalisation rates are low – mainly due to strict



income requirements and the prohibition of dual nationality – a growing number of residents above the voting age has no access to political participation.

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### **Concepts, indicators, classifications (examples)**

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### **Reports and studies**

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ZARA (Zivilcourage und Antirassismusarbeit) 2016: Rassismus-Report 2015. Vienna (ZARA).

### **Useful data sources**

National censuses, surveys (labour market or specialised, multi-topic surveys), population registers, administrative data sources (e.g. border statistics, residence permits, naturalisation



records etc.) are useful data sources. For an analysis of types of data sources, see Carletto, C., Larrison, J. & Özden, Ç. (2014) Informing Migration Policies: A Data Primer. World Bank Policy Research Working Paper 7082. [http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2014/11/03/000158349\\_20141103171843/Rendered/PDF/WPS7082.pdf](http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2014/11/03/000158349_20141103171843/Rendered/PDF/WPS7082.pdf). Accessed 4 February 2014

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For integration in European countries, please refer to the [Migrant Integration Policy Index \(MIPEX\)](#).

For an overview on decentralisation practices, please refer to the UCLG Country Profile on Decentralisation and Local Governments ([EN](#), [FR](#)).

## Annexes

### Annex 1: Domestic Legal Framework

Legislation	Description
Niederlassungs- und Aufenthaltsgesetz BG BGBl 100/2005	Residence law regulating the different resident titles
Fremdenpolizeigesetz BG BGL. 450/2005	Law on the Aliens Police regulating visa issues
Staatsbürgerschaftsgesetz BG BGI. 311/1985 as of Bg BGL. 104/2014	Nationality Law
Asylgesetz 2005 BG BGL. 100/2005	Asylum Law

## Annex 2: Terminology explained<sup>9</sup>

**Foreigner** is a person who does not have the citizenship of the country of current usual residence regardless of the place of birth

**"Foreign-born"** means a person who was born outside of the country of current usual residence regardless of the person's citizenship

**"Economically active"** population comprises all persons who provide the supply of labour, as employed or as unemployed, for the production of goods and services<sup>10</sup>.

**Average annual rent for housing per m<sup>2</sup>** are all rentals actually paid by tenants, i.e. the rentals the tenant pays to the landlord regardless of any social benefits the tenant receives from public authorities (including payments which at the tenant's discretion go directly to the landlord). Rentals normally include payment for the use of the land on which the property stands, the dwelling occupied, the fixtures and fittings for heating, plumbing, lighting, etc., and, in the case of a dwelling let furnished, the furniture. Rentals also include payment for the use of a garage to provide parking in connection with the dwelling. The garage does not have to be physically contiguous to the dwelling; nor does it have to be leased from the same landlord.

**Average prices of housing unit:** Average buying price per housing unit sold during the reference year, net of national taxes, for units available for purchase (in Euro or equivalent in Euro). This includes both newly built and old (existing) housing units.

**Disposable household income** (net of any taxes and social contributions paid) includes:

- ♦ all income from work (employee wages and self-employment earnings)
- ♦ private income from investment and property
- ♦ transfers between households
- ♦ all social transfers received in cash including old-age pensions

Disposable household income does not include:

- ♦ income from private pension plans
- ♦ in kind social transfers
- ♦ imputed rent
- ♦ income in kind, with exception of company car
- ♦ own consumption.


**Average area of living accommodation:** m<sup>2</sup> per person and similar variables concerned with **surface areas:** the area refers to the living floor space that is the total area of rooms (rooms have minimum 4 m<sup>2</sup> of area and are min. 2 m high over the major area of the ceiling thus normal bedrooms, dining rooms, living rooms, habitable cellars and attics, servants rooms, kitchens and other separate spaces used or intended for habitation are all rooms;

<sup>9</sup> All explanations, if not indicated otherwise are adapted from Eurostat.

[http://ec.europa.eu/eurostat/cache/metadata/Annexes/urb\\_esms\\_an1.docx](http://ec.europa.eu/eurostat/cache/metadata/Annexes/urb_esms_an1.docx). Accessed 3 February 2016.

<sup>10</sup> UN (2006).

[http://www.unece.org/fileadmin/DAM/stats/publications/CES\\_2010\\_Census\\_Recommendations\\_English.pdf](http://www.unece.org/fileadmin/DAM/stats/publications/CES_2010_Census_Recommendations_English.pdf). Accessed 8 February 2016.



kitchenettes (<4 m<sup>2</sup>, <2m wide), corridors, verandas, utility rooms and lobbies do not count as rooms nor do bathrooms and toilets).

**Persons at risk of poverty or social exclusion** corresponds to the sum of persons who are: at risk of poverty or severely materially deprived or living in households with very low work intensity. Persons are only counted once even if they are present in several sub-indicators. At risk-of-poverty are persons with an equivalized disposable income below the risk-of-poverty threshold, which is set at 60 % of the national median equivalized disposable income.

**Lone parent private household (with children aged 0 to under 18):** A one family household with only one adult and at least one child under 18 years old. It should be noted that the adult is not necessarily a biological parent but an adult of the family nucleus.

The definition of ‘**early school leaving**’ (used at EU level) refers to ‘those young people who leave education and training with only lower secondary education or less, and who are no longer in education and training’. In statistical terms, European ESL rates are measured as the percentage of 18-24 year olds with only lower secondary education or less and no longer in education or training (EC 2013). **Early leavers from training and education** refers to persons aged 18 to 24 fulfilling the 2 conditions: 1) the highest level of education or training attained is pre-primary education, primary education or first stage of basic – compulsory – education, lower secondary or second stage of basic education (this corresponds to the first cycle of secondary education<sup>11</sup>), or upper secondary education (includes general, technical or vocational education for students who have completed their first cycle of secondary education); 2) they did not received any education or training in the four weeks preceding the survey.

**Students in higher education:** The number of students attending programmes leading to the award of a qualification equivalent to first stage of tertiary education and second stage of tertiary education (programmes leading to the award of an advanced research qualification: e.g. PhD’s, etc.).

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<sup>11</sup> In countries with no system break between lower secondary and upper secondary education and where lower secondary education lasts more than three years, only the first three years following primary education are counted as lower secondary education. Lower secondary education may either be “terminal” preparing students for entry directly into working life and or “preparatory” preparing students for upper secondary education (EC 2013, 37-38).



### Annex 3: List of stakeholders interviewed

- Chamber of Labour (*‘Arbeiterkammer Wien’*)
- Vienna Social Fund (*‘Fonds Soziales Wien’*)
- Gesellschaftsklimabündnis
- Interface
- Municipal Department on Integration and Diversity (MA 17)
- Municipal Department on Urban Development and Planning (MA 18)
- Counselling Centre for Migrants (*‘Beratungszentrum für Migranten und Migrantinnen’*)
- Human Rights Coordinator of the City of Vienna (*‘Menschenrechtsbüro der Stadt Wien’*)
- Vienna Adult Education Centre (*‘Wiener Volkshochschulen GmbH’*)
- Vienna Business Agency (*‘Wirtschaftsagentur Wien’*)