CITY MIGRATION PROFILE

VIENNA

EXECUTIVE SUMMARY
Vienna is the capital city of Austria, and one of its nine provinces. It is Austria’s primary city and the only city with a population above 1 million. It is the seat of the Austrian parliament, the Office of the Chancellery, ministries, and the Office of the President of the Austrian Federal Republic.

<table>
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<tr>
<th>Political and administrative context</th>
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<tbody>
<tr>
<td>Population</td>
<td>1,741,246</td>
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<tr>
<td>Share in national urban population</td>
<td>31.7 %</td>
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<td>Foreigners as a proportion of the population</td>
<td>23 %</td>
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<td>Foreign-born as a proportion of the population</td>
<td>31.4 %</td>
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MIGRATION PATTERNS

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

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

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

MIGRANT POPULATION

38.5% of Vienna’s immigrant population were born in a member state of the European Union or the European Economic Area (EEA). Persons born in countries joining the EU since 2004 vastly outnumber those born in one of the other EU member states. Among the latter, immigrants born in Germany vastly outnumber all others (48 841 out of 77 337). Immigrants born in Poland (47 040), Romania (29 936) and Hungary (21 618) are the largest groups from the “new” EU member states. Among the residents born outside of the EU, the largest groups are from Serbia (86 122), Turkey (67 049) and Bosnia and Herzegovina (44 633). Among immigrants born in Africa, those born in Nigeria (8 927) and Egypt (4 331) are the largest groups.
Among migrants from Asia, persons born in Afghanistan (13,418), Syria (12,417) and Iran (12,382) are the largest groups, who came mainly as refugees. Migrants from China (9,678) and India (9,159) have entered Austria mainly as labour migrants and under family reunification.

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

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

**LOCAL MIGRATION POLICY**

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

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

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

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

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

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

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

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

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

<table>
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<tr>
<th>Municipal Department for Integration and Diversity (MA17)</th>
<th>Coordination of integration and diversity policies</th>
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</table>
| Municipal departments<sup>1</sup> | • Urban Planning (MA 18)  
• Housing (MA 50)  
• Women (MA 57)  
• Employment (MA 23)  
• Education and Youth (MA 13)  
• Immigration and citizenship (MA 35)  
• Social Wellbeing (MA 24) |
| School Council | Schooling |
| Vienna Social Fund (Fonds Soziales Wien) | Management of social support, refugee integration |
| WAFF (Viennese Funds for the Advancement of Workers and Employees) | Organises labour-market related vocational training for unemployed and employed, acts as employment promoter and employment agency |
| Labour Market Service Vienna | Viennese Branch of Federal Labour Market Service |
| Chamber of Labour Vienna | Interest representation of workers and employees of companies located in Vienna, compulsory membership, important policy actor in the field of employment and protection of workers’ rights |
| Verband Wiener Volksbildung Die Wiener Volkshochschulen (VHS) | Adult education centres sponsored mainly by the City Government, offer broad range of adult education and training, and free afternoon-care and support for pupils, with a specific focus on children from migrant families |

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

### Organisations active in the areas of migration and integration in the city

<table>
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<tr>
<th>Organisation</th>
<th>Description</th>
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<tr>
<td>Caritas Vienna</td>
<td>Aid organisation of the Catholic Church, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration, supports projects for schoolchildren</td>
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<tr>
<td>Volkshilfe Vienna</td>
<td>Aid organisation of the Socialdemocratic Party, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration, supports projects for schoolchildren</td>
</tr>
</tbody>
</table>
**INSTITUTIONAL FRAMEWORK**

**Coordination and cooperation at city level**

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

**Coordination and cooperation with regional and national levels**

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

**Evangelische Diakonie**
- Aid organisation of the Protestant Church, runs kindergardens, refugee homes and homes for the elderly on behalf of the City, and several projects on immigrant integration

**Association of Industrialists**
- Representation of industrial companies in Vienna, advises the City on the needs of employers with regard to migration

**Advice Center for Migrants (Beratungszentrum für MigrantInnen)**
- NGO advising migrants with regard to labour market issues, funded by the Ministry of Labour and Social Affairs and the City of Vienna
INTERNATIONAL COOPERATION

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

PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION

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

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

Comments

According to the National Report on Education from 2015, pupils with another mother tongue other than German residing in Vienna are twice as likely to attend enrolment in the four-year lower cycle of high school, leading to a structural high risk of transfer to "special schools" originally intended for pupils with mental disabilities, which do not allow access to vocational training or further education. Also, the decision on the type of post-secondary education pursued is done at age 9 and a half and strongly influenced by the grading in German education. Also, the decision on the type of post-secondary education pursued is done at age 9 and a half and strongly influenced by the grading in German education.

VHS-led project "Start Vienna - the Youth College" offers individualised language training tailored to the needs of the individual migrants. MA 17 offers language training adapted to the needs of the individual migrants. Since its launch in 2016, "Start Wien - The Youth College" trained more than 1,000 young refugees/asylum seekers. "Start Wien" is open for all new inhabitants holding a confirmation of residence status. 15) is offered to all children resident in Vienna free of charge and independent of their residence status. The programme Mingo is directly targeted to migrants who want to set up a company or further develop their company. The municipality employs around 65,000 people of whom 5,000 are asylum seekers and 1,000 are migrants.

Vienna Social Fund

Migrants' Enjoyment of Human Rights and Access to Services

No

Political participation and inclusion in local decision making processes