

# **CLIP Case Study on Housing**

**VIENNA**

**Prof. Dr. Heinz Fassmann**

**Josef Kohlbacher**

**ISR 2007**

|

# **1 Background information on the country (ca. 1 ½ pages)**

## ***1.1 History of migration and composition of migrant populations***

Vienna's telephone directory with its Hungarian, Czech and Serbo-Croat names is a testimony to the long immigration history of Austria. Within the Habsburg Empire the migrants settled primarily in the urban and industrial centers. 1900 60% of the Viennese and 80% of Prague's population were considered as "strangers". Besides internal migration, the Austro-Hungarian Monarchy was an important country of emigration to Germany, Switzerland, and America. World War I created a number of new nation-states in central Europe and a population movement.

Between the two world wars 80,000 Austrians left for overseas destinations because of the bad economic and repressive political situation. After the annexation of Austria by Germany in 1938 "aryanization" took place. Between 1938 and 1941, about 128,000 Jews were forced to leave Austria. After the end of the Second World War, some 1.4 million foreigners (e.g. foreign workers, war refugees, and German refugees from Eastern Europe) stayed in Austrian territory. 500,000 displaced persons permanently settled in Austria, the majority of them were Germans from Eastern Europe.

Between 1945 and 1989 Austria was one of the main transit countries for refugees fleeing communist regimes in Eastern and Central Europe. About two million people found temporary shelter in Austria during this period. In 1956 over 180,000 refugees from Hungary entered Austria of whom 20,000 were granted asylum and stayed in Austria. In 1968, about 162,000 Czechoslovakians entered Austria, with the majority later travelling on to other Western states. 1981 and 1982 about 150,000 Poles came because of the suppressive Polish regime of General Jaruzelski. Of 34,500 asylum applications in 1981, 29,100 were submitted by Poles. After the introduction of a visa requirement the number of asylum applications of Polish citizens was sharply reduced.

The economic boom of the 1960ies led to a growing demand for labour force. Austria started to recruit so-called "guest-workers" on the basis of bilateral agreements with Turkey (1964) and Yugoslavia (1966). In 1969, the number of guest-workers stood at 76,500. By 1973, their numbers had almost tripled to 227,000 of whom 178,000 came from Yugoslavia and 27,000 from Turkey.

The oil crises of 1973 and 1981 and economic recession radically reduced the demand for guest-workers. As a response to the recession in the early 1970s, guest-worker recruitment was abolished, and the Aliens Employment Act passed in 1975. This law still remains one of the primary control mechanisms of foreign employment in Austria. The numbers of guest-workers sharply decreased. In 1985 the employment of Yugoslav and Turkish citizens in Austria was half the level of 1973. After economic recovering, some former migrants from Yugoslavia returned to Austria. As guest-worker recruitment was stopped, other forms of migration became more important (e.g. family reunification, clandestine migration and asylum migration).

A temporary economic boom in the late 1980s created labour demand in some industrial branches which was in particular balanced by the recruitment of labour force from Yugoslavia. The political crisis in Yugoslavia after 1990 and the Balkan war in 1992 once again increased the number of Yugoslavs residing in Austria. A part of the immigrants already present in Austria and formerly excluded from employment succeeded to gain access to the Austrian labour market as a result of the boom. In 1990 a regularization of the employment status of hitherto illegally employed foreigners took place. Thus, the employment status of 29,100 persons was regularized.

As a result of the rising numbers of Yugoslavs and Eastern Europeans that entered the country during this period, the number of non-nationals in Austria doubled, from 344,000 in 1988 to 690,000 in 1993, while the share of foreign workers of all employed people rose from 5.4% to 9.1%.

It must be emphasized that the guest-worker migration of the 1960s had permanent effects still on the current composition of the foreign resident population in Austria. According to the 2001 census, more than 730,000 (or 9.1%) of Austria's about eight million inhabitants, were foreign residents. 62.8 % of them came from the two traditional recruitment regions, Ex-Yugoslavia and Turkey.

As a matter of fact Austria's population has become even more diverse in recent years. Between 1985 and 2001, over 254,000 foreigners were naturalized. With 12.5 % Austria's proportion of foreign-born residents in 2001 was even higher than that of the United States. The official political line and public consciousness mostly ignores that Austria is a traditional country of immigration. Immigration policy reflects that ambivalence. In the early 1990ies profound political and economic changes were transforming Europe and new integration measures have been introduced. The fall of the Iron Curtain and Austria's accession to the European Union brought more open borders, and temporary migration as well as transnational mobility. The Balkan Wars produced massive inflows of refugees from areas to Austria's southeast. These flows came in addition to a rapidly rising number of asylum seekers.

The 330,000 foreigners employed in Austria in 2001 were 10.5 percent of total employment. Half of them moved from former Yugoslavia, 20% came from Turkey and 11% were EU nationals, mostly Germans. Some 111,000 work permits were issued to foreigners in 2001. In the same year 75,000 Austrians were employed in Germany and Switzerland. The unemployment rate of foreigners is about 1.5 times the Austrian rate.

Since January 1, 2003, non-EU foreigners with residence permits have been required to speak basic German or pay half of the cost of German language courses. Immigration is subject to a numerical limit, 8,050 in 2004, and the two major streams of newcomers are further categorized into key employees (2,200) and family reunification (5,500) and then assigned to Austria's nine provinces. Estimations about unauthorized foreigners in Austria are differing considerably.

In mid-2002, Austria expanded options for non-EU nationals to be employed for up to 12 months in non-seasonal industries, after which the worker is to return home for at least two months. This labour force program is aimed at nationals of EU accession countries. Foreign students were also permitted to work part time.

Residence permits are given for a certain purpose (e.g. for students, self-employed) and will not be extended after the purpose is fulfilled. Some kinds of "Aufenthaltsbewilligungen" (residence permits) entitle to bring also spouses and children younger than 18 years, some do not. All kinds of residence permits are not limited by quota.

People who want to immigrate because they intend to work in Austria have to be "Schlüsselkräfte" (key personnel). All kinds of first applications for a "Niederlassungsbewilligung" (settlement permit) are limited by quota (except for third-country nationals who are family members of EU, EEA and Austrian citizens). Third-country nationals (except EU and EEA citizens) who want to live in Austria permanently require a settlement permit.

The number of asylum-seekers has risen sharply after 2000, to 30,100 in 2001, 39,400 in 2002, and 32,400 in 2003, but decreased during the last years. Only 20 to 25% of the asylum seekers are recognized as refugees. Asylum laws were changed effective May 1, 2004 to require an initial decision on applications, which must be made at embassies and airports, within 72 hours of arrival in Austria. In the past, many foreigners applied for asylum in Austria and then continued further west, abandoning their applications.

## **1.2 General national integration policy**

**Immigration and integration have been discussed very controversial in Austria.** The Freedom Party leads a political campaign against foreigners. Then Jörg Haider was re-elected as governor of Carinthia in March 2004. At the next elections the national support for the Freedom Party dropped from 30% in 2002 to 10% in 2004.

In response to these developments the government initiated a series of legislative reforms. These covered all areas related to immigration, including entry, residence, employment, and asylum. In 1990, a quota for the employment of foreigners was introduced, defined as a maximum share of foreign workers in the total workforce. The quota was initially set at 10% and was lowered to nine percent after Austria's accession to the European Economic Area (EEA) in 1994, which in turn led to the exemption of immigrants from the EU/EEA from most immigration controls. In 1992, a new Aliens Act tightened up regulations on the entry and residence of foreigners. In 1993 the Residence Act established contingents for different categories of migrants. The contingents for residence permits defined the absolute number of permits that would be issued in any single year.

The Aliens Act of 1997 merged the 1992 Aliens Act and the 1993 Residence Act into a single law. The aim of the reform was to promote the integration of aliens already present in Austria, in the place of new immigration. This concept was called "integration before immigration," and the law became known as the "**integration package**." The most important factor introduced by the law was the principle of "successive" consolidation of residence in increments of five, eight, and 10 years. Only convictions for major criminal offences would allow the state to take away the residence right of such a migrant. At the same time, new restrictions were imposed. This was particularly true regarding the employment rights of migrants who had arrived as family members, making them subject to a waiting period of eight years of continuous residence, later lowered to four years, at which point access to employment would be granted.

In 1998 a new Naturalization Act was passed. It retained the core elements of the previous regulations. These include the principle of *ius sanguinis* and a waiting period of 10 years for naturalization. The individual immigrant has to show that he is sufficiently integrated into Austrian society. The migrant has to prove that he is economically self-sufficient and is not in need of social assistance and is sufficiently proficient in German. Minor criminal offences constituted reasons for the denial of citizenship. A migrant may since then acquire citizenship after a period of 15 years on grounds of good integration. Austrian citizenship is awarded on a discretionary basis, possible after 10 years of continuous residence. Since 1998, largely due to demographic reasons (most migrants who entered Austria in the period of high immigration between 1988 and 1993 are now eligible for citizenship on a discretionary basis), the number of naturalizations has continued to increase from 17,786 in 1998 to 31,731 in 2001. In 2006, there has been a reform of the citizenship law.

Concerning asylum and temporary protection Austria played a role as both a transit country and country of asylum for refugees from communist countries. With the fall of the Iron Curtain the number of asylum seekers increased considerably (on average 20,800 applications per year between 1988 and 1992). The majority of applicants came from Eastern Europe (Czechoslovakia, Hungary, Poland, and Romania), Yugoslavia (from 1990 onwards), and Turkey. Other countries (e.g. Iran, Bangladesh, and Pakistan) have become increasingly important as countries of origin. In response to rising numbers of asylum seekers (the so-called "asylum crisis"), the government initiated a series of reforms, introducing more restrictive regulations. In 1991, the new Law on the Reception of Asylum Seekers cut the amount of state benefits for asylum seekers. In 1992, the new Asylum Act introduced the principles of "safe third countries" and "safe country of origin." Additional measures included the introduction of visa requirements for certain countries (most importantly, for Romania) and the imposition of sanctions on companies caught transporting undocumented migrants. As a consequence, the number of asylum applications decreased to only 4,744 in 1993, and remained below 7,000 for the next four years.

In 1997, a revision of the Asylum Act abolished the "safe country of origin" principle and provided for the inclusion of the Schengen agreement (aimed at creating a border-free arrangement among several EU states) and the harmonization of the Austrian asylum law with the 1990 EU Dublin Convention (which outlines common formal arrangements on asylum, stating that when people have been refused asylum in one member state, they may not seek asylum in another). Further steps toward the EU-wide harmonization of migration and asylum policies became necessary with the entry into force of the Amsterdam Treaty in May 1999 which provided, among other things, for minimum standards for both the reception

of asylum seekers and asylum procedures, minimum standards for persons granted temporary protection and, finally (albeit not relevant for national legislation), a system of burden-sharing among member states.

The presidency conclusions of the EU Summit in October 1999 in Tampere on immigration and asylum called for a further harmonization of asylum policies. This should lead to a more uniform asylum system, both in respect to reception conditions and asylum procedures. The Commission tabled a proposal for a European temporary protection scheme in case of mass influx of refugees in early 2000, and defined minimum standards for granting of refugee status.

In the late 1990ies, the number of asylum applicants – increasingly from Asian and African countries – rose once again. In 2002, a record number of 36,990 asylum applications were lodged, exceeding the already high figures for 2001 by almost 7,000 (not counting the 16,150 applications submitted to the Austrian embassy in Islamabad in late 2001). As a response, an internal order of the Ministry of the Interior issued in the fall of 2002 aimed to further restrict access to state benefits by persons whose applications are deemed unlikely to be approved by the relevant authorities. In late Kosovo Albanians and asylum seekers from several other countries were excluded from federal care.

During the 1990s Austria opened the door to war refugees from the former Yugoslavia. Like other European states, Austria did so by instituting a special legal basis for the admission and residence of conflict refugees outside the normal asylum procedures called “temporary protected status”. Between 1992 and 1995, a total of about 95,000 war refugees from Bosnia-Herzegovina found shelter in Austria. Most were granted temporary protected status and received official assistance. Due to an active government integration program, by July 1999 about 70,000 Bosnians had been provided with long-term residence permits. The majority of them were absorbed by the Austrian labour market. About 10,000 people returned to Bosnia-Herzegovina, while some 10,000 moved on to other countries. The conflict in Kosovo in 1998 led to a mass displacement of Kosovo Albanians to neighbouring countries. 1999, Austria received 5,000 refugees from Macedonia and granted them temporary protected status.

In 2002 a population register system was implemented in Austria which allows a more detailed description of migration processes and a differentiation of population by citizenship and country of birth. In social science and public health research as well as in official statistics and surveys the item of migration is not given sufficient consideration. On a political level, especially in Vienna, diversity policy is regarded as essential, and federal health policy has recently also focused on the health of migrants. In the future also the benefits from migration in cultural, economic and demographic affairs should be better appreciated and research is allowed to play an appropriate role in this process.

The formation of a coalition government in January 2000 between the People's Party (ÖVP) and the Freedom Party (FPÖ) brought a political earthquake to Austria. In July 2002, Parliament adopted major amendments to the Aliens Act and the Asylum Law. The reforms follow the line of earlier legislation, but introduce new regulations in three important areas. First, labour immigration has been restricted mainly to key personnel, with a minimum wage requirement of around 2,000 per month for prospective migrants. Second, the employment of seasonal workers was facilitated by allowing such labourers in areas outside agriculture and tourism and extending the employment period to up to one year. Critics have argued that the new regulation may initiate a new guest worker regime, with thousands of foreign workers coming into Austria. Third, all new immigrants from non-EU third countries (plus those who have been living in Austria since 1998) are required to attend "integration courses" consisting mainly of language instruction and an introduction to fundamental legal, historical, and political aspects of Austria. Non-participation will lead to sanctions, both financial and legal, e.g., the denial of more secure residence titles. The ultimate fate of non-compliant foreigners could be expulsion from Austria. In October 2002, the coalition government of the ÖVP and the FPÖ was dissolved. New elections for the national assembly were held at the end of November 2002. The ÖVP formed another coalition government with the FPÖ in February

2003. In migration policy the principle of "integration before immigration" was endorsed by the government. Elections in October 2006 were won by the Social Democratic Party (SPÖ). The new Government consisting of ministers belonging to the SPÖ and to ÖVP was constituted in January 2007.

**Austria's immigration policy can be characterized by some ambivalence manifested in measures that both welcome and restrict immigration. On the one hand, the growing discontent of large parts of the population with the high levels of immigration during the first part of the 1990s was met with policy proposals of "zero immigration." Consequently, traditional labour migration and family reunification programs were severely curtailed. At the same time, new measures were introduced that should ensure a better integration of immigrants.** The introduction of the principle of consolidation of residence by the same law reduced status insecurity of migrants and enhanced their integration. Another positive, albeit limited, step taken by the government was the reduction of the waiting period for family members of migrants to gain access to the labour market. On the other hand, the government facilitated the recruitment and employment of seasonal labour. In addition, the government allowed individual Bundesländer (federal states) to conclude treaties with neighbouring countries under which they can determine the number of "commuting" foreigners and an additional number of key personnel (outside the national quota) from these countries.

The history of the Austrian "guest-worker regime" demonstrates that temporary migration has a tendency to become permanent and has long-term implications for the size and composition of the country's immigrant population. The official line continues to be that Austria is not a traditional country of immigration, and recent immigration policies reflect that ambivalence. On the one hand, there is the curtailment of traditional labour migration and family reunification programs that followed public discontent over immigration in the early 1990s. Added to the mix since that time are new integration measures, the country's accession to the EU and its regime of more open borders, and the admission of thousands of temporary seasonal workers. Looking ahead, immigration appears likely to continue to capture the attention of both the public and policy makers for many decades.

## **2 Background information on the city and its integration policy (CRS: C4) (3-4 pages)**

### ***2.1 General structural data of the city***

Vienna is the capital and one of the nine federal states of Austria with a population of 1,651,437 (more than 2.2 million within the metropolitan area) in 2006. Vienna is by far the largest city in Austria as well as its cultural, economic and political centre. The city is composed of 23 districts. Legally, they are not districts in the sense of administrative bodies with explicit powers, but mere subdivisions of the city administration. The 23 districts are numbered for convenience in a roughly clockwise fashion starting in the city centre: 1. Innere Stadt, 2. Leopoldstadt, 3. Landstraße, 4. Wieden, 5. Margareten, 6. Mariahilf, 7. Neubau, 8. Josefstadt, 9. Alsergrund, 10. Favoriten, 11. Simmering, 12. Meidling, 13. Hietzing, 14. Penzing, 15. Rudolfsheim-Fünfhaus, 16. Ottakring, 17. Hernals, 18. Währing, 19. Döbling, 20. Brigittenau, 21. Floridsdorf, 22. Donaustadt and 23. Liesing (see Map 1).

Vienna is both a city and a federal province. The Mayor of Vienna thus is also the governor of a federal province, while the City Council also acts as a provincial diet, and the City Senate serves a double function as the City and Provincial Government. The City Council consists of 100 members and constitutes the City's highest official body. The Social-Democratic party has been dominating the Viennese local government since the 1920ies. During the 19<sup>th</sup> and the early 20<sup>th</sup> century Vienna expanded substantially as the suburbs and neighbouring municipalities were incorporated into the city's territory. These suburbs which became part of the city were to retain a certain degree of independence and received the

status of municipal districts; what used to be municipal council bodies were turned into district bodies.

### Map 1: Vienna's 23 municipal districts



Following a pilot project on decentralisation carried out in two of the larger municipal districts, the remaining 23 districts were decentralised in a second stage in 1987, in the course of which spheres of competence were substantially expanded and the municipal districts were allocated the task of budget administration. During a third stage in 1998, the scope of tasks and decision-making rights of the districts received further expansion. The municipal districts are not independent legal persons but remain part of the municipality of Vienna. The district bodies are decentralised bodies of that municipality, a fact which is reflected in both the Mayor's and the District Council's right of inspection.

From the point of view of spatial statistics the whole urban area of Vienna is divided into

- 23 municipal districts,
- 250 statistical districts (so-called "Zählbezirke"),
- 1,364 statistical areas ("so-called "Zählgebiete") and about
- 10,600 building blocks.

Each municipal district has a district representation elected by the citizens of that district. The so-called District Council consists of 40 to 60 members and is responsible for all major concerns of the district, as well as for adopting the district's budget and approving 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.

In Vienna until now, there exists a corporatist form of social-democratic urban governance. Although Vienna is still a mainly fordist and social-democratic governed city, the Viennese political-administrative system experienced some changes during recent years. These changes are challenged by increasing city competition, by the phenomenon of urban sprawl, by environmental challenges, by the task to fight social exclusion and poverty and last but not least by immigration. The traditional core of the fordist political-administrative system in Vienna was built by a kind of universalist hierarchical welfare state on a local level. This implies a top-down decision making structure and institutions providing a relatively narrow range of services in a fairly inflexible and standard way to a large (and formerly homogenous) population.

## Map 2: Vienna's 250 statistical districts



Statistical districts and statistical areas are the most important spatial classification units for mapping. The size and the socio-demographic characterization of statistical districts and statistical areas is differing very much from one to another. They are usually relatively small in the central districts but sometimes extremely large at the periphery. It is important to note, that a considerable part of the statistical districts are not merely artificial “statistical spaces” but are closely related either to historical-topographical quarters or to newly built-up areas at the urban fringe.

Since the 1970s there was a shift from government to governance which is a term for the flexibilisation of the institutional organisation of the public sector and a “shift from welfare to workfare”. In Vienna a reorganisation of the political-administrative system with a focus on more horizontal and vertical integration of political structures took place. Simultaneously attempts were made to supplement the formal dimension of politics by informal rules and non-institutional forms of governing. **The City Council established more open planning procedures and new participation processes. Competences were removed from the local municipal government and shifted to public-private partnerships and private agencies.**

**Map 3: Vienna’s 1,364 statistical areas (parishes)**



Some of the main features of the political-administrative system of Vienna are:

- Vienna is in a unique position as it maintains the status both of a federal province (there are nine in Austria) and a municipality.
- The relationships between local government and civil society is a mixture of benevolence, co-optation and participation. The municipality has a strong position on the housing sector by allocating public housing flats.
- The City Councillors, currently 14, are part of the City Senate and politically responsible for specific areas (planning, environment, health, housing, traffic etc.). At the same time they are assigned heads of the departments of the City administration.

- A consensus oriented political culture is typical for Vienna. It is rooted in the establishment of “social partnership”. This is a specific Austrian form of corporatism – a network consisting of the state and employees (unions, chamber of work), as well as the employers’ association (chamber of commerce, Federation of Austrian Industry).

47.7% of the residential population are male 52.3% female. According to Census 2001 data 40.8% were single, 41.2% married, 10.4% divorced and 7.4% widowed. Of the whole residential population 1,183,834 (76.4%) were born in Austria, 41,772 (2.7%) in other European States (EU-15) and 324,517 (20.9%) elsewhere. Actually some 22% of all inhabitants are older than 60 years. The number of young people below the age of 15 has risen by 6.3 % in the period 1991 to 2001 in contrary to the overall trend in Austria (–0.2 %). The reason is the high share of non-Austrian residents in the capital in comparison to the other federal provinces of Austria. The increase in females is higher than in males.

From 1990 to the end of 2002 the number of housing units surged by 9.2% to 929,878. According to census data (2001) 407,976 family-households were living in Vienna. 67.2 % or 274,162 of them were married couples, 12.3 % or 50,174 lived in cohabitation, 17.2 % or 70,166 families had a single mother and 3.3 % or 13,474 families had a single father. There were 344,655 single households (44.7%), 232,607 households consisting of 2 persons (30.1%), 101,570 households with 3 persons (13.2 %), 63,357 4-person-households (8.2 %) and 28,894 households with 5 persons or more (3.7 %). The average household size was 2.0 persons in 2001.

**Vienna is also an economically important metropolis.** It accounts for 27% of total added value generated in Austria, some 23% of all workplaces and some 25% of all employees. This makes Vienna the economic and job centre of Austria. Vienna has the highest level of economic development of all Austrian regions and holds a leading position in the European context. The economic structural change of the past decades has not only caused a steep decline in the number of jobs, especially in the secondary sector, but has also improved the quality of economic activity and enlarged the range of offerings. It is especially the secondary sector that is undergoing massive structural changes, as revealed by the decline in the robust consumer goods industry and the positive dynamic in the exporting industries such as electronics, automobile and vehicle manufacturing, machine engineering and the chemical industry. 2005 most employees could be found in public administration (138,559 or 18.3%) and in the FIRE sector (129,326 or 17.1%).

At approximately 81% of total gross added value, the tertiary sector determines to a very high degree the urban economic structure. In an average year, some 65,000 jobs are created in Vienna in growing industries/enterprises, and almost the same number is lost in shrinking branches. The tendency of this structural change will continue in the future. Demand regarding enterprise location is becoming wider and more diverse, with qualitative requirements on the environment being higher and the quality of living now also being one of the factors of influence for location decisions. 2004 the purchase power index in Vienna was 112.5 (Austria = 100), the second position was held by Lower Austria with 102.1.

The development in the 1990s shows not only a marked expansion of sectors with low qualification requirements and a very high share of female employees (e.g. in retail trade, tourism), but also a rise in know-how intensive sectors in technology and business-related (consulting) services. However, the decline in the number of jobs in public services has had a dampening effect.

In 2004, over 8.4 million overnight stays were recorded (of which 82% by foreigners), which corresponds to a share in total overnight stays in Austria of more than 7%. Overnight stays and sales revenues have developed very dynamically in the past few years. Annual sales revenues generated by tourism in Vienna are estimated by economic researchers at EUR 2.5 billion, which is 5% of the gross urban product.

The development and structure of the urban labour market not only reflects the structural change towards a service-oriented job center of regional and supra-regional importance, but also clearly illustrates the economic and social problems which are common for cities of this size and function:

- More than 80% of the labour force is employed in the tertiary sector.
- The level of qualification of employees is much higher in Vienna than the Austrian average.
- The share of non-Austrians in the employment rate in Vienna is about 9%, and some 30% of all non-Austrians required to have a work permit are employed in Vienna.
- Approximately 200,000 commuters come from the surrounding regions to Vienna. The distances covered have been growing steadily.
- Employment has been developing less dynamically in Vienna than in the Austrian average. An increase could be observed in the employment of women, which is due mainly to the larger number of jobs in the tertiary sector, a traditional female sector, and to the steep rise of part-time jobs.
- The level of unemployment is higher than in other regions in Austria and the unemployment rate among men is higher than among women. The labour market problem groups, e.g. migrants, are strongly affected by unemployment.

2004 the average net-income varied from EUR 26,854 in the 1st district to EUR 15,025 in the 15th district. Also on top are the 13th (EUR 24,701) and the 19th district (EUR 22,875). Districts at the bottom are the 20th (EUR 15,783) and the 5th (EUR 16,484). Correspondingly are education and unemployment rates, with a variation from lower than 2.7% to higher than 7.8% in 2000, but also the concentration of foreign residents.

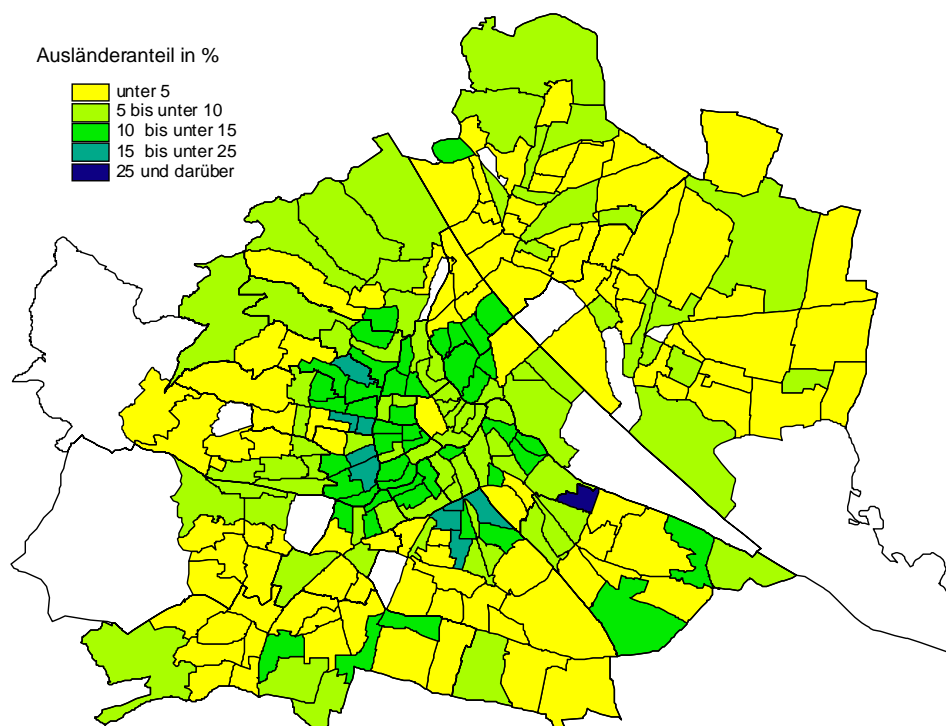
EU enlargement has opened up the opportunity to expand and concentrate a cross-border and multilateral European region CENTROPE in a four-border region comprising Austria, the Czech Republic, Slovakia and Hungary. The objective of this initiative is to strengthen the whole economic region between the cities of Vienna, Bratislava, Trnava, Győr, Sopron, Brno, Eisenstadt and St. Pölten as well as their subregions. It also represents a model region for the functioning of EU enlargement.

Vienna is by far the largest city in Austria as well as its cultural, economic and political centre and is the seat of many international organisations (official UN seat, OECD headquarters). Art and culture have a long tradition in Vienna, in the areas of theatre, opera, classical music and fine arts. Vienna is also Austria's main centre of education and home to many universities and professional colleges. Urban sprawl is one of the megatrends in large cities and in Vienna too there is considerable demand for recreation areas and cheaper real estates.

Within Austria, Vienna also plays a role as a center of research and development. Vienna accounts for more than half of the total volume spent on research and development in Austria by public and private institutions due to the location of universities and of large national and regional research organizations as well as corporate headquarters with R&D activities.

## ***2.2 History of municipal migration and composition of migrant populations***

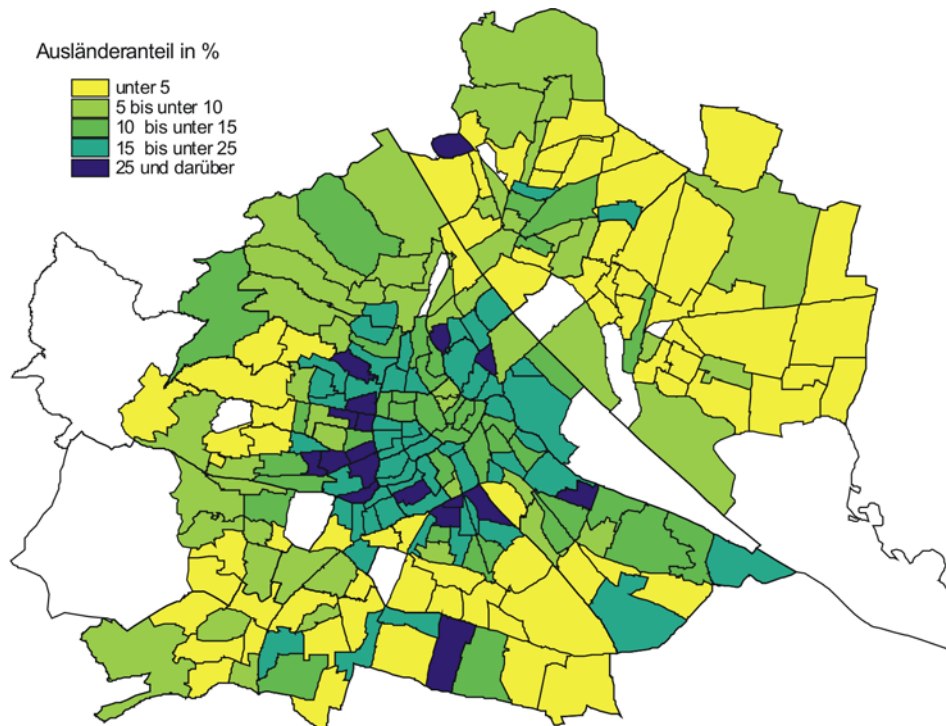
**Vienna has a long tradition of pursuing a policy of social equality. The city is constantly at work in developing measures aimed at reducing social disparities and segregation to the extent permitted by the scope of competence of the city and the financial situation. The social structure and its specific spatial concentrations are important indicators for any measures required for the development and advancement of the city.** Although there is a steady rise in prosperity, there are spatial patterns revealing more dynamic and less dynamic parts of the city. Planners have an adequate set of instruments for influencing the developments to a certain extent. Policy areas such as employment and education, housing and social policy can also be supported by appropriate measures of the municipality. The level of education, which is an important indicator of social



Source: Census 1981; cartography: U. Reeger.

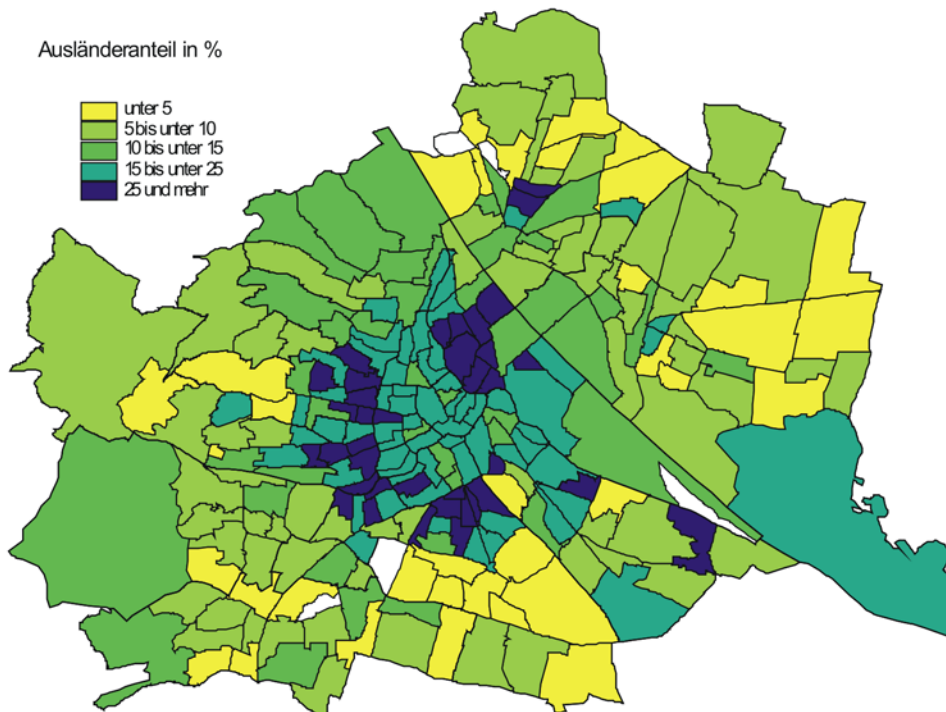
The maps 4 to 6 show how the residential areas of the foreign population changed during the decades from 1981 to 2001. In 1981 there were only very few statistical districts, where the proportion of foreign residents was higher than 15%. In most statistical units along the "Gürtel" (belt) it laid between 10 and 15%. The development is rooted in the recruitment of workers from e.g. Turkey (an agreement was made 1964) and (former) Yugoslavia (recruitment agreement in 1966). These labour migrants lived in low-cost quarters and their families did not emigrate with them promptly. Afterwards they moved to the working-class districts.

**Map 5: Proportion of foreign residents in Vienna's statistical districts 1991**



Source: Census 1991; cartography: U. Reeger.

**Map 6: Proportion of foreign residents in Vienna's statistical districts 2001**



Source: Census 2001; cartography: U. Reeger.

As already mentioned the so-called guest-worker population consisted primarily of people from Yugoslavia and Turkey. In 1991 (see map 2) a fringe of statistical areas around the city

centre and expanding in the old working-class districts was characterized by proportions of foreign population ranging from 15 to 25% and in an increasing number of spatial units even more than 25% of the residents were foreign citizens. In the year 2001 (see Map 3) the concentration process became even more pronounced. A lot of statistical areas in the inner districts as well as in the classical working-class districts became residential areas of an increasing and ethnic heterogeneous migrant population. In a lot of statistical areas in the 10<sup>th</sup>, 12<sup>th</sup>, 15<sup>th</sup>, 16<sup>th</sup> and 20<sup>th</sup> district the population with foreign citizenships represented more than 25% of the local residential population. Because of the rehabilitation of the built environment segregation has meanwhile risen mostly to remaining low-cost flats, which are nowadays more and more upgraded.

**Table 1: The residential population of Vienna 1980–2005**

	total		Austrians	Austrians	foreign	foreign	Proportion of foreigners
	population	1980=100	abs.	1980=100	abs.	1980=100	
1980	1.535.145	100,0	1.424.405	100,0	110.740	100,0	7,2
1981	1.528.631	99,6	1.412.376	99,2	116.255	105,0	7,6
1982	1.510.634	98,4	1.399.450	98,2	111.184	100,4	7,4
1983	1.499.866	97,7	1.389.870	97,6	109.996	99,3	7,3
1984	1.494.874	97,4	1.381.875	97,0	112.999	102,0	7,6
1985	1.490.956	97,1	1.373.686	96,4	117.270	105,9	7,9
1986	1.485.484	96,8	1.366.157	95,9	119.327	107,8	8,0
1987	1.484.258	96,7	1.359.760	95,5	124.498	112,4	8,4
1988	1.485.777	96,8	1.350.020	94,8	135.757	122,6	9,1
1989	1.492.636	97,2	1.339.701	94,1	152.935	138,1	10,2
1990	1.502.772	97,9	1.330.837	93,4	171.935	155,3	11,4
1991	1.522.449	99,2	1.325.120	93,0	197.329	178,2	13,0
1992	1.537.523	100,2	1.320.648	92,7	216.875	195,8	14,1
1993	1.549.436	100,9	1.319.152	92,6	230.284	208,0	14,9
1994	1.542.667	100,5	1.311.953	92,1	230.714	208,3	15,0
1995	1.539.002	100,3	1.305.009	91,6	233.993	211,3	15,2
1996	1.542.191	100,5	1.305.758	91,7	236.433	213,5	15,3
1997	1.540.875	100,4	1.304.955	91,6	235.920	213,0	15,3
1998	1.542.252	100,5	1.303.518	91,5	238.734	215,6	15,5
1999	1.548.537	100,9	1.305.870	91,7	242.667	219,1	15,7
2000	1.553.956	101,2	1.306.287	91,7	247.669	223,6	15,9
2001	1.562.737	101,8	1.308.044	91,8	254.693	230,0	16,3
2002	1.583.814	103,2	1.314.932	92,3	268.882	242,8	17,0
2003	1.598.626	104,1	1.321.662	92,8	276.964	250,1	17,3
2004	1.626.440	105,9	1.333.084	93,6	293.356	264,9	18,0
2005	1.651.438	107,6	1.342.254	94,2	309.184	279,2	18,7

Sources: Statistik Austria – residential population according to population prognosis (Bevölkerungsforschreibung); own calculations.

Table 1 shows the variations in the numbers and proportions of foreigners in the Viennese population from 1980 to 2005. A constant increase of the proportion of foreigners can be observed. The percentage rose from about 7 or 8% during the 1980s to proportions between 10 and 15% during the 1990s and reached its peak in 2005, when 18,7% of Vienna's population consisted of foreign nationals. The absolute numbers of foreigners in 2005 were three times higher than 1980, during the same time span the index rose up to 279,2. After a period of stagnations or even numerical decrease of the total population during the 1980s it was primarily the positive migration balance which caused an increase of Vienna's population since the 1990s. And the positive demographic trend is still going on – Vienna is

one of the very few Austrian federal provinces with rising numbers of children in schools and kindergartens.

**Table 2: Foreign residential population in Vienna 1981–2005**

Nationality	1981	1991	2001	2002	2003	2004	2005	in % of total foreign population 2005
<b><u>“guest-worker”</u></b>	<b>78.297</b>	<b>131.234</b>	<b>153.428</b>	<b>157.214</b>	<b>155.540</b>	<b>157.090</b>	<b>159.557</b>	<b>51,6</b>
Former Yugoslavia	58.587	87.358	114.811	117.395	115.348	117.362	119.656	38,7
Turkey	19.710	43.876	38.617	39.819	40.192	39.728	39.901	12,9
<b><u>East-west-migration“</u></b>	<b>5.528</b>	<b>21.907</b>	<b>31.256</b>	<b>34.754</b>	<b>38.694</b>	<b>46.266</b>	<b>52.491</b>	<b>17,0</b>
Poland	2.653	11.056	13.646	14.031	14.504	18.258	21.610	7,0
Hungary	1.117	3.539	4.149	4.428	4.621	4.941	5.271	1,7
Czech Republic <sup>1</sup>	753	2.619	1.839	2.012	2.114	2.224	2.362	0,8
Slovakia	-	-	3.300	3.927	4.448	5.427	6.360	2,1
Romania	350	2.532	3.809	4.882	6.109	6.961	7.796	2,5
GUS <sup>2</sup>	417	1.357	2.096	2.495	3.331	4.366	4.741	1,5
Bulgaria	238	804	2.417	2.979	3.567	4.089	4.351	1,4
<b><u>EU-15</u></b>	<b>-</b>	<b>-</b>	<b>26.243</b>	<b>28.531</b>	<b>30.947</b>	<b>34.178</b>	<b>37.776</b>	<b>12,2</b>
Germany	6.374	9.017	13.398	14.759	16.014	18.094	20.417	6,6
other EU countries	-	-	12.845	13.772	14.933	16.084	17.359	5,6
<b><u>Middle East and Northern</u></b>	<b>3.909</b>	<b>7.179</b>	<b>8.313</b>	<b>8.698</b>	<b>8.789</b>	<b>8.629</b>	<b>8.542</b>	<b>2,8</b>
<b><u>Africa</u></b>								
Egypt	1.003	2.736	3.067	3.152	3.142	3.121	3.240	1,0
Iran	2.096	3.088	4.055	4.295	4.330	4.210	4.026	1,3
Israel	810	1.355	1.191	1.251	1.317	1.298	1.276	0,4
<b><u>Asian Countries</u></b>	<b>2.770</b>	<b>6.694</b>	<b>10.129</b>	<b>11.778</b>	<b>12.914</b>	<b>13.623</b>	<b>14.463</b>	<b>4,7</b>
India	624	2.008	3.778	4.219	4.347	4.425	4.615	1,5
Philippines	981	1.842	2.157	2.310	2.468	2.646	2.870	0,9
Japan	655	1.074	1.169	1.275	1.326	1.364	1.421	0,5
Peoples Republic of China	510	1.770	3.025	3.974	4.773	5.188	5.557	1,8
<b><u>USA and Canada</u></b>	<b>2.218</b>	<b>2.600</b>	<b>3.096</b>	<b>3.235</b>	<b>3.378</b>	<b>3.562</b>	<b>3.827</b>	<b>1,2</b>
<b><u>Others)</u></b>	<b>14.321</b>	<b>18.021</b>	<b>22.228</b>	<b>24.672</b>	<b>26.702</b>	<b>30.008</b>	<b>32.528</b>	<b>10,5</b>
<b>Foreign nationals total</b>	<b>113.417</b>	<b>196.652</b>	<b>254.693</b>	<b>268.882</b>	<b>276.964</b>	<b>293.356</b>	<b>309.184</b>	<b>100,0</b>

Anmerkungen: 1: 1981 and 1991 Czechoslovakia; 2: 1981 and 1991 Soviet Union.

Source: 1981 and 1991: Census data, Statistik Austria; since 2001: Population Register.

In Table 2 the variations in the structure of the migrant population during the period 1981 to 2005 is shown. The most numerous group are the former guest-workers who constituted 51.6% of the total foreign population in 2005. About 120,000 persons (38.7%) came from former Yugoslavia, about 40,000 (12.9%) were Turkish citizens. With more than 52,000 (17%) East-West migrants were another numerically important component of the immigrant population with the Poles as the greatest group. "Classy migrants" are mainly from Germany and North America and often are only temporary migrants e.g. in case of business or studies. 12.2% of the migrant stock of 2005 was EU-15 citizens, with the Germans as the traditionally most important sub-group. Migrants from Asia, Sub Saharan Africa, Latin America and from the Middle East still constitute numerically smaller groups but their numbers were significantly growing. For example the figure of immigrants from India rose from 624 in 1981 to 4,615 in 2005. In 2005 there were ten times more Chinese people living in Vienna than 1981 and about three times more Filipinos.

**Table 3: Foreign nationals and residents born abroad, Vienna 1991 and 2001**

	<i>nationality 1991</i>	<i>nationality 2001</i>	<i>place of birth 2001</i>
<b>Total popul.</b>	<b>1.539.848</b>	<b>1.550.123</b>	<b>1.550.123</b>
foreigners, absolute	196.652	248.264	366.289
prop. of foreigners	12,8	16,0	23,6
<b>Form. Yugoslavia</b>	<b>87.358</b>	<b>113.458</b>	<b>127.290</b>
in % of popul.	5,7	7,3	8,2
in % of foreigners	44,4	45,7	34,8
<b>Turkey</b>	<b>43.876</b>	<b>39.119</b>	<b>47.321</b>
in % of popul.	2,8	2,5	3,1
in % of foreigners	22,3	15,8	12,9
<b>Poland</b>	<b>11.056</b>	<b>13.648</b>	<b>24.917</b>
in % of popul.	0,7	0,9	1,6
in % of foreigners	5,6	5,5	6,8
<b>Germany</b>	<b>9.017</b>	<b>12.729</b>	<b>26.230</b>
in % of popul.	0,6	0,8	1,7
in % of foreigners	4,6	5,1	7,2

Sources: MA 66, Statistik Austria, Census 1991, 2001, own calculations.

Table 3 shows the four biggest groups of foreign residents in Vienna. It illustrates the numerical relations comparing 1991 and 2001. 23.6% of the total population were born in a foreign country. Whereas the absolute number of former Yugoslavs showed a marked increase from about 87,000 to 113,000 their proportion among the foreign population rose only slightly from 44.4 to 45.7%. The Turkish group shrank numerically from about 44,000 to 39,000. The proportion of Turks among the total foreign population went down from 22.3% to 15.8%. The reason for this process was not re-migration but an increasing number of naturalizations. In 2005 more than 47,000 persons among Vienna's total population were born in Turkey. The proportion of the Polish group remained more or less stable, whereas the absolute number rose from about 11,000 to about 13,600. 25,000 of Vienna's total population were born in Poland. The Germans are a growing group of immigrants too. Their absolute number increased from about 9,000 to 12,700 in 2001 with 26,000, who had their place of birth in Germany.

About 53% of all migrants are men. According to a survey of the Vienna Integration Fund (Wiener Integrationsfonds; Hintermann & König 2001) the proportion of women among the migrant residential population has risen during recent years. Concerning gender proportions also marked differences between migrant groups can be observed: Among migrants from Turkey (42.8%) and from former Yugoslavia (47.5%), being typical labour migrants, the proportion of women is significantly lower. High proportions of women are typical for the migrants from the Czech Republic (59.9%) and Slovakia (59.2%). In general the age structure of migrants is much younger than that of the local population because of labour migration and some remigration in late phases of life. The report ends describing the actual discussion, which is partly caused by the actual shortage in housing supply but also deals with the very general question of the role and necessity of public intervention into housing.

### **2.3 Municipal integration policy**

At the federal level the Austrian Integration Fund was founded in 2005 by the Ministry for the Interior replacing the former Fund for Refugees which had supported recognized refugees with their settlement process in Austria. Only then the renamed Fund started to take on the task to organize and support language tuition in the context of the "integration agreement" introduced in 2003. The competence was not – as opposed to the City of Vienna – integrated into the government structures. The federal debate on integration between 2003

and 2005 focused on the perceived failures of integration and deficits of immigrants leading to the formulation of an “integration agreement” as set out in the revised “Aliens Law 2002”, forcing immigrants to participate in German courses. The aliens' law reform of 2005 brought a range of additional restrictions on third country citizens and a tightening of the integration agreement. The residence reform was supported by the federal Social Democratic party.

**The City of Vienna` s Social democratic integration policies have been aiming at achieving equal rights and chances in all spheres of life, social and economic, cultural and political.** Thus a comprehensive set of measures were developed and implemented, among many others to ample support of voluntary and affordable language courses, labour market integration, information and support in the sphere of housing, conflict mediation at the regional level etc. The **Vienna Integration Fund** was founded in 1992 with these aims and tasks in mind as well as given the task to lobby for the interests of immigrants and give expertise and consultation to the Vienna City government. In 1996 the city councillor' s office for integration affairs was established - a first step towards mainstreaming integration policies. A few years later Vienna developed its integration policy further towards the **diversity approach** emphasising the growing diversity of the Viennese population and its profits and merits for society. The municipal department no. 17 for integration and diversity affairs was founded in July 2004 in order to develop integration measures further and assist the municipality in mainstreaming and adjusting its services to the needs of Vienna' s increasingly diverse population. Controlled immigration and the socio-cultural diversity of the Viennese population have increasingly been regarded and depicted as a strength of the city. This approach is also supported by the Vienna Green Party.

**On the whole the integration policies in Vienna have been substantially differing from federal integration policies.**

An essential difference in their approach towards integration concerns political rights: In 2003, the City of **Vienna introduced voting rights for third country citizens** at the level of the Vienna districts. The Vienna Christian democratic party (ÖVP) and Freedom party (FPÖ) brought this reform before the **constitutional court which in 2004 declared the reform contrary to the Austrian constitution's principles on voting rights and cancelled the reform.**

Last not least **the approach towards naturalisation** differed widely since 2000 between the federal and Vienna level. The City of Vienna was strongly opposed to the move of the federal Christian-Democratic and BZÖ coalition' s move toward a comprehensively restrictive reform of naturalisation which entered into force in March 2006.

## **Migrants' organisations and integration**

The “**Vienna Integration Conference**” – a platform of more than 160 immigrant and counselling associations in the field of integration and antidiscrimination - was first established in the spring of 1999 as a **body to reshape and strengthen the cooperation among NGOs as well as the dialogue with the city of Vienna.** Within the process of restructuring Vienna' s integration policies and new division of tasks between the City of Vienna and NGOs active in the field of integration and antidiscrimination the new “Association Vienna Integration Conference – Office For Networking” was established as an independent association in the fall of 2004 (<http://www.wik-vernetzungsbüro.at>). The Association and its office is supported by the City of Vienna. **As a model of self-organisation of immigrants it will work as a “pressure group” in order to lobby for immigrant issues and raise intercultural awareness and sensibility.**

The **WIK Integration Charta** of September 2006 **stresses equal rights and chances in all spheres of life, especially the labour market, and political rights as well as the importance of a public discourse free of prejudice and negative stereotyping, access of immigrants to this public discourse, fair election campaigning, fight and**

measures against social exclusion and poverty etc. discrimination in the housing market.<sup>1</sup>

## **2.4 Inter-city cooperation**

A detailed review of international cooperations, networks, projects and activities in the year 2005 is summarized in a report of the City of Vienna.<sup>2</sup> Some important inter-city networks are:

- **CENTROPE:** EU enlargement has opened up the opportunity to expand and concentrate a crossborder and multilateral European region CENTROPE in a four-border region comprising Austria, the Czech Republic, Slovakia and Hungary. The objective of this initiative is to strengthen the economic area between the cities of Vienna, Bratislava, Trnava, Győr, Sopron, Brno, Eisenstadt and St. Pölten as well as their subregions. It also represents a model region for the functioning of EU enlargement. The actors within Austria also have to harmonize and work well together for Vienna to be able to play a key role in CENTROPE. This applies, above all, to the three federal states of Vienna, Lower Austria and Burgenland, which are already being marketed as a joint location area under the name "Vienna Region".
- **EUROCITIES:** Vienna is represented in most of the bodies, some are the Executive Committee, Urban Research, Cooperation Platform, Culture Forum, Economic Development Forum, New Neighbourhood Policy Group, Strategic Planning, Responsible Consumption, Mobility Forum, Social Affairs Forum, Environment, e.g. "Clean Air Force Europe" and "Livable Cities".

Some INTERREG IIIA projects with a participation of Vienna are

- CENTRAL (Central European Network for Transport and Logistic),
- Childhood Nutrition,
- EdGATE, Healthregio, and
- LAMO (Labour Market Monitoring).

Some INTERREG IIIB projects are

- CITY PORTS and
- Vital Cities.

Some INTERREG IIIC projects are

- CEEC LOGON II,
- MILUNET, and
- POSEIDON.

### **Intercity networks on migrant integration:**

Vienna is a member of the International City network on international migration and integration issues "Metropolis". In June 2005, the MD 17 for integration and diversity affairs organized for the first time an international conference for the German speaking part of

---

<sup>1</sup> For the concept and understanding of integration of migrants organisations in Vienna see WIK-Mission [http://www.wik-Vernetzungsbuero.at/index.php?option=com\\_content&task=view&id=111&Itemid=100](http://www.wik-Vernetzungsbuero.at/index.php?option=com_content&task=view&id=111&Itemid=100) (WIK-Vernetzungsbüro: Integrations-Charta and Integrationsmodell, September 2006).

<sup>2</sup> Compare <http://www.wien.gv.at/international/pdf/review2005.pdf>. Older reviews and newsletters can be found in <http://www.wien.gv.at/international/publikationen/index.html>.

Metropolis, stadt.migration.integration, June 10, 2005. The second International Conference "Gender in Migration" (Zweite Metropolis Zwischenkonferenz in Vienna) was on December 11, 2006 (<http://www.wien.gv.at/integration/integrationwien/gender.html>).

Vienne also participates in EuroCities (Social Affairs Committee, Working Group on Migration and Integration), in cooperation with the Fund on Social affairs

Within the EU Commission' s framework of National Contact points for Integration and the work on the second handbook on integration the MD 17 took part in workshops in Tallinn and Dublin.

The MA 17 participated in international meetings and conferences, e.g. a meeting in Brno in April 2005 within the EU cooperation project CBC Phare; conferences in Berlin and Madrid, the world congress of the „International Forum for Social Science and Health“ in Istanbul.

### **3 Housing situation of the city (CRS: C2) (8- 10 pages)**

#### **3.1 Housing stock and housing market in general**

**Austrian housing policy has predominantly been supply-side policy.** Thanks to a consistent policy of supporting public housing, Vienna was long relatively untouched by some problems, which are typical for the housing sector of other European metropolises. Taxation of property owners and use of the proceeds to fund quality housing for the working class has a long history in Vienna. The world-famous housing project Karl-Marx-Hof, built in the twenties and incorporating a pioneering approach to architecture and design, still stands as a symbol of this tradition. Vienna's housing market is heavily influenced by public funds through housing construction subsidies and savings incentives. Until now, housing policy funds have mainly been provided by setting aside fixed percentages of certain kinds of tax revenue and by collecting housing-specific levies. Traditional supply-side subsidies are combined with generous income ceilings. Housing benefit is less significant. Tax allowances play a minor role.

#### **In Vienna and in Austria as a whole subsidised housing plays a major role.**

Along with direct housing construction subsidies indirect housing construction subsidies are provided through fiscal incentives – in particular the so-called housing construction bonds and building society saving premiums. The aim of the Austrian housing construction subsidy schemes is to build affordable housing for a large part of the population. The Austrian system of housing subsidization is primarily oriented toward financing accommodation units. If it were organized around the people involved, in other words renters and property owners, then low-income groups would be better served. The present system of housing subsidization creates some advantages for the middle classes. In recent years housing construction subsidies have assumed an important role as a financing instrument in subsidised multi-storey housing construction in the non-profit housing sector.

The judgement of the system of the subsidized housing must be made careful, because it's always conditional on the total economical and financial framework and on the political points of view. Some of the main advantages of the system of housing promotion are the more or less constant volume of subsidies and the concentration on the subsidization of the building costs of objects, mainly in form of long term public loans with low interest rates. This type of subsidization opens – in the long run – at least the possibility to reach a sustainable system. On the other hand the segmentation of the housing markets, a lack of adaptation to changing conditions, big and unjustified differences in the level of rents and the lack of objective forms of distribution of subsidies as well as of promoted flats can be called the main disadvantages.

The still partially existing system of security of tenure was introduced during the Austrian monarchy at the end of World War I; the respective principles were transformed into a republican law in the 1920s. At that time promotion of housing construction via a special tax system was only performed by the city of Vienna. On a nation wide base housing

promotion was founded in the years after the end of World War II, when a political consensus could be reached about its necessity. In functional linkage with non-profit housing a system of public subsidization of housing construction – mainly via public loans and later on via operating subsidies in addition – was created. Public funds for housing promotion were and still are fed by a certain share of income and corporation tax as well as repayments for the public loans. Public grants are not restricted to the rental sector but also go to owner occupied dwellings as well as homeowners.

For several decades, Austrian housing policy was based on corporatist „social partnership“. Since the 1980s, it has progressively been regionalised. Only in recent years housing policy became more market-oriented. Direct ownership of the local authority plays an important role in Vienna but also regulations and residential building by non profit housing associations (municipality or the State of Austria in collaboration with housing associations). The housing market is also restricted by land use regulations.

The Viennese housing market consists of the following main components:

- **Privately rental housing:** particularly in the Founder’s Period (period of promoterism, “Gründerzeit”) building stock. The buildings are mostly private owned or owned by companies. The rents are calculated on the basis of a complicated system, which is oriented towards the standard of the flat and its localisation.
- **„Protected“ rental housing:** can only be found in buildings constructed earlier than 1917; a special kind of rental flats with very modest rents and a low mobility of tenants; is dying out with the death of the old tenants.
- **Council housing:** approximately 220,000 apartments with modest rents in the older building segment. During the last years the construction of new communal housing blocks was reduced. Rents are usually rising after renovation activities but are usually lower than in the private rental sector. Before the 1st January 2006 there was almost no admission of foreign citizens to this segment (exceptions: EC citizens, refugees with asylum status, other third country nationals held equal to nationals). The sizeable public rental housing sector, especially in Vienna, and the still larger limited-profit sector provide a viable alternative to private renting. Long-term regulation of private rental housing has reduced the share of this sector.
- Privately developed housing mainly consists of owner-occupied single-family homes.
- **Co-operative housing:** built up in the newly developed areas of the outer city as well as on existing small lots of the built-up area of the inner city of the Founder’s Period. In Austria about 10% of the residential population is living in this segment, in Vienna the proportion is slightly higher with 13%. The Austrian housing associations are mostly financially supported by public money or funds.
- **Owner occupied housing:** This is an increasing segment of the Viennese housing market. The flats in former rental blocks are often sold to the tenants.

The following types of ownership exist:

- **Condominiums:** Purchase of an apartment has to be registered in the real estate register. There are additional costs of approximately 10% of the purchase price for lawyers, taxes, real estate agent and financing.
- **Rental apartments:** Tenancy law distinguishes between two types of tenancy agreements:
  - *Chief tenancy:* the tenancy agreement has been signed between the apartment seeker and the owner of the building/the owner of the apartment/the tenant or leaseholder of the whole building or the person about to acquire the apartment and not yet registered in the real estate register.

- *Sub-tenancy*: The tenancy agreement has been signed between the apartment seeker and the chief tenant.

The law governing tenancy rights (MRG) contains very few provisions expressly related to sub-tenancy, such as dissolving tenancy agreements and admissible rent for sub-tenancy. Tenancy law distinguishes between limited and unlimited tenancy agreements. Limited tenancy agreements are valid for a minimum of three years. There is not statutory maximum duration. Limited tenancy agreements may be extended in writing any number of times for any given duration. In the event of a limited chief or sub-tenancy, one year into the originally agreed or extended duration of the tenancy agreement, the tenant may judicially give notice on the last of any month. Three months notice must be given. Thus, actual termination is possible by the end of the 16th month at the earliest.

In Vienna it was, however, only possible to carry out urban expansion, that is to have large-scale residential estates, hospitals, schools, etc constructed and new industrial areas delimited, in the south and the east of the city where the City Council owned the land required. Housing projects in the outer city had been central concerns during the 1960s, In the 1970s housing was no longer provided free of charge, and construction was turned over to cooperatives and those managing the building of condominiums. Only a part of the building activities in Vienna took place in the newly developed areas of the outer city. Almost one half of the building activities of the post-war period and more than two thirds of the construction of private enterprises concentrated on the small lots of the built-up area of the inner city of the Founder's Period. From 1945 to 1980 180,000 flats were constructed in the outer city, but another 123,000 in the inner city, thus contributing considerably to the task of urban renewal.

In the mid-eighties, the Viennese housing market was showing a decline in quantitative demand, and thus fewer new buildings were built while old buildings were renovated in increasing numbers. The supply of low-cost housing decreased as small apartments were combined to form larger units, old buildings were demolished, and zoning laws were altered. These trends resulted in the disappearance of thousands of small apartments each year. At the same time, population factors – an increase in single households and rising migration to the metropolitan area of Vienna – combined with the actions of investors and speculators to create a housing market defined by scarcity and rising prices.

After the housing construction boom of the 1990s annual housing construction output has dropped by roughly 50% in the whole of Austria. Between 2001 and 2004 building permits dropped to approx. 40,000 units a year from 66,000 permits by the mid-nineties in the whole of Austria. A slight increase to 41,800 building permits took place in 2005 against approximately 42,000 housing units per year in 2006 and probably 42,500 in 2007. The poor construction activities of the recent years have now translated into a stronger demand for subsidised rented housing construction. Longer waiting periods must again be expected for subsidised housing. After the cautious price developments prices for new building construction are again on the rise. Quality demands have clearly risen. The use of new energy efficient building technologies has also increased new building costs. Housing subsidies promote ecological construction techniques subject to compliance with the Kyoto objective providing for a clear reduction in greenhouse gas levels. With approximately 42,500 in 2005 the number of finished housing units was slightly above the level of 2003 (42,000).

Housing construction in Vienna was accelerated substantially in the second half of the 1990s in response to the steep rise of the population. The number of housing units surged from 1990 to the end of 2002 by a total of 9.2% to 929,878 units. In the years 1994 to 2000, housing construction generated an average 10,000 subsidized and some 1,000 to 1,500 nonsubsidized housing units per year. After the year 2000, construction output dropped to approximately 6,000 housing units per year. Construction activity focused in the 21st and 22nd (in the northeast of the urban space) and in the 10th, 11th, and 23rd districts (in the south). The strong drive to develop the inner districts led to a substantial increase in housing construction also in the more densely built-up urban districts such as in the 2nd, 15th, 16th, 17th, and 20th. In certain localities of the city, the share of flats with substandard

infrastructure is still twice as high as the overall city average. Nonetheless, the share of substandard flats has decreased steeply in the past 20 years.

**Non-profit Housing is very important.** As Austria's biggest landlord, the city of Vienna owns about 220,000 rental apartments. Still, in recent years, the major part of new social housing has been carried out by non-profit housing associations under varying legal conditions. These associations are subject to the national Non-Profit Housing Act and to a second control by their own corporation and by the respective provincial government. At present, about 200 non-profit housing associations are active in Austria, managing some 650,000 apartments and building another 15,000 each year. In Vienna, they own and manage about 136,000 apartments, in addition to the city's own 220,000, and even the major part of the owner-occupied apartments has been built within the subsidized housing programme. These owner-occupied apartments are therefore also subject to certain limitations concerning the income per household and the later sale of the apartments.

Non-profit housing associations enjoy tax-reliefs and have to re-invest profits back into housing. Rents are strictly regulated, the cost-rent covering financing, the running costs and the 10 percent value-added tax (consumer tax). The maximum monthly net-rent for a subsidized apartment in Vienna is currently 3,54 euro/m<sup>2</sup> (3,26 US dollars), or 5-6 euro/m<sup>2</sup> (4,60 to 5,52 US dollars) in total. Low-income households are entitled to individual subsidies ensuring that they do not lose their apartments in case of a sudden illness or unemployment. To reduce financing costs most developers ask a down-payment, which in rental housing may not exceed 12,5 percent of the total construction costs, as well as a share in land costs. These contributions by the tenants are refunded when the tenants move out. Low-income households are entitled to low-interest public loans or even to apartments without a down-payment. All subsidized apartments are subject to certain income-limits at the time of completion, high-income households are mostly excluded from such housing, for example. On the other hand, a later increase of income does not lead to a loss of the apartment.

**Urban decay of the building stock** is a phenomenon to be found in the inner city of the Founders' Period. It is caused by a marked lack of reinvestments into the building stock. More than 40,000 buildings with 300,000 flats in Vienna were built during the Founders Period. When comparing Vienna with other cities all over Europe, one finds a unique mosaic of decaying and renewed buildings here next to each other. Due to the specific situation of the housing market in Vienna in the post-war period, there was no concentration in the field of real estate. Small private properties were the rule and remained so. A lack of transparency in the market furthered investments on a mostly random principle on three levels: that of flats, apartment houses and urban renewal areas.

For gaining a general overview about the Viennese housing market the most important statistical data shall be given as follows:

<b>Residential population:</b> 1,524,776		
<b>Buildings:</b> 168,167		
<b>Flats:</b> 910,745 (main residence 770,955): including some 220,000 community-owned flats and 120,000 flats of non-profit building companies		
<b>Ownership structure:</b>		
Fixed-term rental housing:	57,613 flats	6.3%
Rental housing for an unlimited period:	602,718	66.2%
self-used by the building owner:	69,115	7.6%
self-used by the flat owner:	114,712	12.6%
company flat:	28,535	3.1%
other legal binding:	38,052	4.2%
<b>Number of flats per building:</b>		
one or two-family houses:	9.6%	
buildings with 3-10 flats:	17.6%	

buildings with more than 10 flats:	70.5%	
<b>Household structures:</b>		
single-person households:	344,655	44.7%
two-person household:	232,607	30.1%
three-person households:	101,570	13.2%
four-person households:	63,357	8.2%
five and more person households:	28,894	3.7%
<i>Source: Census 2001.</i>		

According to Census data 2001 910,745 residences existed of which 770,955 or 84.7% were primary residences, 59,540 or 6.5 % secondary residences and 80,250 or 8.8% were not used for residence purpose.

In 2001 112.281 buildings were privately owned, 26,773 were owned by local authorities, 15,741 by housing associations and 14,117 by other owners. The share of local authority accommodation was 15.8%. It must be emphasized that also most of the powerful housing associations (e.g. GEWOG, GESIBA, HEIMBAU, BWS, EBG, WIENER, WIEN-SÜD, WOHNBAU) are belonging to the city. In 2005 the number of accommodations in the communal housing sector was 213,649. Most of these flats of social housing are located in the larger districts (10th, 21st, 22nd: more than 20,000) but in general one can find public housing in each district. Furthermore another 118 accommodations are situated outside of Vienna. In the largest districts also are most of the new buildings which relates to the available area. The recent urban expansion is mostly concentrated in the East and the South of the Vienna.

The construction of new home ownerships in Austria is supported by the state and differs from one federal state to the other (financial aid varies from 15 to 25%). In Vienna only 17% of the population live in the owner-occupied housing segment contrary to Austria as a whole with a proportion of more than 50%. The overwhelming majority of inhabitants in the owner-occupied housing sector are Austrian citizens (2001: 97%).

27.8% of the stock consists of privately rented houses which are regulated by law (tenants' rights, regulations of rent prices). In Vienna 31% (Austria about 10%) of the population live in the communal housing sector. Therefore the City of Vienna is not only in Austria but also in Europe the biggest owner of residences. For the most part the municipal residences were built till the beginning of the 20<sup>th</sup> century and are nowadays mostly multi-rehabilitated. They have average standard and should be available for socially disadvantaged persons/ families.

Vienna provides also about 11,500 rooms for students attending the local universities.

**Table 1: Level of equipment of apartments in Vienna (1981, 1991, 2001)**

	1981	1991	2001	1981 = 100
with bathroom/shower and central heating	248.927	513.743	680.148	273,2
with bathroom and shower	256.958	102.463	62.920	24,5
with toilet and water supply inside	77.431	47.998	11.869	15,3
with water supply inside	85.401	52.746	13.650	16,0
without inside water supply	48.891	22.012	2.368	4,8
<b>total</b>	<b>717.608</b>	<b>738.962</b>	<b>770.955</b>	<b>107,4</b>

Source: Census 1981, 1991, 2001.

Table 4 illustrates how the **equipment level** of flats changed fundamentally from 1981 to 2001. The highly standard category with bathroom and central heating doubled between 1981 and 1991 and almost tripled until 2001. During the same period the worst category without inside water supply shrank from about 49,000 to 2,400. A marked shrinking process could also be observed in all the categories having no central heating.

By 2001 14.2% (23,866) of all houses in Vienna got new windows, 9.5% a new roof, 4.2% a central heating, 7.9% new facades for heat insulation and 9.6% a channel interface. 82.8% of all residences live in Category A accommodation (more than 30m<sup>2</sup>, bathroom, kitchen, toilet, warm water and heating), 6.8% Category B (bathroom, toilet, kitchen), 2.1% have a toilet and running water in the rooms (Category C) and 8.3% or 75.437 have no toilet or no running water (Category D).

The **rent level** shows marked variations, which are depending on the location and the district's image. According to a press report from March 2006 (APA) residences in the inner city are the most attractive both for rented housing and home ownership. Furthermore on top is the 6<sup>th</sup> district, followed by the 7<sup>th</sup> and 8<sup>th</sup>. The 8<sup>th</sup> district is a small (in fact the smallest) but classy district and the price level on the housing sector sharply increased because of a shortage of supply. The 6<sup>th</sup> as one of the most preferred districts is still affordable in comparison to some other inner districts (2,361 Euro/m<sup>2</sup> for home ownerships; -4% till last year).

Privately owned flats in classy districts like the 19<sup>th</sup> have a constant price level, demands stagnate and thereby they have lost their top positions. Rented housing in the 19<sup>th</sup> district even decreased by 2%. Demand (and prices) increased on the other hand in the (low priced) 15<sup>th</sup>, 3<sup>rd</sup> and 10<sup>th</sup> district. The price per m<sup>2</sup> in the 15<sup>th</sup> district increased by 27% (to 1,364,- Euro) from 2004 to 2005, in the 3<sup>rd</sup> district the increase was +18 %, in the 10<sup>th</sup> district +16 %. Rising rent prices could also be observed in the 16<sup>th</sup>, 11<sup>th</sup> and 21<sup>st</sup> district. A more or less constant rent level can be found in the 4<sup>th</sup> and 5<sup>th</sup> district; the 5<sup>th</sup> and the 2<sup>nd</sup> district are the districts with the lowest rent levels in the inner city. Prices for rented houses/flats increased per 5%, especially in districts with new residential projects, for example the 22<sup>nd</sup> and the 21<sup>st</sup>. In the 22<sup>nd</sup> district only newly constructed flats are available at the moment (at a net-price per m<sup>2</sup> of 9.64 Euro). Relatively low priced are rented flats in the 5<sup>th</sup>, 3<sup>rd</sup>, 6<sup>th</sup>, 20<sup>th</sup>, 14<sup>th</sup>, 12<sup>th</sup> and 10<sup>th</sup> district (from 7.94 to 8.23 Euro). Altogether the tops and the flops moved closer, a development which indicates a change of the districts' images. Waiting lists for public housing are generally long and it can take 2 years until one gets an apartment in this segment.

## **Neighbourhoods considered as being problematic and their characteristics**

A special problem of housing integration are so-called problematic neighbourhoods. **These are existing in Vienna but are up to now no problem of a greater dimension. It must be emphasized that those neighbourhoods are not caused by a bad local environment or a lack of infrastructure.** The area Gürtel-West as mentioned before had been known as problematic but due to urban renewal the situation had become much better. **Activities like recreational area landscaping, stabilization of commercial streets, preservation of small retail businesses and image improvement during the last years veers towards the right direction – to increase the quality of life for all inhabitants.**

Levels of education, proportion of unemployment and economic data show a lot of variations between the districts. The rate of manual workers among the residential population of the working class districts of course is higher, also unemployment which is a result from the segmentation of the labour market whereof inhabitants with a migration background are stronger affected. Thereby also the danger of poverty for persons with migration background is higher (according Statistik Austria, EU-SILK 2003: among Austrians 12%, among migrants 27%, and among naturalised migrants 26%).

**Infrastructure is not generally bad in neighbourhoods with a high proportion of migrants' population. Public transport for example is no problem in migrant neighbourhoods.** In the area Gürtel-West there is an underground (U6) connection and various other public transport opportunities as trams or busses. This can also be said about the other migrants' neighbourhoods (e.g. Gürtel-South and 2<sup>nd</sup> or most of the 20<sup>th</sup> district).

A problem is that the Gürtel West but also Gürtel South (5<sup>th</sup> and 10<sup>th</sup> district) does not have many green areas (e.g. parks) because of the usage as frequently traveled transport route (see graphics in the file sector. Especially some parts of Gürtel West are known for

problematic phenomenon as prostitution. This area is located near Westbahnhof, one of the big railway stations in Vienna.

According to the Survey "Leben in Wien 2003" 79% of the respondents are satisfied with their accommodation. Worse survey data concerning, e.g. traffic noise, can be found in the districts 5, 6 and 15, the situation is significantly better in the districts 13, 19 and 23. Some important wishes of the local population concern cycle paths, green spaces, groceries and spaces for young people (e.g. sports facilities and meeting points).

**Education** (incl. unemployment) and economic data show differences between the districts. In problematic neighbourhoods primary school rates are higher whereas secondary and tertiary education has the highest rates in the 19<sup>th</sup>, 13<sup>th</sup>, and inner districts (1<sup>st</sup> to 9<sup>th</sup> district). The rate of manual workers is higher, also unemployment which is a result from the segmentation of the labour market whereof inhabitants with a migration background are stronger affected. Thereby also poverty danger for persons with migration background is higher (according Statistik Austria: EU-SILK 2003: Austria 12%, immigrants 27%, naturalised immigrants 26%).

**Health care** in Vienna is on an average high standard and is no question of availability but of compulsory health insurance which depends on the job and legal habitation.

**Crime rates** decreased in Vienna in the first half of the year 2006 by 4.4 % and 2005 by 8.8 %. Crime rates by districts and citizenship are not available but according to Austrian rates citizenship is not a noticeable criteria (only convictions for homicides are rather high-valued).<sup>3</sup>

### **Mobility within the city: typical housing careers**

**Really typical housing careers of migrants do not exist in Vienna because no ghettos like Chinatowns or "Little India" as in other European cities are existing.** Strong segregated housing areas or districts are also unknown, **though segregation can be found on a block or a house level in particular in the building stock of the Founder's Period. This spatially small-scale segregation is determined by economical and social factors.** As a matter of fact the majority of migrants from former Yugoslavia and Turkey still belong to the working class, which often lives in low priced areas (e.g. in particular in the districts of the area Gürtel-West).

For sure, economic successful migrants live in or move to high-priced neighbourhoods and also to new residential areas also in the urban periphery, but there are more differences between migrant groups and no typical housing careers which would be specific for certain ethno-national groups. During recent years an increasing proportion of migrants moved to the districts 21 and 22 on the other side of the river Danube and into housing stock which was built during the 1960s and 1970s.

## **3.2 Housing situation of residents with migration background**

**The easiest access to the local housing market for migrants in Vienna is the Founder's Period rental segment.** According to historical structures the physical quality of buildings in the mentioned neighbourhoods needs more structural measures. There is some conflict of interest in the districts built during the Founder's Period (1850 to 1914) with respect to the protection and preservation of buildings and ensembles on the one hand, and new social, economic and housing-related developments on the other hand. Urban areas from the Founder's Period have in many ways shown themselves as exemplary urban development models with crisis-proof features. Even throughout years of major social, technical, and economic changes these areas are able to adapt easily having a considerable integrative potential and are open for a mix of new functions. Therefore, any structures dating back to this era are treated with sensitivity despite the goal of eliminating remaining substandard flats. New residential housing construction in Vienna after 1945 until the late 1960s was

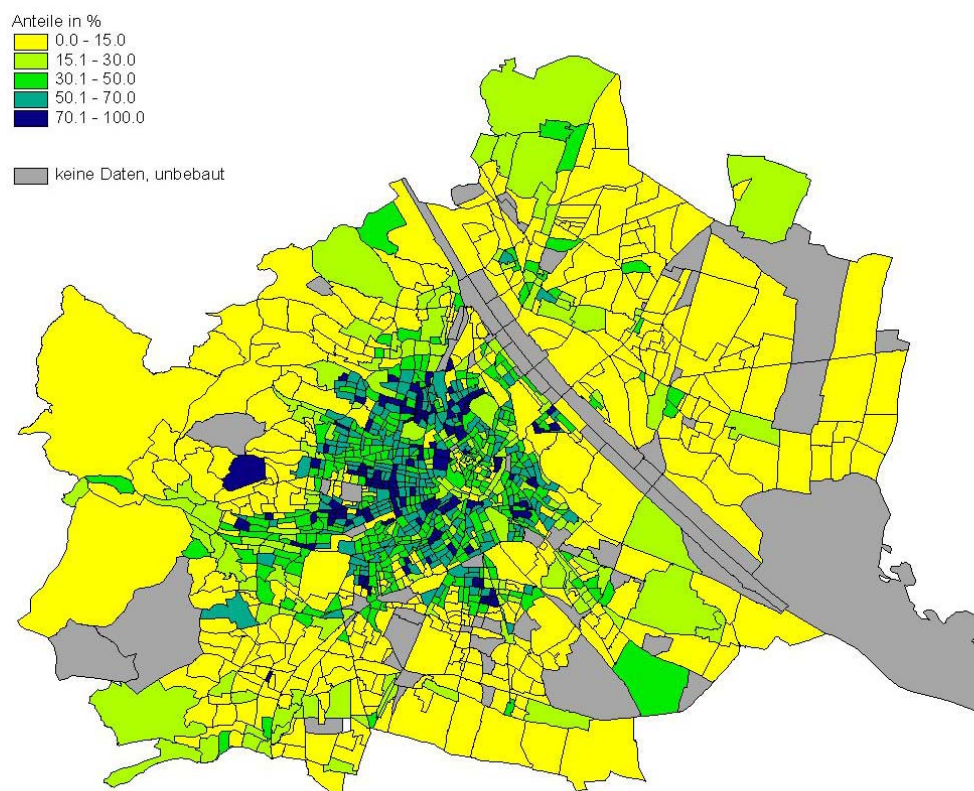
---

<sup>3</sup> [http://www.statistik.at/neuerscheinungen/download/2006/kriminal05\\_www.pdf](http://www.statistik.at/neuerscheinungen/download/2006/kriminal05_www.pdf).

driven by the necessity to overcome the problem of a shortage of housing units and the poor quality of existing ones as quickly as possible. These areas which are defined for urban expansion were mainly situated in the north-eastern and southern development areas/axes of the city.

Map 7 shows the **distribution of the Founder's Period building stock** in the urban space of Vienna. It is obvious that this stock dominates not only in the city centre but in the inner districts as well as in the old working class districts outside the "Gürtel" which were built-up during the late Founder's Period and are traditionally quarters for migrants: until 1918 of Czech, Polish and Hungarian workers from the Austro-Hungarian Monarchy, since the 1970s the guest-workers from former Yugoslavia and Turkey are concentrated there and now a very heterogeneous ethno-national mix of immigrants and Austrian households can be found here.

**Map 7: Proportion of the Founder's Period building stock among the whole building stock in parishes (in %)**



Source: Austrian Statistics; cartography: Ursula Reeger.

Most of the residents with migration background can be located in the privately rented housing segment. Category-D-accommodations (no water and/or toilet in the flat) are decreasing as a result of rehabilitation and a general renewal of the city but had been an important segment for immigrants. Since the end of the 1990's an intensified change to high-standard housing may be evidenced. In certain localities of the city, the share of flats with substandard infrastructure is still twice as high as the overall city average. Nonetheless, the share of substandard flats has decreased steeply in the past 20 years.

Most of the private housing owners are Austrian citizens (2001: 97%). On the other hand access to public (council) housing is restricted and until the beginning of 2006 most residents with third country citizenship (except refugees with asylum status) could not make demand on public accommodation (except for the segment of emergency accommodations ("Notfallwohnungen"), some 2000 since the year of 2000.

There are also **variations in housing standard between the ethno-national groups** constituting the migrant population. The housing standard of elite migrants, e.g. from

Germany, the U.S. or Japan, is usually even better than the Austrian average. Also the housing stock of the middle-class migrants is good equipped. In 2001 88% of all Austrians lived in Category-A-flats (more than 30 m<sup>2</sup>), but only 62% of the Turks and former Yugoslavs. In Category-D-flats lived 2,5 % of Austrians but e.g. 18,5 % of people with Turkish citizenship and 27% inhabitants with Serbian-Montenegrin citizenship. Naturalized migrants have better rates but there is still a difference to indigenous Austrians. The size of the flat is a strong indicator and inhabitants with migration background have more often temporary contracts. Austrian-wide temporary contracts are in Vienna not usual (only 7%, e.g. 30% in Tyrol).

The tables 5 and 6 show not only the **differences between Austrians, elite migrants (Germans) and working-class migrants (Turks, former Yugoslavs) concerning the housing standard but also the improvement in the average equipment of flats during the decade 1991 to 2001**. The housing standard of Germans is even higher than that of the autochthonous Austrians with 90,8% living in the best equipped stock of category A. Category D represents the worst equipped stock in which about 40% of the Turkish and former Yugoslav population had to live 2001. compared with 1991 this represents a considerable improvement in the housing standard, as 1991 75,6% of the Turkish and 68,8% of the ex-Yugoslav population was inhabiting apartments without toilet and/or water supply.

**Table 5: Apartments according to equipment and nationality of the household representative 1991**

	Cat. A	Cat. B	Cat. C	Cat. D	total
Austria	68,3	10,3	6,5	14,9	100,0
Former Yugoslavia	14,1	8,7	8,5	68,8	100,0
Turkey	10,8	8,5	5,1	75,6	100,0
Germany	66,7	10,1	4,8	18,5	100,0
<b>total</b>	<b>64,8</b>	<b>10,2</b>	<b>6,5</b>	<b>18,5</b>	<b>100,0</b>

Source: Statistik Austria – Housing situation of the population 2001; category A = with central heating, bathroom/shower and toilet inside; category B = with bathroom/shower and toilet inside; category C = toilet and water supply inside; category D = no toilet and/or no water supply inside.

**Table 6: Apartments according to equipment and nationality of the household representative 2001**

	Cat. A	Cat. B	Cat. C	Cat. D	total
Austria	88,0	5,4	1,6	5,0	100,0
Former Yugoslavia	46,7	11,5	2,4	39,3	100,0
Turkey	46,1	11,7	1,5	40,8	100,0
Germany	90,8	4,8	0,7	4,0	100,0
<b>total</b>	<b>85,0</b>	<b>5,9</b>	<b>1,5</b>	<b>7,6</b>	<b>100,0</b>

Source: Statistik Austria – Housing situation of the population 2001; category A = with central heating, bathroom/shower and toilet inside; category B = with bathroom/shower and toilet inside; category C = toilet and water supply inside; category D = no toilet and/or no water supply inside.

Concerning the affordability of housing the following figures are interesting: 2004/2005 21.3% of the households' income has been spent for housing and energy. 1999/2000 the proportion was 22.1%. During the same period the rents increased from 7.5% to 8.3% and this was also true with the overhead costs (from 5.2% to 5.3%). During the same period the energy costs decreased slightly by 1.2%. Particularly migrants can be found in the rental sector and are therefore strong affected by increasing costs for housing. The data represent only the average. Residents with migration background have lower incomes and certainly have to spend a considerable part of the household's income for housing.

Some district-based examples of population density in Vienna for 2001 are showing the fundamental district-specific differences in this respect:

- 8<sup>th</sup> district: 20,708 residents per km<sup>2</sup> (a middle-class inner district dominated by Founder's Period building stock)

- 15<sup>th</sup> district: 16,555 residents per km<sup>2</sup> (a traditional working-class area, highest proportion of residents with migration background in Vienna; Founder's Period building stock is dominating)
- 13<sup>th</sup> district: 1,297 residents per km<sup>2</sup> (typical "bourgeois" district; building stock dominated by single family houses and villas)
- 21<sup>st</sup> district: 2,772 residents per km<sup>2</sup> (a working class district, relatively newly built housing stock from the 1960s to the 1990s)

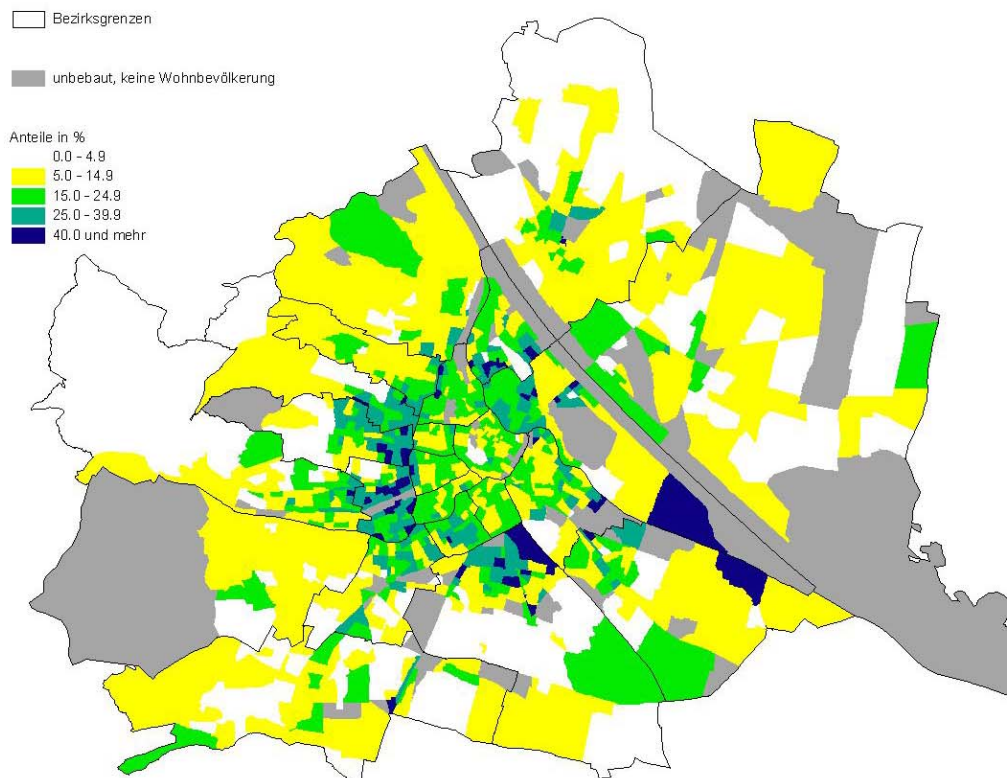
There are also sharp differences not only between Austrians and migrants but also between different migrants groups concerning the living space per person: In Turkish families 3/5 of all family members have less than 20 m<sup>2</sup>, one fifth use from 20 to 30 m<sup>2</sup> and another one fifth at least 30 m<sup>2</sup>. 50% of the members of households from former Yugoslavia have less than 20 m<sup>2</sup> for their disposal. In comparison 67% of the Austrian household members use from 20 to 60 m<sup>2</sup> and 25% have even more than 60 m<sup>2</sup> for their disposal.

### ***3.3 Segregation: Spatial concentration of residents with migration background***

Market barriers have an enormous influence on the spatial segregation patterns of immigrant groups. This is specifically the case in Vienna, where accessibility rules with respect to different segments of the housing stock can be seen as one of the most important factors in explaining the residential patterns of Turks and Yugoslavs. Housing patterns also refer to recent economic and social trends and the ongoing deregulation of the housing market.

Some concentration of residents with migration background (especially from Turkey and former Yugoslavia) can be located in the area of the Gürtel West, which includes the outer (west-)frontier of the 6<sup>th</sup> and 7<sup>th</sup> district but primarily the east of the 15<sup>th</sup>, 16<sup>th</sup>, 17<sup>th</sup> and 18<sup>th</sup> district. 2005 the 15<sup>th</sup> district has the largest concentration with 31.5 % residents with migration background. Also high is the concentration in the 2<sup>nd</sup>, the 5<sup>th</sup>, the 7<sup>th</sup>, the 16<sup>th</sup>, the 17<sup>th</sup> and the 20<sup>th</sup> district (more than 23 %). The 2<sup>nd</sup> and 20<sup>th</sup> district are in the north-east of the Inner City (1<sup>st</sup> district). Another concentration area is near Matzleinsdorferplatz in the 5<sup>th</sup> and Keplerplatz in the 10<sup>th</sup> district (see map 8).

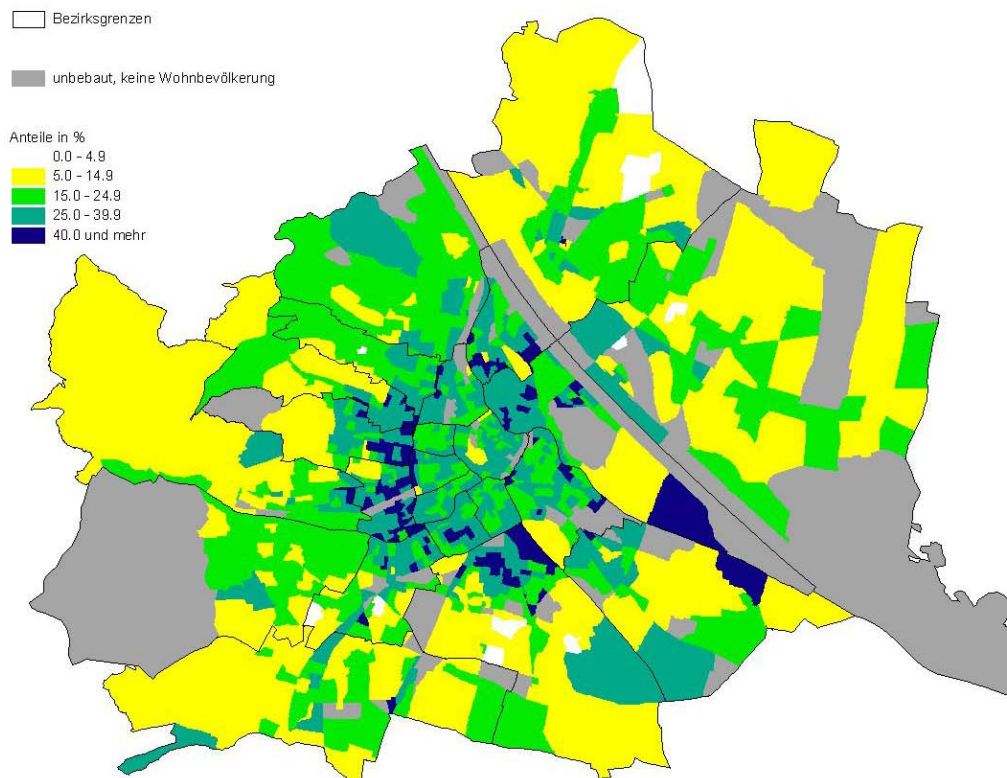
**Map 8: Spatial distribution of the foreign residential population in parishes 2001**



Source: Census 2001 data; cartography: U. Reeger.

Segregated areas in Vienna are not the same as administrative districts but rather parts of districts which belong together in matters of housing (residential structures from the Gründerzeit) and infrastructure (the Gürtel is one of the most frequently traveled transport routes of Vienna). On closer inspection segregation is concentrated on smaller units (Zählbezirksebene). On the other hand the 13<sup>th</sup>, 21<sup>st</sup>, 22<sup>nd</sup> and 23<sup>rd</sup> districts show a spatial concentration of residents with Austrian citizenship (residents with a migration background represent about 10 % or lower). A wide difference we can see also between EU(15) citizens (especially Germans) and other foreign citizenships. EU(15) citizens live in many cases in districts near the inner city and the 13<sup>th</sup> and 19<sup>th</sup> district. From the STEP05 (Urban Development Plan Vienna 2005) one can learn, that the 1<sup>st</sup>, 13<sup>th</sup> and 19<sup>th</sup> district are leading by average income 2001. Also the level of education 2001 shows spatial concentrations.

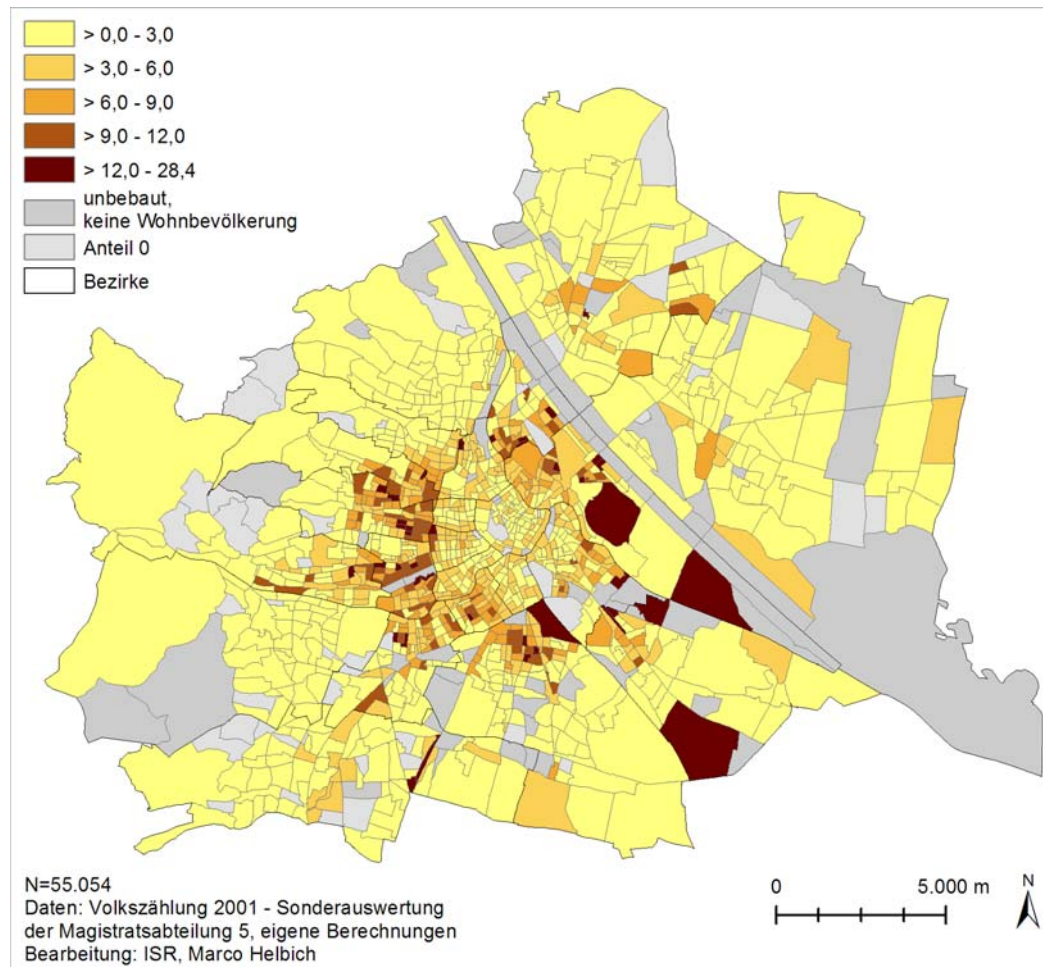
**Map 9: Spatial distribution of naturalized migrants in parishes 2001**



Source: Census 2001 data; cartography: U. Reeger.

The population with migration background is concentrated in the working-class districts in the belt-zone. In the inner districts local concentrations of naturalized migrants of even 39.9% are observable in a fringe of parishes outside the 1st district. The highest concentrations are typical for the districts Hernals, Ottakring, Rudolfsheim-Fünfhaus, Meidling and Favoriten and in the North of the urban area in the 2nd and 20th district. Here the proportion of the residential population which was born abroad is in some parishes more than 40% (see map 9).

Map 10: Proportion of Serbian citizens among the residential population 2001



Migrants from Serbia and Montenegro are traditionally the most numerous groups of migrants in Vienna (see map 10). Since the era of guest-worker migration this ethno-national group is settled in the classical guest-worker districts. These districts are forming a fringe along the „belt“ where in many parishes their proportion is between 9.1 and 12% and reaches even a proportion of 28.4%. The composition of the immigrant population living in Vienna has, however, diversified, over the past years considerably. In 2005, the proportion of Ex-Yugoslav and Turkish citizens was 51,3% of the immigrant population and 9,7% of the whole population (proportion of all foreign citizens - 18,7%).

### 3.4 Accessibility of the housing market system for migrants and minorities

Public (council) housing was only recently opened for immigrants with third country citizenship and is also bound to income limits and social neediness. Before 2006 only inhabitants with Austrian and comparable especially EC citizenship and refugees with asylums status were able to make demand on public flats. Residents having no Austrian citizenship had no access to public accommodation. An important change on 1<sup>st</sup> January 2006 was the granting of access to public housing for immigrants with long-term residence status EC (upon condition of a legal habitation of at least 5 years and other conditions which apply to everybody, e.g. social criteria). Up to then third country national immigrants had been excluded from public housing except for emergency accommodation

("Notfallwohnungen") a small segment of public (council) housing (some 2000 flats) which was opened to third country nationals in 2000.

In the private rental sector Founder's Period buildings are dominating and there are no (legal) restrictions of access for migrants, though some house-owners create their "own" restrictions.

The accessibility of owner occupied housing is marginal because the equity has to be high and so this segment is usually in the possession of the middle and upper class.

During the last years more and more migrants moved to the non-profit rental housing sector. There state-aided rents require an authorisation to take up residence and compliance with income limits. Co-operative housing is more often an option for middle-class migrants than for the blue-collar group.

The housing market is restricted by land use regulations. State-aided rents (housing associations) require an authorisation to take up residence and compliance with income limits.

Public (council) housing was opened to immigrants with third country citizenship and long-term residence EC only in January 2006 and also requires certain income limits and other social neediness. Before 2006 only inhabitants with Austrian and comparable citizenship (EC citizens, refugees with asylum status) were able to make demand on council flats.

## Discrimination

A direct discrimination of immigrants with third country citizenship was repealed 2006 by opening the social (public) housing sector. Thus, third country nationals who hold a long-term residence status EC (requirements are: a minimum legal residency period of 5 years, steady and sufficient income, no criminal record etc.) are no longer discriminated in any case.

Anti-discrimination legislation was only introduced in 2004 on the federal and regional level in the process of implementing the EU "race directive" covering among other areas also access to public goods and services including housing.<sup>4</sup>

No valid and all embracing data about individual housing-discrimination of migrants are available, but it is supposedly a matter and its annihilation should be a part of general integration measures. In a survey from Kohlbacher & Reeger (2002) based on a sample of 450 persons migrants from Poland, Turkey and former Yugoslavia spoke out housing discrimination as a problem (more than the problems in labour market). The Germans are the less discriminated migrant group on the Viennese housing market.

Another very vulnerable group with regard to discrimination on the housing market are Sub Sahara Africans. According to the book Africans in Vienna<sup>5</sup> (quoted in RAXEN 4 national study on housing<sup>6</sup> from October 2003) Sub-Sahara Africans, a community encompassing

---

<sup>4</sup> Gleichbehandlungsgesetz und Änderung des BG über die Gleichbehandlung von Frau und Mann im Arbeitsleben, BGBl. I 66/2004, articles 38 - 40 (2. Abschnitt: Grundsätze für die Regelung der Gleichbehandlung ohne Unterschied der ethnischen Zugehörigkeit in sonstigen Bereichen)

<http://www.klagsverband.at/recht.php> - Recht: Bundesrecht

Wiener Gesetz zur Bekämpfung von Diskriminierung (Wr. Antidiskriminierungsgesetz), LGBl. 35/2004, vom 8. Sept. 2004:

<http://www.wien.gv.at/recht/landesrecht-wien/landesgesetzblatt/jahrgang/2004/html/lg2004035.htm>

Stelle zur Bekämpfung von Diskriminierungen, Büro des Unabhängigen Bedienstetenschutzbeauftragten,

<http://www.intern.magwien.gv.at/Bedienstetenschutz/Antidiskriminierung/index.html>

<sup>5</sup> Ebermann, Erwin (ed.) (2002) Afrikaner in Wien. Zwischen Mystifizierung und Verteufelung, Erfahrungen und Analysen (Africans in Vienna. Between mystification and demonization, Experiences and analysis), Reihe: Afrika und die Diaspora Bd. 3 (Series: Africa and the Diaspora Vol. 3), Münster/Hamburg/London: Lit-Verlag. [PUBAT0067]

<sup>6</sup> EUMC network RAXEN Focal point for Austria: <http://www.univie.ac.at/bim/php/focalpoint/index.php?V1=4>  
RAXEN Berichte und Studien: National Report on Housing:

between 6,500 and 7,000 people in Vienna<sup>7</sup>, experience considerable discrimination when looking for an apartment in Vienna. A survey among 154 Africans from June to September 2000 revealed the following<sup>8</sup>:

- Acceptance on the housing market: One third of the interviewees presumed a highly hostile attitude of Austrians towards Africans on the housing market.
- Presumed reasons for denial of an African as tenant: Almost three quarters of the respondents said that the rejection of blacks as tenants was caused by the presumption that they could not pay, about two thirds attributed the refusal to racism, familiarity with Africans or presumed problems to adapt, and about one third to the fact that Africans were really louder tenants.
- Discrimination testing<sup>9</sup> showed that scepticism towards Africans on the housing market is widespread. Depending on the kind of survey the rejection rate lay between one quarter and one third of the respondents.

These findings demonstrate that not only the segmentation of the housing market but direct discrimination by landlords/-ladies and property management prevents migrants from integrating into the housing market.

## **4 Institutional setting and relevant actors (CRS: C3) (2-3 pages)**

The most relevant competencies in the area of housing are with the administrative unit of housing. The second most relevant competence in the area of housing is the administrative unit for city development and city planning. The third most relevant competence lies with the unit for health and social affairs. The main actors which are relevant for the housing integration of migrants are basically the same:

- *Geschäftsgruppe Wohnen, Wohnbau und Stadterneuerung*: It consists of the MA 50 for housing affairs, research and mediation and the MA 25 which is in charge of special affairs of urban renewal and intercultural mediation. The Vienna Housing Subsidies Department (Municipal department 50) takes an active role in Austrian and international housing research (ENHR) in supporting Austrian and international expert groups coming to Vienna.
- MA 18 – Stadtentwicklung und Stadtplanung (Dept. for city planning and development)
- Fund for Social Affairs Vienna (Fonds Soziales Wien): Is in charge of implementing basic care for asylum seekers in Vienna (Grundversorgung). The Fund has the responsibility for the provision of accommodation, food, subsidies for school requirements and clothing, health insurance and medical care, information, counselling and accompaniment, transport costs and costs for voluntary return for asylum seekers. One further duty is housing for homeless people.

---

<sup>7</sup> Ebermann 2002, p.3.

<sup>8</sup> Ebermann 2002, pp. 214-229.

<sup>9</sup> The researchers applied for 190 vacant flats (2000/2001), they were evenly distributed over the 23 districts and covered different sizes, costs and categories. They called as “Austrians” making sure that the flat was still available. Only then, it was revealed that they were looking for a flat on behalf of an African friend. Both the frequencies of reticent and reluctant reactions and the quality of the reactions were recorded.

A further relevant actor is:

- *MA 17 (Integration and diversity affairs)*: The competence for integration and diversity affairs is within the administrative unit for integration, women's and consumers' affairs. The City of Vienna has established this Department. In July 2004. The team is multicultural and provides 23 different languages. Its mainstreaming tasks across all units are in the process of being developed and strengthened. At present in the area of housing MA 17 mainly deals with conflict mediation and promotion of respectful and peaceful living together in neighbourhoods with high percentages of immigrant population.
- In practice this leads to difficulties regarding the congruence and timing of policies in that area. In the past mostly the topic of (lack of) access of most third-country citizens to Vienna's council housing and to other rights were debated.
- The legal basis for this distribution of competencies can be found in the Statutes of the Vienna Social Fund and in GEM (Geschäftseinteilung für den Magistrat, legal basis and description for which department is in charge of which municipal affairs).

### **Non-municipal actors: NGOs and other organizations**

The following non-municipal actors are among others active in supporting the integration of immigrants in general and housing in particular:

- **Evangelische Diakonie**: provides housing among others for asylum seekers and those with a temporary protection status
- **Integrationshaus Wien**: provides housing for asylum seekers and refugees with asylum status
- **Volkshilfe Österreich / Wien**: Project "Wohndrehscheibe" and basic care for asylum seekers
- **Caritas Wien**: provides housing for asylum seekers, the homeless and other groups in need; runs the "Asylzentrum Wien" which is a coordinating center for Vienna's basic care for asylum seekers (Grundversorgung) for the City of Vienna, Basic care for asylum seekers is moreover provided by f.ex.
  - Arbeiter-Samariter-Bund Österreichs, Landesverband Wien
  - ADA (Association for Democracy in Africa)
  - Verein Ute Bock

It must be emphasized that activities of migrant organizations on the housing sector (except to a minor extent for the housing of asylum seekers) are not relevant in Vienna. The City of Vienna provides a broad range of advice services for all residents, natives and migrants, consisting of housing advice, financial support etc.

## **5 Discourse, concepts and policy concerning housing (CRS: C1) (ca. 2 pages)**

### **5.1 Vision, concepts and policy of administration and Local Council on the issue of access to affordable and decent housing, segregation and integration of migrants**

Integration should not only be a residential theme but part of a concept to avoid segmentation. Important is the equal treatment in municipal and non-profit housing for

inhabitants with migration background. One general goal which is relevant in the context of housing integration of immigrants can be found in the Urban Development Plan 2005 (STEP05):

*“The city of Vienna has to take care to safeguard, stabilize and advance the quality of life in Vienna by ensuring equal opportunity for all inhabitants, taking into account the diverse living patterns, origins, social backgrounds and special needs of people with mobility handicaps and to enable them to live a meaningful life by assuring access to cultural life, to social, educational, healthcare and care for the aged facilities, to housing of sufficient size and quality, and to nature and recreational spaces, as well as to guarantee social security, personal safety and the protection of property, and to uphold social integration.”<sup>10</sup>*

Vienna boasts exceptional quality of life compared to other cities worldwide. Quality of life does not mean high rents, however. The City of Vienna has many ways of influencing the housing sector and one of its top priorities is to provide affordable quality housing for all income brackets. **Social housing has a long tradition in Vienna and in fact is part of the city’s identity.** More than 60,000 community-owned apartments were built by the "Red Vienna" during the first republic alone. Since 1995 special emphasis is placed on comprehensive quality of subsidised housing. Economic and ecological considerations are just as important as architectural ones. Experimental projects, such as a car-free model estate, women’s workshops I and II, integration projects and passive houses are to further improve quality. Approximately 5,000 new apartments are built each year. Apart from new housing many old buildings are also renovated.

**There are no essential differences between general housing policies and those for immigrants, since the subject of housing is considered an essential part of social policies where the central aim is to achieve equal rights and chances for all inhabitants regardless of ethnic origin and social class.**

The subject of equal rights and chances in the sphere of housing is mainly dependent on financial resources thus equal access to education, higher education, professional training and jobs at all levels of professional qualification.

A subject of special importance with regard to immigrants is the **subject of peaceful living together.** In this respect a lot of efforts are undertaken to provide services to mediate conflicts in neighborhoods, especially the municipal housing sector where there seems to be the trend to perceive usual conflicts of daily life (such as with regard to noise, dirt etc.) in a different manner when it comes to immigrants being involved.

Recent surveys however show that actually most tenants of municipal housing view dogs and their excrements as the most bothering theme.<sup>11</sup>

## **Decentralized Housing Policies**

Within the federal constitution of Austria the nine federal provinces enjoy a certain freedom in formulating their housing policies. Vienna, which is also a province, differs considerably from the rest of the country being Austria’s only metropolitan area. In 1988, most of the respective legal instruments were completely decentralized to the Bundesländer, leaving only a few regulations at national level – most importantly, the Tenancy Act, the Home Ownership Act, and the Non-Profit Housing Act. Vienna – as a federal province – has broad legal and executive competence in the area of promoting urban building projects, renovation and various subsidies and measures to support tenants and home-owners.<sup>12</sup>

---

<sup>10</sup> See <http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf>.

<sup>11</sup> See „Lebensqualität im Wiener Gemeindebau, Politische Botschaften, Juli 2006, IFES, made for the City of Vienna and „Wiener Wohnen“.

<sup>12</sup> Legal texts and sources: <http://www.wien.gv.at/recht/landesrecht-wien/rechtsvorschriften/b.htm>; Wohnbauförderung, Wohnungswesen (<http://www.wien.gv.at/ma50st/gesetze.htm>), 80 years of social housing in Vienna, Dr. Wolfgang Förster, Wien 2002.

## **Non-profit Housing<sup>13</sup>**

In Vienna an active housing policy of the Socio-Democratic City Council is traditionally an important weapon against social marginalization. Residential separation and patterns of segregation do exist but the Vienna City Council makes strong efforts to weaken such patterns. The Viennese housing market has a long tradition of a lot of communal intervention and social engineering. The City of Vienna has many ways of influencing the housing sector and one of its top priorities is to provide affordable quality housing for all income brackets. Social housing is part of the city's identity. More than 60,000 community-owned apartments were built by the "Red Vienna" during the first republic (1919–1938) alone. Although in Vienna the privately-owned rental housing stock is numerically dominating, the communal and co-operative housing sectors – generally managed by housing corporations – are similarly important segments of the local housing market. But as a matter of fact the level of state intervention in residential policy is in Austria not as high as for example in the Netherlands.

Today social housing includes community-owned apartments and subsidised rental apartments and apartments built by non-profit or commercial building societies. Still, in recent years, the major part of new social housing has been carried out by non-profit housing associations under varying legal conditions. These associations are subject to the national Non-Profit Housing Act and to a second control by their own corporation and by the respective provincial government. At present, about 200 non-profit housing associations are active in Austria, managing some 650,000 apartments and building another 15,000 each year. In Vienna, they own and manage about 136,000 apartments, in addition to the city's own 220,000, and even the major part of the owner-occupied apartments has been built within the subsidized housing programme. These owner-occupied apartments are therefore also subject to certain limitations concerning the income per household and the later sale of the apartments.

Since 1995 special emphasis is placed on comprehensive quality of subsidised housing. Economic and ecological considerations are just as important as architectural ones. Experimental projects, such as integration projects and passive houses are to further improve quality. Apart from new housing many old buildings are also renovated. City renewal in the inner districts is an important strategy of improving the housing quality for the residents there.

Non-profit housing associations enjoy tax-reliefs and have to re-invest profits back into housing. Rents are strictly regulated, the cost-rent covering financing, the running costs and the 10 percent value-added tax (consumer tax). The maximum monthly net-rent for a subsidized apartment in Vienna is currently 3,97 euro/sqm, or 6-7 euro/sqm in total. Low-income households are entitled to individual subsidies ensuring that they do not lose their apartments in case of a sudden illness or unemployment. To reduce financing costs most developers ask a down-payment, which in rental housing may not exceed 12,5% of the total construction costs, as well as a share in land costs. These contributions by the tenants are refunded with interest when the tenants move out. Low-income households are entitled to low-interest public loans or even to apartments without a down-payment. All subsidized apartments are subject to certain income-limits at the time of completion, high-income households are mostly excluded from such housing, for example. On the other hand, a later increase of income does not lead to a loss of the apartment.

Vienna social housing represents a manifold system, which for decades has continuously developed and adapted to meet new challenges. In spite of its complexity, however, its primary aim should be kept in mind: to offer comfortable contemporary housing in an attractive urban environment to all residents at affordable prices.

## **Secure Financing**

---

<sup>13</sup> Sozialer Wohnbau in Wien: 80 Jahre Erfolg und Herausforderung, Mag. Dr. Wolfgang Förster, MA 50, 2002 (<http://www.gebietsbetreuung.wien.at/htdocs/sozialeswohnen.html>)

The financing of social housing, both in the rental sector and in the subsidized owner-occupied and single-family housing sector, is based on a fixed, earmarked part of the income tax, the corporate tax, and the housing contributions, the latter of which is paid directly by all employed persons. These national tax revenues are distributed to the nine provinces according to a complex financial agreement, Vienna receiving approximately 380 million euro (414 million US dollars) each year, which is earmarked for housing purposes. The federal province of Vienna adds about 141 million annually from its own budget. Despite several cuts in recent years this way of financing still provides a secure base for the planning of social housing programmes on a large scale, which would not be possible under strictly market-oriented housing policies. The city itself, however, had to contribute further means from its own budgets in recent years due to an increased housing demand. Although this subsidization of housing from earmarked tax-income is to some extent dependent on the overall economic development, subsidies such as these directly influence the production of new housing - contrary to tax-deduction models used in many countries that primarily benefit better-off households.

## **Social City Planning**

**In Vienna housing is understood as a part of a social-oriented city planning. The city has installed an infrastructure commission to define in detail the conditions for subsidized housing projects. Thus, new housing projects form a part of an existing area and help to overcome infrastructure deficiencies, such as in schools, health institutions, etc. Public means of transport are equally important.** The general rules are put down in the **City Development Plan** and are being revised and adopted by the City Council roughly every ten years. It defines the general aims and the development trends, including among others, the housing or business areas, axes of urban development along public transport lines, green areas, etc. Other plans, notably the Land Use Plan, are based on this general conception.

The Land Use Plan is subject to broad public participation by residents, district councils, etc., and is also adopted by the City Council. It includes the exact "Widmung" of each single plot in Vienna. These plans are worked out by the respective City Planning Departments (MA 21A, B or C) and by the politicians (councillors) bearing the responsibility for urban planning and housing.

## **Social Architecture**

The general policy of Vienna, i.e. not to leave urban development and housing completely up to the free market, is complemented by the housing subsidies and by the regulations of the Building Order, a Vienna provincial act. In its first part this law rules issues of city planning, like the interdisciplinary Advisory Board for Urban Planning and Urban Development, and the contents of the Land Use Plan. These plans have to describe in detail its exact use for each plot of land, the height and form of the buildings (free-standing, attached, etc.), the maximum density, the number of green areas, underground building parts, etc. They are legally binding for everyone after adoption by the City Council.

Other chapters of the Building Order law stipulate the technical requirements, such as health protection and handicapped accessibility, as well as the architectural design. Without impeding modern architecture even in so-called protection-zones, any disturbance of the overall urban landscape should be prevented. The city has an own architectural department (MA 19) to provide advice and to offer assistance in deciding about new buildings, reconstructions, or the design of open areas. The department has also collected data about culturally valuable buildings, which can be accessed via the World Wide Web.

## **5.2 Public discourse on housing, segregation and integration of migrants**

As homelessness, deprivation of areas and other serious problems of housing integration of immigrants are successfully counteracted by the City Council there is no controversial discourse about these topics. Before 2006 the Viennese Conservative party (ÖVP) often criticized that migrants do not have access to social housing. Integration topics of much more public interest than housing are education and schools with high proportions of migrant children and the question of language acquisition. Local media are usually only temporarily interested in migrant housing when the results of some research projects are published or a case of extreme exploitation of tenants comes to the public.

In the actual public discussion, there is some consensus about the necessity of public intervention into the housing sector. Thus, a variety of measures intervening into the housing sphere are existent in Vienna (see chapter 6).

Social housing concerns urban planning, architecture, ecology, and last but not least, social policy. This is embedded in a continual broad discussion by the general public and among experts, as well as continuous information availability. This includes special housing research programmes and the distribution of their results by publications, presentations, and the regular publishing of housing issues in the media. The clients of social housing, potential house-hunters for example, are informed comprehensively and un-bureaucratically.

At the city-owned company Wohnservice Wien, all information about planned and completed subsidized housing projects can be obtained at its centrally-located centre or via its web page. But this is only the beginning. The city is now implementing its e-government strategy, which in the near future will enable residents to carry out all necessary steps from their homes, from the first overview of new housing, to the reservation of a particular apartment.

Vienna social housing thus represents a manifold system, which for decades has continuously developed and adapted to meet new challenges. In spite of its complexity, however, its primary aim should be kept in mind: to offer comfortable contemporary housing in an attractive urban environment to all residents at affordable prices.

### ***Surveys – How do the residents themselves evaluate their housing situation?***

Due to the results of the **survey on "Living and livability in Vienna II" (LLIW II)<sup>14</sup>**, which is a valid empirical basis for the evaluation of housing situation and housing satisfaction of the Viennese population the Viennese have experienced an increase in both subjective satisfaction with habitation and housing as well as in objective quality thereof. **A comparison of the results with those of the 1995 study on "Living in Vienna" (LIW I) shows that the objective quality in housing supply has indeed risen.** This comparison also indicates an increased satisfaction in many aspects of habitation and housing, for instance with the location of one's dwellings. This observation has led to new questions, namely what had caused this increase and which social groups had benefited from the improvement in objective housing quality. Therefore the MA 50 (Referat Wohnbauforschung, the City Council of Vienna's housing department) commissioned SORA Institute for Social Research and Analysis to conduct an extra evaluation of both data sets (LIW I and LLIW II), which considers these new questions in two modules and furthermore offers **conclusions for the city's housing policy.**

The second part of this study, "Wohnqualität, soziale Gerechtigkeit und Integration" ("Housing standard, social justice and integration") asks which social groups have benefited from the improvements achieved since 1995 and who has not experienced an improvement

---

<sup>14</sup> Living in Vienna: Satisfaction with and quality of housing, An extra report on "living and livability in Vienna II" by SORA Institute for Social Research and Analysis commissioned by MA 50 – Referat Wohnbauförderung.

in their housing quality. The focus of this part is with the objective housing quality and therefore lies on facilities and conditions of dwellings, premises and their surroundings. Key importance is placed on the issue of social justice in housing and in fair distribution of the improvements achieved in the last years. A comparison is made here between the housing situation of different household types (poverty endangered single mothers, single women over the age of 60, families with many children, DINKs - "double income, no kids") as well as different population groups. The housing situation of migrants and their heterogeneity enjoys special emphasis in this study. The study considered not only non-Austrian citizens but also naturalized immigrants (modul 2).

Vienna's inhabitants had already shown a high level of satisfaction with their habitation and housing in 1995, but in some aspects, their contentedness has even grown until 2003. Among those aspects which have experienced an improvement, it is especially the size of the living space, the location of the housing and the reputation of the living area which were considered more satisfactory in 2003 than in 1995. A stagnating aspect, however, was the Viennese's satisfaction with their dwellings' prices, compared to the 1995 results. However there is to consider that during this period, the cost-performance ratio has increased in importance for the Viennese and therefore changes in prices had a stronger effect on the overall satisfaction in 2003 than they did in 1995.

Who is benefiting from the increase in quality? All analysed groups show an increase in satisfaction with their housing and habitation situation from 1995 to 2003. Both poverty endangered households as well as those of the better off have profited from the increase in housing quality, although to a different extent. The results show that the poverty endangered with non-Austrian citizenship have experienced the biggest increase in "objective habitation and housing quality", though always departing from the lowest standard. Despite this above-average improvement, this group is still worse off concerning furniture and equipment of dwellings and premises as well as the facilities in the surrounding area than non-poverty endangered native Austrians or poverty-endangered naturalized citizens.

## **6 Interventions on housing and integration: measures and projects (CRS: B) (ca. 10 pages)**

### ***6.1 Interventions to improve access to affordable and decent housing for migrants***

#### **"Wohndrehscheibe" (Volkshilfe Österreich)**

Back in the mid 1990ies migrants with low incomes stood little chance of finding long-term affordable housing. Most foreigners with third country citizenship had no access to council housing (approx. 24% of all housing in Vienna). Subsidized non-profit rental housing (approx. 23%) was an option only for those who had permanent residency and those who were in a position to make the high down payments and raise the monthly rates. Migrants were not entitled to housing assistance for new apartments. Affordable housing accessible to people of non-Austrian citizenship with little means of their own was all privately owned and most often badly in need of repair. Yet even here supply was dwindling, as renovation measures increased. In addition the target group was directly competing against Austrians of the same income bracket in this housing sector. The situation was further aggravated by a vast information void on the part of the target group and racism on the part of landlords. This was the situation, when "Wohndrehscheibe" was initiated.

The "Wohndrehscheibe" of Volkshilfe Österreich – Housing Turnstile as part of the Housing Information System for the Disadvantaged run by the Peoples' Aid Austria.<sup>15</sup>

---

<sup>15</sup> Source: <http://www.volkshilfe.at/1079.2.html> (Jahresbericht 2005).

“Wohndrehscheibe” was established by Volkshilfe Oesterreich and the work group Better Housing for Foreigners in 1997 with the aim to improve the housing market for refugees and migrants in lower income brackets. At that time migrants, due to a variety of factors, were dependent on the private rental sector which covered approx. 30% of all apartments available. The Project is in progress and will be extended.

**The aim of the project is to offer advice, guidance and care to people with little income and very specific social problems in search of adequate housing.** Most clients (75%) do not have Austrian citizenship. Half of those were not born in Austria. The issues at stake are manifold, including lack of resources (lack of information and funds), as well as discrimination and racism on the part of landlords. Advice efforts are geared towards finding long-term, affordable and acceptable housing solutions.

**“Wohndrehscheibe” offers a wide range of specific services as needed, from pure information on the housing market in Vienna, specific advice with housing-related issues, intensive guidance for the illiterate and individuals with mental problems or other disabilities in search of housing, to mediation in conflict situations.** There is a team of eight working at “Wohndrehscheibe”, all from different cultural (Austrian, Turkish, Bosnian, Macedonian, Kurdish) and educational backgrounds (lawyers, social workers, a social scientist). Services are available in German, Serbian/Bosnian/Croatian, Turkish, Kurdish and English at our central office in Vienna.

Project management is done by Volkshilfe Österreich, in cooperation with Wohnservice Wien GesmbH. The project is run by a team of eight persons working at “Wohndrehscheibe”, all from different cultural (Austrian, Turkish, Bosnian, Macedonian, Kurdish) and educational backgrounds (lawyers, social workers, a social scientist). Services are available in German, Serbian/Bosnian/Croatian, Turkish, Kurdish and English at the central office in Vienna.

The main activities which are provided include:

- Assessing and evaluating current and targeted housing situations, the current need for information, advice, and social work required by the target group;
- Assessing and evaluating the housing available;
- Finding a better supply of permanent housing solutions;
- Intensive search for a wide range of housing in all municipal districts to avoid concentration of the target group in one area;
- Free-of-charge networking of supply and demand on the housing market;
- Support and guidance with seeking apartments, referring individuals in need of social care to the competent social institutions;
- Cooperating with other social institutions and developing new initiatives for improving the housing supply;
- Proposals for improvements drawn up in a joint and coordinated procedure to be submitted to the politicians in charge.

Since 1997 the project team has carried out a total of 14,813 advice and information interviews with 7916 households registered in the house seeking programme from more than 100 different countries of origin. These were referred to it from more than 80 social institutions and municipal departments in Vienna. The team looked for housing for a total of 20,000 individuals. The team succeeded in finding more than 1,550 apartments for the clients, offering living space for almost 5,000 individuals. The team assumes that even more clients have found suitable apartments but did not receive feedback from all of them. In 2003 70% of the apartments found were rented for an unlimited period. Unlimited rental agreements are a sign of sustainable solutions, seeing as owners according to Austrian rental law cannot evict tenants except for serious misdemeanour.

Comparing costs and relevant services reveals a drop in costs per case of advice from € 128.82 in 1999 to € 74.83 in 2002. Comparing total costs to registered clients shows a drop in costs per client from € 223.39 in 2000 to € 200.69 in 2002. These positive results

were achieved mainly due to the group advice where most essential information is distributed. Comparing total costs with apartments found reveals a drop in costs from € 1,400.09 in 1999 to € 764.05 in 2002.

One of "Wohndrehscheibe's" major achievements is to have **established a central advice point for migrants having problems in finding suitable apartments**. All Viennese social institutions are now in a position to refer their clients to the project for information on and support with house seeking. Since 2002 "Wohndrehscheibe" has had an unlimited working contract with Wohnservice (housing service) Vienna which no longer requires annual renewal. Thus, the project is now an institution.

Some of the proposals submitted by "Wohndrehscheibe" concerning improvement of housing situations for migrants with low incomes have since been implemented (general housing assistance, emergency housing).

In 1998 "Wohndrehscheibe" was invited by the Fluchtelingenwerk Nederland as the coordinating point for ECRE Taskforce on Integration ([www.refugeenet.org](http://www.refugeenet.org)) to participate in preparing a report on "Housing for Refugees in the European Union" in a series of expert meetings. The report was commissioned as part of the project "European Network for the Integration of refugees" financed by the European Commission, Directorate General V. "Wohndrehscheibe" was presented at the Conference on Integration of Refugees in Europe, held in Antwerp from Nov. 12-14, 1998 as a case study for sharing good practice. Dobro Dosli, a project initiated by Volkshilfe Austria and "**Wohndrehscheibe**" **was mentioned and described in the best practice guide**.<sup>16</sup> "Wohndrehscheibe" found the discussions, knowledge transfer in the context of anti-racist activities and the experiences made by countries like the Netherlands with an entirely different system of admittance and accommodation of migrants to be valuable sources of information.

The experiences made by "Wohndrehscheibe" with diversity management and marginalization of migrants were included in the EQUAL Project INTERkulturLOTSSEN ([www.interkulturlotsen.at](http://www.interkulturlotsen.at)), developed in cooperation with Volkshilfe Austria and Wohndrehscheibe. The EQUAL Project on housing and labour includes "Wohndrehscheibe's" experiences with social work and migrants without homes. Aside from planning the overall project "Wohndrehscheibe" contributed to Module 2 by preselecting applicants for training and jobs ([www.wohnen-arbeiten.at](http://www.wohnen-arbeiten.at)). The experiences made by "Wohndrehscheibe" and Volkshilfe Upper Austria are processed to train staff of housing cooperatives in dealing with non-Austrian customers ([www.volkshilfe-ooe.at](http://www.volkshilfe-ooe.at)).<sup>17</sup>

In September 2003 "Wohndrehscheibe" was invited by the league of cooperatives/ Lega delle Cooperative in Bolzano to present itself and promote establishment of a similar institution in the South Tyrol. Housing advice in particular was considered transferable for the colleagues in Bolzano.

### **Basic care for asylum seekers (Fonds Soziales Wien)**

The Vienna Social Fund (Fonds Soziales Wien) is in charge of implementing basic care for asylum seekers and those needy immigrants who must not or cannot be deported to their home countries in Vienna. On 1st May 2004 an agreement was made between the Federal Government and the provinces (one of which is Vienna) on the responsibility for the provision of accommodation, food, subsidies for school requirements and clothing, health insurance and medical care, information, counselling and accompaniment, transport costs and costs for voluntary return for asylum seekers. It is also responsible for housing for homeless people in general.

There is basic care in housing for **asylum seekers**. Quotas were laid down for each province, the one for Vienna being 5,578 persons. Indeed Vienna exceeded this quota by 3,894 persons (i.e. 8,877 persons) in 2004, by 1,897 persons (i.e. 7,475) in 2005 and by 1,438 persons (i.e. 7.016) in July 2006.

---

<sup>16</sup> See [http://www.refugeenet.org/pdf/housing\\_guide.pdf](http://www.refugeenet.org/pdf/housing_guide.pdf), page 17.

<sup>17</sup> Source <http://www.wien.gv.at/vtx/rk?DATUM=20060328&SEITE=020060328004>.

The Vienna Social Fund operates the Steering Agency for Basic Provisions which coordinates and controls all procedures and works together with the service centre, entitled Asylum Centre, run by the Caritas. The latter is staffed by multilingual persons and responsible for practical handling. It performs services and counselling and is visited by up to 10,000 persons per month. Both institutions operate on behalf of the City of Vienna.

On the basis of an invitation to tender with detailed requirements as regards accommodation standards, number of staff, qualifications, food, etc. Vienna selected NGOs which provide accommodation and accompaniment for about 35% of the asylum seekers in Vienna. Some of these NGOs also provide psychotherapeutic support for traumatized persons. 65% of the asylum seekers live in private rented apartments and receive subsidies for rent and living costs as well as all the other basic provisions mentioned. These private apartments are also controlled for standards. Within the private housing sector a special market segment has emerged for asylum seekers, which needs to be monitored constantly in order to prevent exploitation.

## **Safety Measures**

Crime rates rapidly grew after the fall of the Iron Curtain, when organized criminality from Eastern European countries spread to the eastern parts of Austria and to Vienna too. Flat and house burglary is still a considerable problem in Vienna with organized gangs coming from Moldavia, Georgia, Romania or other Eastern countries. In the public space the rate of criminality in Vienna is still lower than in many other European metropolises of similar size.

About 4,000 policemen and -women provide a high extent of safety in more than 100 police offices. According to the survey "Leben in Wien 2003" 73% of the respondents feel safe. Only property crime was rated lower with 68% (housebreaking) and 54% (car burglary). The feeling to be safe has risen from 1995, except the phenomenon of car burglary. About 10% had been affected by housebreaking. Other crimes represent only 1 to 2% and have not changed since 1995.

Migrant criminality is up to now not a severe problem in Vienna. Crime rates decreased in Vienna during the first half of the year 2006 by 4.4% and 2005 by 8.8%. Data about crime rates are only available by districts but not by citizenship because according to Austrian rates citizenship is not a noticeable criteria (only convictions for homicides are rather high-valued).<sup>18</sup>

## **Secure financing**

The financing of social housing, both in the rental sector and in the subsidized owner-occupied and single-family housing sector, is based on a fixed, earmarked part of the income tax, the corporate tax, and the housing contributions, the latter of which is paid directly by all employed persons. These national tax revenues are distributed to the nine provinces according to a complex financial agreement, Vienna receiving approximately 380 million Euro each year, which is earmarked for housing purposes. Despite several cuts in recent years this way of financing still provides a secure base for the planning of social housing programmes on a large scale, which would not be possible under strictly market-oriented housing policies. The city itself, however, had to contribute further means from its own budget (some 141 million Euro annually) in recent years due to an increased housing demand. Although this subsidization of housing from earmarked tax-income is to some extent dependent on the overall economic development, subsidies such as these directly influence the production of new housing - contrary to tax-deduction models used in many countries that primarily benefit better-off households.

---

<sup>18</sup> See: [http://www.statistik.at/neuerscheinungen/download/2006/kriminal05\\_www.pdf](http://www.statistik.at/neuerscheinungen/download/2006/kriminal05_www.pdf).

## Political round tables, expert committees

The **Vienna Housing Subsidies Department** (Municipal department 50) takes an active role • in Austrian and international housing research (ENHR) in supporting Austrian and international expert groups coming to Vienna.

The “**Vienna Integration Conference**” – a platform of more than 160 immigrant and counselling associations in the field of integration and antidiscrimination - was first established in the spring of 1999 as a **body to reshape and strengthen the cooperation among NGOs as well as the dialogue with the city of Vienna**. Within the process of restructuring Vienna’s integration policies and new division of tasks between the City of Vienna and NGOs active in the field of integration and antidiscrimination the new “Association Vienna Integration Conference – Office For Networking” was established as an independent association in the fall of 2004 (<http://www.wik-vernetzungsbüro.at>). The Association and its office is supported by the City of Vienna. As a **model of self-organisation** of immigrants it will work as a “pressure group” in order to lobby for immigrant issues and raise intercultural awareness and sensibility.

## 6.2 Local policies related to spatial segregation

### 6.2.1 Policies to reduce spatial segregation

These areas of intervention are interrelated also to the subcategory 6.1 because an orientation towards a better success of vulnerable groups to housing is inherent to all of them.

#### ***Non-profit Housing***

As the topic of communal housing was already described detailed in previous chapters only a short additional information will be given there. As Austria’s biggest landlord, the city of Vienna owns about 220,000 rental apartments. Still, in recent years, the major part of new social housing has been carried out by non-profit housing associations under varying legal conditions. These associations are subject to the national Non-Profit Housing Act and to a second control by their own corporation and by the respective provincial government. At present, about 200 non-profit housing associations are active in Austria, managing some 650,000 apartments and building another 15,000 each year. In Vienna, they own and manage about 136,000 apartments, in addition to the city’s own 220,000, and even the major part of the owner-occupied apartments has been built within the subsidized housing programme. These owner-occupied apartments are therefore also subject to certain limitations concerning the income per household and the later sale of the apartments.

Non-profit housing associations enjoy tax – relief and have to re-invest profits back into housing. Rents are strictly regulated, the cost-rent covering financing, the running costs and the 10 percent value-added tax (consumer tax). The maximum monthly net-rent for a subsidized apartment in Vienna is currently 3,97 Euro / m<sup>2</sup> , or 6-7 Euro /m<sup>2</sup> in total. Low-income households are entitled to individual subsidies ensuring that they do not lose their apartments in case of a sudden illness or unemployment.

To reduce financing costs most developers ask a down-payment, which in rental housing may not exceed 12.5 percent of the total construction costs, as well as a share in land costs. These contributions by the tenants are refunded with interest when the tenants move out. Low-income households are entitled to low-interest public loans or even to apartments without a down-payment. All subsidized apartments are subject to certain income-limits at the time of completion, high-income households are mostly excluded from such housing, for example. On the other hand, a later increase of income does not lead to a loss of the apartment.<sup>19</sup>

---

<sup>19</sup> Informations about Implementation, background etc: UNECE Symposium Sozialer Wohnbau, Austrian model of limited-profit housing, 80 years of social housing, Dr. Wolfgang Förster, MD 50.

## Integrative housing projects

Direct ownership of the local authority plays an important role in Vienna but also regulations and residential building by non profit housing associations (municipality or the State of Austria in collaboration with housing associations). Altogether there were 14 integrative housing projects in the year 2003 in Vienna (e.g. by the housing association SOZIALBAU)<sup>20</sup>:

- "Interkulturelles Wohnen" Satzingerweg, 21st district: 51 flats 8 % are migrants and about 40 % are households with immigration background. Immigrants should be integrated by neighbourhood relationships with Austrians. There are a lot of collaborative areas. Economically well-off habitants with migration background had been selected by waiting lists (cooperation: Wohnberatungszentrum Vienna and Flüchtlingsfonds/Innenministerium).
- "Interethnische Nachbarschaft", In der Wiesen Nord ("Globaler Hof"), since 2000, situated in the 23rd district near the U6 (underground), which is in general no migrant district, residents from 17 nations. (about 60 % are migrants). The housing project consists of 4 different blocks with 141 apartments. A common roof garden and rooms are included, also a sauna, a turkish bath and a laundry room.

Of course these projects have only a modest influence on existing patterns of segregation but they are a first step on the way to a better mixing of the autochthonous and the migrant population in districts with a low proportion of foreign residents.

## 6.2.2 Policies managing spatial segregation

### Soft urban renewal<sup>21</sup>

In Vienna – a city with 2000 years of history reflected in its urban and building structure –, as in many other cities, the greatest urban problems are concentrated in those city districts, which are most in need of modernisation; a high percentage of families with low incomes, deficient infrastructure and high levels of environmental pollution.

At the start of the programme in 1984 there were more than 300,000 apartments (39 % of the total housing stock) categorised as of insufficient standard, meaning without toilets and/or water supply within the apartments. According to the residential structures which were fixed during the Founder's Period the physical quality in some "problematic" neighbourhoods needed more structural measures than renovation only. As a first step physical improvement was necessary.

The City of Vienna decided both against demolition and construction of new urban areas, and against the displacement or compulsory re-housing of those living in such areas.

The model of sustainable or soft urban renewal has made a significant contribution to improving living conditions in the City of Vienna. A decisive factor in this process is that **urban renewal is understood as an interdisciplinary challenge, where social, economic, cultural, aesthetic and ecological demands must be taken into consideration. Urban renewal requires future-orientated, strategic continuing development, which reflects the possibilities for the city as an evolving system.** Soft urban renewal pursues the goal of linking affordable housing with economic use of resources, mixed use, and adaptation to the existing infrastructure. Re-conversion and upgrading of the existing urban structure is counter-posed to demolition and new building.

---

<sup>20</sup> [http://www.sozialbau.at/3e\\_Buchpr%E4sentation\\_Globaler\\_Hof.htm](http://www.sozialbau.at/3e_Buchpr%E4sentation_Globaler_Hof.htm);  
<http://www.sozialbau.at/pdf/Studie%20Interethnisches%20Wohnmodell.pdf>; Fassmann & Stacher 2003.

<sup>21</sup> UN-Habitat Best Practices Program, Soft Urban Renewal, Dr. Wolfgang Förster, MA 50.

The Viennese model of “soft” urban renewal **places residents in the foreground** so as to minimise the repression frequently induced by improvement activities. Owners and residents are involved in the progress. Main emphasis is placed on so-called base improvement, that is on maintaining, improving and modernising existing housing structures in coordination with residents. The legal foundations of "soft urban renewal", such as amendments to the tenancy laws, were laid long before actual improvement activities were launched. "Soft urban renewal" is an excellent example of how a cost-intensive project is easily prepared with reasonably priced planning measures.

Currently, more than 150,000 apartments have been renewed with public subsidies, one sixth of the total housing stock – **one of the world's leading tenant-oriented urban renewal programmes.**

### ***Actors and measures of soft or sustainable urban renewal***

#### **Key Dates**

1974: foundation of first area renewal office, development of strategy of "soft" urban renewal  
1984: start of subsidized housing renewal programme, foundation of WBSF, the project is still running.

1989: decentralization of Austrian housing policies to the provinces, Vienna being one of them, adoption of Vienna Housing Subsidization and Housing Renewal Law (WWFSG).

#### **The actors are:**

- The municipality (MA 50 and Wohnfonds of the City of Vienna), Area Renewal Offices
- Private and public landlords
- Owners and tenants: migrants and native population

Urban renewal means **financial support from the City of Vienna for housing renovation programmes.** The goals as defined by the strategy of soft urban renewal may be specified according to the objectives of housing rehabilitation:

#### (1) "Soft Urban Renewal"

- priority of social criteria,
- avoiding social segregation or gentrification,
- avoiding forced change of ownership,
- affordable rehabilitated housing

#### (2) "Sockelsanierung"

- renewal of inhabited buildings
- Distribution of responsibilities between owner and tenants, tenants' participation
- tenant-oriented modernisation schemes, substitute housing offers

#### (3) Subsidies

The amount of subsidies depends on the existing standard of apartments (maximum ca.98% of total building costs!). Allowances to low-income households are granted. A controlled and limited rent increase is possible. Point system: priority by social, technical and urban criteria; equal subsidies to privately- and publicly-owned rental buildings.

#### (4) Single building approach/Area oriented renewal/Conflict management

- No designated renewal areas with special subsidies

- "Gebietsbetreuung" = area renewal offices to stimulate rehabilitation measures and to co-ordinate improvement of public spaces
- "Blocksanierung" = block improvement schemes including housing renewal, improvement of public spaces and ecological measures

#### (5) Municipal financial resources

Urban renewal does not only mean to invest in the rehabilitation of the housing stock but it also implies improvement of the infrastructure such as open spaces and in vestitions in public transport. A constant problem is that the Gürtel West but also Gürtel South (5<sup>th</sup> and 10<sup>th</sup> district) has not much green areas (e.g. parks) because of the usage as one of the most frequently used transport route through the city. Urban renewal also tries to create new green spaces on small areas which are unused and in the courts.

Results achieved:

- 7,560 buildings had been applied for renewal with public assistance,
- 3,800 residential buildings with 181,000 apartments were approved,
- 2,160 buildings with 142,000 apartments were completed,
- The **total investments** were approx. US \$ 2,40 billion for completed projects, and US \$ 3,40 billion for all buildings recommended for the program,
- the **public investments** were US \$ 2,51 billion for all projects recommended in the worst areas;
- from 1984 to 2001 the category of "substandard" dwellings was reduced from approx. 320,000 (39% of the total stock) to less than 125,000;
- the number of fully equipped apartments rose from about. 328,000 to more than 715,000.

#### What can be learned from urban renewal?

Although a considerable amount of public money has been dedicated to urban renewal projects in Vienna – a comparatively rich region in Europe – lessons can be learned also for the case of poorer areas.

These lessons include:

- **the priority of social criteria:** Renewal programs have to target on those already living in the area considering their (financial) possibilities. The first aim must be to improve an area without evicting the residents.
- **one has to accept different lifestyles:** The political aim is to preserve and improve as many old buildings as possible as long as it is economical to do so (i.e. cheaper than new housing). In this respect, it is not so important to achieve the standard of quality that new dwellings would offer. *Different people have different demands on the quality of housing, and often these requirements can be met with comparatively modest means.*
- **"Soft" renewal strategies should concentrate on small-scale and/or low-standard renewal schemes giving new hope and proud to deteriorating areas.** At the same time significant improvements can be reached by a step to step approach following a careful survey of the existing problems, and including self-help activities. Such measures can also strengthen local business and provide new jobs in the area.
- **Use an area-based approach:** Urban renewal consists of more than technical measures; typical area improvement schemes have to consider such problems as unemployment, crime rate, ethnic tensions, drugs, etc., i.e. social problems cannot be solved by building programs alone. Area based renewal requires a decentralisation of decision, but at the same time an interdisciplinary approach to the existing problems.

- **Information and training is necessary:** Early information has to be given to all parties involved, but if all groups are to participate, professional support has to be provided especially for weaker groups and for minorities. Special training programs are to be set up to compete with the range of problems to be tackled in typical renewal areas training both the technical experts and local citizens.
- **using economically weak times to set the frame:** As the case of Vienna shows foundations for a future sustainable development can be laid even if at present there is only little money to carry out improvement works. Both relevant legislative means in Austria have been developed when there were little to no means to rapidly improve the situation: The Tenancy Act and the Non Profit-Housing Act. But also the Housing Improvement Act was established when Austria's economic condition was significantly weaker than that of most other Western European countries. Ironically, this may have contributed to avoid problems achieved elsewhere, as there was less immediate economic pressure from different market forces. Economically weak times can therefore be used to concentrate on priority ("first aid") programmes and independently work out own strategies for a sustainable development based on a careful study of the specific situation. Vienna's way to a leading role in urban renewal policies proves that to take that road it is well worth the effort.

Although in Vienna a large amount of public monies has been invested in urban renewal, the model can also be applied in situations where less money is available. Vienna has often undertaken consultancy work in this context for communities in Eastern Europe. Close contacts have been established between Vienna and the cities of Budapest and Bratislava, just to name two. The experience gained is applicable to other urban areas where redevelopment measures are being planned.

### 6.2.3 Neighbourhood-based social policy measures and projects

#### Empowerment Schöpfwerk Vienna<sup>22</sup>

This includes a bundle of sub-measures including neighbourhood-centered network programmes, cultural programmes and measures oriented towards the improvement of the image of a deprived neighbourhood by media. Schoepfwerk is the name for a 20 year old housing estate, which forms part of the Viennese social housing programme. Schoepfwerk is situated at the outskirts of the City of Vienna. It is the home for about 5,000 inhabitants, most of them with low incomes. Only four years before the project started most of them lived in a constant threat of not being able anymore to afford their flat or that "Schoepfwerk" would turn into a social "ghetto". **"Empowerment Schoepfwerk" is a project developed with residents to find ways for immediate improvement of their quality of life. In the course of the project, the persons concerned learned to take their own initiative.** They were supported in finding solutions to their problems through educational measures, contacts with experts and decision makers at the political level, as well as assurance of necessary resources (e.g. premises, consulting, contacts with the media, etc.) which empowered them to become active on their own.

Implementing organisation: Stadtteilzentrum Bassena  
 Location and extension: Am Schoepfwerk 29/14, A-1120 Vienna  
 Email: stadtteilzentrum@bassena.at  
 Contact: Renate Schnee, Tel.: +43/1/667 94 80

#### *Description of the project*

---

<sup>22</sup> UN-Habitat, Best Practices Programm, Renate Schnee.

The project started in 1995 and is still ongoing. During a residents survey carried out in 1995, main problem areas were identified and then discussed in initiative groups consisting of residents, experts, decision makers at the political and the administrative level, as well as a representative from the project steering group.

Concrete tasks were defined:

- transferring competencies from administration to residents, downsizing of democracy
- overcoming residents' passivity and frustration, residents assume responsibility
- improving the estate's image.

The initiative groups used several of the following methods to achieve their goals: moderation, mediation, interviews with experts, media, group work, campaigns, supervision, documentation, etc. Residents were put in charge of solving their problems with the help of educational measures, contacts with experts and decision makers at the political level, and were supported in finding necessary resources (e.g. premises, consulting, media contacts, etc.) all of which empowered them to become active on their own.

Most of the work was done by the residents who worked on a voluntary basis. These honorary activities were compensated by free attendance of advanced training courses, amongst others. Their commitment was supported by two social workers from the district centre "Bassena". The centre is financed with regular funds from the City's youth centre association, it was established several years ago for the purpose of developing socio-cultural work in the district. Decision makers at the political and the administrative level have contributed to "Empowerment Schoepfwerk" during regular office hours.

Major challenges from the outset were to overcome the negative image of this housing estate, to meet the passivity and frustration experienced by residents and to counteract the reluctance of the administration to relinquish power and responsibility. In the course of several years, initiative groups including representatives from all parties involved prepared and implemented solutions and concrete projects. As a result, living costs for all of the 1,700 households resident in the Schoepfwerk were markedly lowered. Costs for bulk waste removal were reduced from US\$ 112,045 to US\$ 17,507 annually. Residents' initial passivity also took a turn for the better. In 1995, tenants only had one representative, this year (2000), a total of 23 women and men a working on a voluntary basis to bring fellow residents' concerns to the attention of property management. Communication on the estate has become more constructive. Residents broadcast their own radio programme and publish their own paper (circulation 2,200 copies) in co-operation with community workers in their district centre. The cultural climate is also flourishing. In the summer of 1999, amateur artists from the Schoepfwerk produced 15 open-air performances on the estate. Neighbourhood support was organised. A local exchange trading system was established which more than 30 households are members of. The empowerment initiative continues with all of its projects well under way and is proving to be ever more successful.

The project "Empowerment Schoepfwerk" triggered a number of smaller projects developed with the participation of residents who are visibly and substantially involved in sustaining these irreversible processes.

Tenants' representation: municipal property management encourages tenants' representation and provides for it in its statutes. Statutes alone, however, are not enough to convince residents to take their interests into their own hands. "Empowerment Schoepfwerk", with its support and counselling (workshop for tenants representatives) provided the necessary impetus to increase the number of tenants' representatives from 4 in 1995 to 23 in 1999.

The safety concept has shown that clear and open design of public spaces does more to raise people's sense of safety and is also more cost-efficient than additional fences or surveillance systems. Women are encouraged to spend more time outdoors in the evenings and the overall image of the estate was improved considerably. As a positive side-

effect, vandalism has decreased as have the costs for subsequent cleaning and repair work. All of the proposed measures will be implemented step by step during the renovation works.

All the tenants representatives are currently involved in asserting residents' claims for incorrectly charged overheads (bulk waste removal) at court and with conciliation boards. Overheads, which due to tenants commitment and monitoring have been reduced by up US\$ 210 per family annually, will be kept this low and possibly drop even further. Tenants representatives' tasks include picking up on savings potentials, calculating the most economical overheads and repair costs and exchanging information at regular meetings. The Executive City Councillor for Housing Construction involved in the Empowerment project has expressed his support for citizen participation for the renovation of the 1,700 apartments about to be undertaken. Staff of several municipal departments are working together with residents to prepare solutions with the funds available.

Radio Schoepfwerk was launched three years ago as an experiment and has since established itself as a citizens radio. Continued broadcasting is made possible by the ORF (Austrian Broadcasting Company).

The "Polit-Stammtisch", a round of regulars who come together four to six times a year at the Bassena, was borne several years ago to foster a culture of dialogue. Politicians from all of the five parties represented in the district meet with residents to discuss their issues and concerns. The five otherwise competing parties work together to submit residents' requests and application to the district and city councils:

1) **People concerned are experts at solving their own problems.** Once professional decision makers at the political and the administrative level have realized this they will understand that their role is not to solve other people's problems from above but to participate in the learning process. This will create an atmosphere of mutual understanding and acceptance and a sense of wonder. Prejudices and class differences will give way to impartial perception of social and individual backgrounds and the developments people have undergone on both sides, that of the people concerned and of decision makers at the political and the administrative level.

2) Active participation of everyone affected by a particular problem will lead to **sustainable problem solving processes and joint implementation.** People directly affected are only motivated to become active if their concerns are paid attention to. Social learning processes are triggered that will bring about positive results in dealing with conflicts and crisis situations.

3) **Empowerment is process-oriented which means that every situation requires its own approach.** Synergy effects need to be recognized and goals must be adapted continuously. A mediating body at the scene of action, equipped with the resources necessary to support initiated processes, assists in dealing with conflicts and problem situations effectively.

4) Open-end goals: **Strategic goals formulated to reflect the interest of people concerned are considered binding guidelines.** It is impossible to predict how empowerment will develop and what substance is gathered in the process. Open ends must be provided for so that goals can be implemented at the operational level. Thus, actors on both sides are given a chance to contribute their own creativity and their problem solving competencies, and to take responsibility.

5) Discussions between local and external **experts specialising in women's interests** can help to promote women's concerns, e.g. with regard to design of public spaces and redesign of "spaces of fear". They also facilitate decision-making processes and consensus.

Of course, there are cases where both politicians and the administration refuse to cooperate. This is where diplomacy and soft pressure are called for, a brinkmanship which is

not always successful as the process has shown. However, the biggest mistake would be to act offended and beat a retreat. In those cases one goes back to the start.

### ***Measuring the success of the initiative***

1) Vienna's "Science Shop" encouraged a number of theses and dissertations on various aspects of the project "Empowerment Schoepfwerk", such as media, democracy awareness, empowerment, communication patterns, exchange circle, etc.

2) A social scientist was engaged to give scientific assistance and to assess the project. Living costs for all of the 1,700 households resident in the Schoepfwerk were markedly lowered. Costs for bulk waste removal were reduced from US\$ 112,045 to US\$ 17,507 annually.

Residents' initial passivity took a turn for the better. In 1995, tenants only had one representative, this year (2000), a total of 23 women and men were working on a voluntary basis to bring fellow residents' concerns to the attention of property management.

Communication on the estate has improved. More than 20 residents of all generation are currently working either with the paper "Schoepfwerkschimmel" or the estate's own radio station. 74.5% of the residents read the paper, 8% listen to the radio station. More than one quarter of residents talk about what they read in the paper or hear on the radio. As a result of these activities communication between residents and the administration (see safety concept) has also improved.

The cultural climate is flourishing. In the summer of 1999, talented residents from the Schoepfwerk organised 15 open air events (concerts, readings, other performances) on the estate with funds from the district festival budget.

Neighbourhood support was initiated. A local exchange trading system was established with more than 30 households exchanging help for 100 "ladles" per hour. The "100 ladle" exchange circle is linked with other similar circles established in other parts of Vienna and offers a wide range of exchange goods and services. The economic cycle is kept running through the initiative of the exchange partners.

The project "Empowerment Schoepfwerk" has been frequently reported on by the "Bassena". Social workers, architects, planners, politicians as well as residents of similar housing estates throughout the German-speaking area have shown a keen interest in the developments. Interested professionals from all areas of people-oriented work in Vienna were invited to participate in an exchange of experiences, a so-called "networking breakfast" which is held every six weeks at different locations throughout the city. The purpose of this institution is to establish a city-wide community work network. Both staff members from "Bassena" now teach at different training locations for social workers to pass on their experiences to future community workers. The "Bassena" itself has become a "tourist" centre for social workers. Excursions are organised to the Schoepfwerk. Very often residents themselves speak about and explain their project to the visitors. Social workers in training participate in various programmes at the "Bassena". Currently, six students are doing a practical semester on community work there. The model for saving waste removal costs has already been adopted by three large Viennese housing estates, a fourth one is about to follow.

## **7 Highlights and Failures: Learning for CLIP (ca. 3 pages)**

**Vienna is an excellent example of a European city which has a long tradition of pursuing a policy of social equality.** The city makes a lot of efforts in developing measures aimed at reducing social disparities and segregation to the extent permitted by the scope of competence of the city and the actual financial situation. In Vienna as in many other

European cities there was a shift from government to governance during recent decades. The City Council established more open planning procedures and new participation processes. Competences were removed from the local municipal government and shifted to public-private partnerships and private agencies but the city did not give up its traditional aim to balance social inequalities.

Despite the municipalities' efforts and a continuous rise in economic prosperity of the city as whole, there are still spatial patterns visible revealing more dynamic and less dynamic parts of the city. Though in the Viennese case it cannot be spoken about deprived areas which would be comparable to socially marginalized quarters in other European cities (e.g. in British or French metropolises) there are neighbourhoods in the working class districts which need urban intervention. Though the urban planners have an adequate set of instruments for influencing negative developments this is only possible to a certain extent. Important policy areas such as employment and education, housing and social policy are supported by appropriate measures of the municipality. The level of education of the native as well as of the migrant population, which is an important indicator of social structure and upward social mobility, is still on the rise in Vienna, though there are marked differences between the working-class districts and districts of the "bourgeoisie".

**The City of Vienna's Social democratic integration policies since the beginning of the 1990ies have been aimed at achieving equal rights and chances for immigrants in all spheres of social and economic, cultural and political life of the local population.** Thus a comprehensive set of measures were implemented to ample support of voluntary and affordable language courses, labour market integration, information and support in the sphere of housing and conflict mediation at the regional level for all groups of the migrant population.

**An important step in Vienna's municipal integration policy was done when the Vienna Integration Fund** was founded in 1992 as a lobby for the interests of immigrants which gave expertise and consultation to the Vienna City government in migration issues, in 1996 when the City Councillor for Integration Affairs was established and in July 2004 when the MD no. 17 – integration and diversity affairs was established with the task to assist and promote diversity mainstreaming and management processes within the city administration.

A further and more recently (1999) founded institution in integration affairs, but concerning housing only marginally, is the **"Vienna Integration Conference"** – a platform of more than 160 immigrant associations in the field of integration and antidiscrimination. It is a **body to reshape and strengthen the cooperation among NGOs as well as the dialogue with the city of Vienna.** Within the process of re-structuring Vienna's integration policies new "Association Vienna Integration Conference – Office For Networking" was established as an independent association in 2004. **As a model of self-organisation of immigrants it works as a "pressure group" in order to lobby for immigrant issues and raise intercultural awareness and sensibility. It stresses equal rights and chances for immigrants in all spheres of life, especially the labour market, and fight and measures against social exclusion and poverty etc. and discrimination in the housing market.**

**It is very important to note that the integration policies in Vienna have always been substantially differing from federal integration policies of the Austrian government. As a whole the Policies of the City of Vienna were much more migrant-friendly than that of the Austrian Ministry of the Interior or those of some other bigger metropolises in Austria.**

The Vienna City Government was a pioneer in changing **its integration policy towards the diversity approach emphasising the growing diversity of the Viennese population.** Controlled immigration and the socio-cultural diversity of the Viennese population have increasingly been regarded and depicted as a strength and a highly-estimated cultural and economic resource of the city.

**Considering the topic of housing the segment of subsidised and non-profit housing is playing a major role in Vienna. The municipality is the owner of about 220,000 rental apartments, thus having a unique position as Austria's and even Europe's biggest landlord. Still, in recent years, when everywhere in Europe social**

**housing was reduced the major part of new social housing in Vienna has been carried out by non-profit housing associations under varying legal conditions.**

**Of course some segregation of the residential migrant population is existing in Vienna but up to now this was no problem of a greater dimension.** It must be emphasized that those neighbourhoods are not caused by a bad local environment or a lack of infrastructure. Public transport for example is no problem in most of the migrant neighbourhoods. The city set measures **like new recreational areas, the stabilization of commercial streets, the preservation of small retail businesses and campaigns for image improvement to increase the quality of life for all inhabitants of those neighbourhoods.**

There is some duality of working-class districts and districts of the better-off population and patterns of residential segregation of the immigrant population are existing. But contrary to many other European metropolises **strong segregated housing areas or districts are unknown.** Segregation usually can be found on a block or a house level in particular in the building stock of the Founder's Period in the working-class districts. This spatially **small-scale segregation** is determined by economical and social factors.

The fact that public housing was only recently (2006) opened for migrants and is also bound to income limits and social neediness is responsible for some segregation patterns. The easiest access to the local housing market for migrants in Vienna was always the Founder's Period rental segment. Thus, in particular the former guest-workers from Turkey and ex-Yugoslavia are still settled in the older housing stock of the areas Gürtel-West and Gürtel-South.

**Social housing has a long tradition in Vienna and is in fact an important part of the city's identity. There are no essential differences between general housing policies and those for immigrants, since the subject of housing is considered an essential part of social policies where the central aim is to achieve equal rights and chances for all inhabitants regardless of ethnic origin and social class.** In Vienna housing is understood as a part of a social-oriented city planning. The city has installed an infrastructure commission to define in detail the conditions for subsidized housing projects. Thus, new housing projects form a part of an existing area and help to overcome infrastructure deficiencies, such as in schools, health institutions, etc. Public means of transport are seen as equally important. There is a very good underground net in the working-class districts too. In recent years, the major part of new social housing has been carried out by non-profit housing associations under varying legal conditions.

A subject of special importance with regard to immigrants is the **aspect of living together peacefully.** In this respect a lot of efforts are undertaken by the "Gebietsbetreuungen" (area managements) to provide services to mediate conflicts in neighborhoods, in particular in the municipal housing sector where there seems to be the trend to perceive usual conflicts of daily life (such as with regard to noise, dirt etc.) in a different manner when it comes to immigrants being involved.

**Concerning the housing integration of migrants Vienna's "Wohndrehscheibe" is an example for a best practice measure of international reputation.** The aim of the project is to offer advice, guidance and care to migrants (and natives) with little income and very specific social problems in search of adequate housing. Most clients do not have Austrian citizenship. The issues are manifold, including lack of resources, as well as discrimination and racism on the part of landlords. "Wohndrehscheibe" offers a wide range of specific services as needed, from pure information on the housing market in Vienna, specific advice with housing-related issues, intensive guidance for the illiterate and individuals with mental problems or other disabilities in search of housing, to mediation in conflict situations.

**Another initiative which has an almost unique position in Europe is soft urban renewal. It is in fact one of the world's leading tenant-oriented urban renewal programmes.** This interdisciplinary challenge always required a future-orientated, strategic continuing development and reflects the possibilities for the city as an evolving system. The process of renewal takes social, economic, cultural, aesthetic and ecological demands into consideration. It is a renewal program which targets on those already living in the area considering their financial possibilities. Priority is given to social criteria instead of making

profit. Since the 1980s more than 150,000 apartments (one sixth of the total housing stock) have been renewed with public subsidies. One important aim is the improvement of urban areas without evicting the residents. Thus, soft urban renewal is efficiently counteracting trends of gentrification in the urban space.

The programme is also oriented towards the diversity of housing demands. Different social groups have different demands on the quality of housing. This fact is often neglected in renewal programmes. Thus, soft urban renewal is able to meet the tenants requirements with comparatively modest means. For some tenants (migrants as well as natives) the level of aspiration concerning housing quality is modest. For them it is not so important to achieve the standard of quality that new dwellings would offer.

**The soft renewal strategies are extremely innovative in concentrating on small-scale and low-standard renewal schemes giving new hope and pride to deteriorating areas.** During the programme significant improvements could already be reached by a step to step approach following a careful survey of the existing problems, and promoting the potential of self-help activities among the local population. The measures had also positive economic outcomes in strengthening local (ethnic) business and providing new job opportunities in renovated areas.

The renewal activities consist of a broad range of measures considering also such problems as unemployment, criminality, personal feelings of security, ethnic conflicts, the use of open green spaces, etc. The interdisciplinary approach and the decentralisation of decisions is appropriate to the variety of existing problems of the neighbourhood which are renewed. Soft renewal also implies professional support for vulnerable groups with or without migration background.

**A further brilliant example of a best-practice measure can be found in the initiative "Empowerment Schoepfwerk"**, which is a project developed with residents to find ways for the immediate improvement of their quality of life. As an important outcome of the project, the local tenants learned to take their own initiatives for improving their physical surrounding and their life situation. The project is a good example for the transfer of competencies from the municipal administration to the local residents. It has to be evaluated very positively because it helps to downsize democratic decision processes. Though it was often difficult to overcome the residents' passivity and frustration, the project succeeded in an sustainable activating of the tenants and assuming some responsibility for the improving of their estate's image.

Last, but not least the **integrative housing projects** must be considered: Though these projects have only a modest influence on existing patterns of segregation they are a first step on the way to some mixing of the autochthonous and the migrant population in districts with low proportions of foreign residents.

## **BIBLIOGRAPHY**

Austrian Forum for Migration Studies (OeFM). Statistics on Austria's foreign population as well as links to other migration-related institutions (<http://www.oefm.org/findit.html>).

Bauboek, Rainer, 1999. "Immigration Control without Integration Policy: An Austrian Dilemma", in: Grete Brochmann, Tomas Hammar (eds), "Mechanisms of Immigration Control. A Comparative Analysis of European Regulation Policies," Oxford, New York: Berg.

Heiss, Gernot & Oliver Rathkolb (eds), 1995. "Asylland wider Willen. Flüchtlinge in Österreich im europäischen Kontext seit 1914" (Country of Asylum against Will. Refugees in Austria in the European Context since 1914), Vienna: J&V, Edition Wien, Dachs Verlag: 122–139.

Heinz Faßmann, Josef Kohlbacher & Ursula Reeger (eds), 2002. Zuwanderung und Segregation. Europäische Metropolen im Vergleich. Klagenfurt.

Fassmann, Heinz & Rainer Muenz, 1995. Einwanderungsland Oesterreich- Historische Migrationsmuster, aktuelle Trends und politische Massnahmen" (Immigration Country Austria- Historical migration patterns, current trends and political measures), Vienna: Jugend & Volk.

Fassmann, Heinz & Irene Stacher (eds), 2003. Österreichischer Migrations- und Integrationsbericht. Klagenfurt/Celovec.

Förster, Wolfgang, 2002, 80 years of social housing in Vienna, In: Förster, Wolfgang, Social Housing - Innovative Architecture, Harry Seidler: Neue Donau Housing Estate. Munich: Prestel

Förster, Wolfgang, 2004, Urban Renewal - The Viennese Way, In: Robert Sterk & Harald Eisenberger, Vienna's Gentle Renewal. Wien: Brandstätte

Kohlbacher, Josef & Ursula Reeger, 2003, Die Wohnsituation von AusländerInnen in Österreich, Fassmann, Heinz & Stacher, Irene (eds), 2003, Österreichischer Migrations- und Integrationsbericht. Klagenfurt/Celovec (<http://www.wien.gv.at/stadtentwicklung/wohnenintegration/index.htm#politik>).

Kohlbacher, Josef & Ursula Reeger, 2003. Ethnische Segregation aus der Perspektive der Migranten. In: Heinz Fassmann, Josef Kohlbacher & Ursula Reeger (ed): Zuwanderung und Segregation. Europäische Metropolen im Vergleich. Band 7 der Publikationsreihe des Bundesministeriums für Bildung, Wissenschaft und Kultur zum Forschungsschwerpunkt Fremdenfeindlichkeit, Klagenfurt/Celovec.

Kohlbacher, Josef & Dieter Schwab, 2002. Ausländer auf dem Wiener Wohnungsmarkt – Strukturen, Probleme und aktuelle Entwicklungen, in Heinz Fassmann, Josef Kohlbacher & Ursula Reeger (eds), Zuwanderung und Segregation. Europäische Metropolen im Vergleich. Klagenfurt.

Kraler, Albert & Irene Stacher, 2002. "Migration Dynamics in Austria: Patterns and Policies in the 19th and 20th century", in: Historische Sozialkunde. Geschichte-Fachdidaktik-Politische Bildung", Special Issue 2002, International Migration:51-65.

Michael Jandl & Albert Kraler. Austria: A Country of Immigration? International Centre for Migration Policy Development ([http://209.85.135.104/search?q=cache:le3un3FM204J:www.oeaw.ac.at/kmi/Bilder/Graue%2520Literatur/Jandl\\_Kraler.pdf+Jandl+Kraler+country+of+immigration&hl=de&ct=clnk&cd=1&gl=at](http://209.85.135.104/search?q=cache:le3un3FM204J:www.oeaw.ac.at/kmi/Bilder/Graue%2520Literatur/Jandl_Kraler.pdf+Jandl+Kraler+country+of+immigration&hl=de&ct=clnk&cd=1&gl=at)).

Organization for Economic Cooperation and Development Continuous Reporting System on Migration (SOPEMI) (ed). *Trends in International Migration* (various editions). Paris: OECD Publications.

Veysel Oezcan, no year. Austria Adopts More Restrictive Asylum Law. Humboldt University Berlin (<http://www.migrationinformation.org/Feature/display.cfm?ID=189>).

## **OTHER SOURCES**

### **General structure of the city**

[http://www.wien-konkret.at/uploads/pics/bezirksplangr\\_n.2jpg\\_01.jpg](http://www.wien-konkret.at/uploads/pics/bezirksplangr_n.2jpg_01.jpg) (the 23 districts in Vienna)

<http://www.wien.gv.at/statistik/daten/pdf/bev-uebersicht.pdf> (summary demographic structure, 2003, 2004, 2005)

<http://www.wien.gv.at/statistik/daten/grafik/wohnbevoelkerung.gif> (population by age, marital status and sex, 1951, 1971, 2001)

<http://www.wien.gv.at/statistik/daten/pdf/bev-alter-staat.pdf> (population by age and citizenship 2001-2005)

<http://www.wien.gv.at/statistik/daten/pdf/ausland-staatsb.pdf> (Non-Austrians by citizenship 2001-2005)

<http://www.statistik.at/blickgem/vz7/g90001.pdf> (census 2001, demographic structure, Statistik Austria)

<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/ewdicht01.gif> (graphic population density 2001)

(3)

<http://www.wien.gv.at/statistik/daten/pdf/vz2001berufstaetige.pdf> (socioeconomic status 2001)

<http://www.statistik.at/blickgem/vz4/g90001.pdf> (types of households and families)

<http://www.wien.gv.at/statistik/daten/grafik/bevoelkerung.gif> (births, deaths and marriages 1999-2004)

[http://www.statistik.at/neuerscheinungen/download/2006/familie\\_haushalt2005\\_www.pdf](http://www.statistik.at/neuerscheinungen/download/2006/familie_haushalt2005_www.pdf) (households, specific informations Austria and States, summary and different tables)

[http://www.stat.at/fachbereich\\_03/haushalt\\_grafik.shtml](http://www.stat.at/fachbereich_03/haushalt_grafik.shtml) (number of average children 2005, Austria and States and Erwerbstätigkeitsquoten Austria)

<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/0601.gif> (graph households with 1 person, 2001)  
<http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf> (Urban Development Plan, Vienna 2005)  
<http://www.wien.gv.at/statistik/daten/pdf/vz2001lebensunterhalt-bezirk.pdf> (lifelhood by districts, 2001)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/amszgb2.gif> (graphic unemployment in Vienna 2001)  
<http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf> (Urban Development Plan Vienna 2005, see p. 19-22)  
<http://www.wien.gv.at/statistik/daten/pdf/einkommen.pdf> (income employees and retirees 2004 by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/vz2001haushalte.pdf> (households and average size 2001 by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/bev-ausbildung-bezirk.pdf> (education 2001 by districts)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/amszgb2.gif> (graphic unemployment 2000)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/stepaus01.gif> (graphic foreign residents 2001)  
<http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf> (Urban Development Plan Vienna 2005, see p. 35-43)  
<http://www.wien.gv.at/statistik/pdf/wirtschaftsstandort.pdf> (Business Location Vienna in Figures. 2006. City of Vienna Statistics Newsletter. Vol. 1/2006. German and English. Some topics: economic growth, GDB, business start-ups 1995-2005, employment and unemployment 1998-2005, employees in different sectors, purchasing power and inflation rate, education, different comparisons)  
<http://www.wien.gv.at/statistik/daten/pdf/unselbst-w-oe.pdf> (employees in Vienna and Austria 1980 to Sept. 2006)  
<http://www.wien.gv.at/statistik/daten/grafik/vz-erwerbsquoten-gr.gif> (labour-force participation rate)  
<http://www.wien.gv.at/statistik/daten/pdf/arbeitsstaetten.pdf> (businesses and employees by districts 1991 and 2001)  
<http://www.wien.gv.at/statistik/daten/pdf/berufspendler2001.pdf> (commuters by districts 2001)  
[http://www.ots.at/presseaussendung.php?schluessel=OTS\\_20050121\\_OT0121](http://www.ots.at/presseaussendung.php?schluessel=OTS_20050121_OT0121) (purchasing power in Austria: Article from KMU, Austrian Institute for SME Research, 21.5.2005)  
<http://www.wien.gv.at/english/> (Website of Vienna, English)  
<http://www.wien.gv.at/international/pdf/zahlen.pdf> (Business Location Vienna in Figures 2005)  
<http://www.wien.gv.at/english/business/hightech.htm> (High Tech in Vienna, Links)  
<http://www.wien.gv.at/statistik/daten/pdf/beschaefigte-arbeitslose-wirtschaft.pdf> (employees and unemployed persons by sectors 2001-2005)  
<http://www.wien.gv.at/statistik/daten/pdf/unselbst-ausland.pdf> (employed migrants since 1995 by branches of trade)  
[http://oi000004.host.inode.at/jb/tab\\_03.html](http://oi000004.host.inode.at/jb/tab_03.html) (AMS, unemployment 2003, 2004, 2005 by States and sex and share of non-Austrians)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/2301.gif> (graphic jobs in Vienna 1981-1991)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/2401.gif> (graphic employees by sectors 1991)

## **History of municipal migration and composition of the migrant population**

<http://www.wien.gv.at/statistik/daten/pdf/bev-alter-staat.pdf> (inhabitants by age and citizenship 2001-2005)  
<http://www.wien.gv.at/statistik/daten/pdf/bevbew-uebersicht.pdf> (immigration and emigration 1991-2005, Austrian and foreign persons)  
<http://www.wien.gv.at/statistik/daten/pdf/ausland-staatsb.pdf> (foreign inhabitants 2001-2005 by citizenship)  
[http://www.esiweb.org/pdf/esi\\_turkey\\_austriadebate\\_12.pdf](http://www.esiweb.org/pdf/esi_turkey_austriadebate_12.pdf) (Migrants in Vienna 2002, Wiener Integrationsfonds, Christiane Hintermann and Karin König)

## Municipal integration policy

<http://www.integration.gv.at>

Geschäftseinteilung MA 17

<http://www.wien.gv.at/recht/landesrecht-wien/rechtsvorschriften/html/v0012600.htm>

"Vielfalt fördern, Zusammenhalt stärken", article by Ursula Struppe, in Bendl Regine/Hanappi-Egger, Edeltraud/Hofmann Roswitha (2006): Agenda Diversität: Gender- und Diversitätsmanagement in Wissenschaft und Praxis, Rainer Hampp Verlag, München und Mering. ISBN 3-86618-062-4  
STRAT 2004 - Kapitel 5.1 City of equal rights irrespective of gender, living together and diversity  
5.1.3 Development of a sustainable policy of diversity, p. 152ff

<http://www.wien.gv.at/stadtentwicklung/strategieplan/index.htm>

Europaforum Wien, Migration & Integration, Internationale Vergleiche – Europäische Perspektiven, 2002

[http://www.europaforum.or.at/project.php?PROJECT\\_ID=58](http://www.europaforum.or.at/project.php?PROJECT_ID=58)

Nationaler Kontaktpunkt (Nationaler Kontaktpunkt Österreich im Europäischen Migrationsnetzwerk) 2005: Integrationspraktiken in Österreich. Eine Landkarte über Integrationspraktiken und – philosophien von Bund, Ländern und Sozialpartnern. Wien (IOM Wien).

[http://www.emn.at/modules/typetool/pnincludes/uploads/Integrationsbericht\\_Juni%202005\\_web.pdf](http://www.emn.at/modules/typetool/pnincludes/uploads/Integrationsbericht_Juni%202005_web.pdf)

Current Immigration Debates in Europe: A Publication of the European Migration Dialogue, Jan Niessen, Yongmi Schibel and Cressida Thompson, report on Austria: Karin König, Bernhard Perchinig, 2005 (<http://www.migpolgroup.com/infopages/3000.html>)

## Inter-city cooperations

<http://www.wien.gv.at/international/pdf/review2004.pdf>

<http://www.wien.gv.at/international/pdf/review2005.pdf>

Older reviews and Newsletters: <http://www.wien.gv.at/international/publikationen/index.html>

<https://wien.gv.at/euf/internet/AdvPrSrv.asp?Layout=pFoerderbereiche&Type=R&BEREICHID=18&BEZEICHNUNG=Umwelt> (list of EU projects)

<http://www.ziel2wien.at/> (Interactive City Portal Vienna for EU projects, MA27)

<http://www.wien.gv.at/index/europa.htm>

<http://www.wien.gv.at/integration/> (Website MA17)

<http://www.wien.gv.at/integration/pdf/broschuere-ma17.pdf> (Information about the MA17, function and projects)

<http://www.wien.gv.at/integration/integrationwien/gender.html> (Gender and Migration, International Conference)

<http://www.wien.gv.at/integration/integrationwien/index.html> (stadt.migration.integration, summary German and english)

<http://www.oeaw.ac.at/kmi/> (list of activities, links to detailed information and working papers.

<https://www.magwien.gv.at/euf/internet/AdvPrSrv.asp?Layout=psProjekt&Type=K&PROJEKTID=2122> (advice in habitation legislation for migrants 1997-1999, URBAN Wien Gürtel Plus, Club International)

## Housing stock and housing market in general

<http://www.wien.gv.at/english/housing/typen.htm> (types of housing in Vienna)

<http://www.wien.gv.at/english/housing/promotion/pdf/housingpolicies.pdf> (housingpolicies in Vienna)

<http://aeiou.iicm.tugraz.at/aeiou.encyclop.w/w876453.htm> (Fassmann 1994); VO Prof. Matznetter "Wohnungswesen und Wohnungspolitik" SS 2005.

SYNTHESIS Forschungsberichte

<http://www.wohnbauforschung.at/>

<http://www.statistik.at/blickgem/gwz1/g90001.pdf> (buildings and accomodation 2001)

<http://www.wien.gv.at/statistik/daten/pdf/mietbeihilfen.pdf> (financial aid for tenants 2001-2005)

<http://www.wohnservice-wien.at/> (Housing Service Vienna: information, advice, available accomodation: home ownerships, privately rented housing and housing associations)

<http://www.wien.gv.at/wienerwohnen/> (public housing: advice for tenants)

<http://www.wien.spoe.at/online/page.php?P=11053> (Article of our burgomaster about student accomodation, 19.7.2006)

Fassmann, Heinz/Münz, Rainer (1998): Haushaltsentwicklung und Wohnungsbedarf in Österreich 1996 – 2021, in: Schriftenreihe Nr. 139 der Österreichischen Raumordnungskonferenz, (ÖROK), Wien 1998

<http://www.wien.gv.at/statistik/daten/pdf/gebaeude-eigentum.pdf> (housing 1971-2001 by districts)

<http://www.gbv.at/> (list of housing associations by States: select Wien)  
<http://www.wien.gv.at/statistik/daten/grafik/rechtsverhaeltnis.gif> (graphic: housing segments by legal relationship 2001)  
<http://www.wien.gv.at/statistik/daten/pdf/wohnung-gross.pdf> (housing segments by legal relationship and living area 2001)  
<http://www.wohnfonds.wien.at/> (Homepage Wohnfonds Wien: responsible for projects/urban renewal like rehabilitation of accommodation)  
<http://www.wien.gv.at/statistik/daten/pdf/gebaeude-stadt.pdf> (buildings of the city 2001-2005 and by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/baukostenindex.pdf> (index of building costs 2005)  
<http://www.wien.gv.at/statistik/daten/pdf/gebaeudewohnungen.pdf> (buildings in Vienna 1951-2001 by districts and changes)  
<http://www.wien.gv.at/statistik/daten/pdf/grundeigentum.pdf> (estate owned by the city 2001-2005 by districts)  
[http://www.wohnen-interieur.at/apa\\_show.html?ap=wwi.OTS0076-20060306](http://www.wohnen-interieur.at/apa_show.html?ap=wwi.OTS0076-20060306) (Article APA (Austrian Press Agency OTS0076) 2006-03-06 about housing prices 2006 in Vienna)  
<http://www.iswb.at/forschung/pdf/Marktsegmente%20und%20Leerstaende.PDF> ("Marktsegmente und Leerstände" Wolfgang Amann 1999)  
[http://www.fgw.at/publikationen/pdf/04/2004-1\\_Lugger.pdf](http://www.fgw.at/publikationen/pdf/04/2004-1_Lugger.pdf) (historical changes in habitation law, Klaus Lugger, FGW, 2004)  
<http://www.wien.gv.at/statistik/daten/pdf/mietbeihilfen.pdf>  
<http://www.wien.gv.at/english/housing/service.htm> (Housing Related Service Points in Vienna  
<http://www.wien.gv.at/stadtentwicklung/wohnenintegration/index.htm> (Wohnen und Integration in europäischen Großstädten - Integrationspolitik am Wohnungssektor, MA18, housing market of residents with migration background)  
 EUMC RAXEN network <http://www.univie.ac.at/bim/php/focalpoint/index.php?V1=4>  
 2003 RAXEN Berichte und Studien: National Report on Housing Chapter 3.1.4 Housing costs

### **City owned-housing**

<http://www.wien.gv.at/statistik/daten/pdf/gebaeude-eigentum.pdf> (housing 1971-2001 by districts)  
<http://www.gbv.at/> (list of housing associations by States: select Wien)  
<http://www.wien.gv.at/statistik/daten/grafik/rechtsverhaeltnis.gif> (graphic: housing segments by legal relationship 2001)  
<http://www.wien.gv.at/statistik/daten/pdf/wohnung-gross.pdf> (housing segments by legal relationship and living area 2001)  
<http://www.wohnfonds.wien.at/> (Homepage Wohnfonds Wien: responsible for projects/urban renewal like rehabilitation of accommodation)  
<http://www.wien.gv.at/statistik/daten/pdf/gebaeude-stadt.pdf> (buildings of the city 2001-2005 and by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/baukostenindex.pdf> (index of building costs 2005)  
<http://www.wien.gv.at/statistik/daten/pdf/gebaeudewohnungen.pdf> (buildings in Vienna 1951-2001 by districts and changes)  
<http://www.wien.gv.at/statistik/daten/pdf/grundeigentum.pdf> (estate owned by the city 2001-2005 by districts)

### **Housing situation of residents with migration background**

<http://www.wien.gv.at/stadtentwicklung/step/publikationen.htm> (STEP05, detailed graphics in the long version: not free available; order: <http://www.wien.gv.at/stadtentwicklung/07/03/01.htm>)  
<http://www.wien.gv.at/statistik/daten/pdf/bev-ausbildung-bezirk.pdf> (education 2001 by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/ausland-bezirk.pdf> (residents' citizenship by districts 2001-2005)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/stepaus01.gif> (graphic: spatial concentration of Non-Austrians 2001)  
 Sources: <http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/0701.gif> (Nutzfläche je Wohnung 1991)  
<http://www.statistik.at/blickgem/gemList.do?bdl=9> (Statistik Austria: districts of Vienna, go to "Wohnbevölkerung und Bürgerzahl" of each district to see the density ("Dichte") 2001)

<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/ewdicht01.gif> (graphic density 2001)  
[www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf](http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf) (Urban Development Plan Vienna 2005, short version, english, e.g. page 41)  
[http://www.statistik.at/gz/gwz\\_wien.pdf](http://www.statistik.at/gz/gwz_wien.pdf) (see "Durchschnittliche Nutzfläche nach Ausstattungskategorie" average flat by districts and Categories 2001)  
<http://www.statistik.at/cgi-bin/presstext.pl?INDEX=2006012558> (Article Statistik Austria: housing situation of migrants, 2006-07-17, incl. graphics)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/ewdicht01.gif> (graphic density 2001)  
<http://www.wien.gv.at/stadtentwicklung/step/pdf/step05kurz-en.pdf> (Urban Development Plan Vienna 2005, short version, english, page 62 and 68)  
[http://www.bmi.gv.at/downloadarea/krimstat/2006/Kriminalstatistik\\_halfjahr06.pdf](http://www.bmi.gv.at/downloadarea/krimstat/2006/Kriminalstatistik_halfjahr06.pdf) (crime rates Austria and Vienna 1/06-6/06)  
[http://www.bmi.gv.at/downloadarea/krimstat/2005/Jahresstatistik\\_2005\\_1.pdf](http://www.bmi.gv.at/downloadarea/krimstat/2005/Jahresstatistik_2005_1.pdf) (crime rates Austria and States 2005)  
[http://www.statistik.at/neuerscheinungen/download/2006/kriminal05\\_www.pdf](http://www.statistik.at/neuerscheinungen/download/2006/kriminal05_www.pdf) (convictions by citizenship and age 1975-2005 p. 38 and 74)  
<http://www.wien.gv.at/statistik/daten/pdf/beschaefigte-arbeitslose-bezirke.pdf> (unemployed inhabitants 2005 by districts)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/amszgb2.gif> (graphic unemployment 2000)  
<http://www.wien.gv.at/statistik/daten/pdf/vz2001berufstaetige.pdf> (status of employment 2001 by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/verbrauchsausgaben.pdf> (Vienna's household's costs 1999/2000 and 2004/2005)  
<http://www.wien.gv.at/statistik/daten/grafik/verbrauchsausgaben.gif> (graphic: Vienna's household's income per month 2004/2005)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/6401.gif> (graphic usage (Realnutzung) 1997)  
<http://www.wien.gv.at/stadtentwicklung/lebeninwien/index.htm#zufriedenheit> (Survey "Leben in Wien 2003")  
<http://www.wien.gv.at/stadtentwicklung/lebeninwien/images/wohnen.jpg> (graphic "Leben in Wien 2003", wishes and suggestions)  
<http://www.wien.gv.at/statistik/daten/pdf/nieder-aerzte.pdf> (doctors and pharmacies by districts 2001-2005)  
<http://www.wien.gv.at/statistik/daten/grafik/p-aerzte.gif> (graphic doctors 2004 by districts)  
<http://www.wien.gv.at/statistik/daten/grafik/f-aerzte.gif> (graphic specific doctors 2004 by districts)  
<http://www.wien.gv.at/statistik/daten/grafik/z-aerzte.gif> (graphic dentists 2004 by districts)  
<http://www.wien.gv.at/statistik/daten/pdf/bev-ausbildung-bezirk.pdf> (education by districts 2001)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/4301.gif> (graphic primary education 1991)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/4201.gif> (graphic general qualification for university entrance 1991)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/amszgb2.gif> (graphic unemployment 2001)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/2401.gif> (graphic employees by economic sectors 1991)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/2301.gif> (graphic changes of jobs 1981-1991)  
<http://www.wien.gv.at/stadtentwicklung/lebeninwien/images/sicherheit.jpg> (graphic safety in Vienna, Study "Leben in Wien" 2003)  
<http://www.wien.gv.at/stadtentwicklung/lebeninwien/index.htm> (Study "Leben in Wien", summary)  
<http://www.bundespolizei.gv.at/wien/polizei.asp> (police in Vienna)

### **Accessibility of the housing market system for migrants**

Sources: <http://www.wien.gv.at/stadtentwicklung/05/05/01.htm> (Homepage Urban Planning of Vienna)  
<http://www.wien.gv.at/amtsheifer/wienerwohnen/gemeindewohnung.html> (public housing, preconditions)  
<http://www.wohnservice-wien.at/> (housing help)  
<http://www.wien.gv.at/index/beihilfen.htm> (benefits and assistance)

<http://www.wien.gv.at/index/finanzierung.htm> (financial advice)  
<http://www.wien.gv.at/english/administration/civilstatus/immigration/residence.html> (residence titles and documentation)  
<http://www.wien.gv.at/english/administration/civilstatus/immigration/fee.html> (fees  
About working migration: Book on the occasion of a special exposition, Museum Vienna (Wien Museum): Gastarbeiter. 40 Jahre Arbeitmigration. Hakan Gürses, Cornelia Kogoj, Sylvia Mattl (Hg.), Vienna 2004.

## **Policies managing spatial segregation**

<http://www.statistik.at/blickgem/gwz1/g90001.pdf> (forms of energy, additionally implemented structural measures 2001, Vienna)  
<http://www.wien.gv.at/wienerwohnen/kat.htm> (Municipality of Vienna = Wiener Wohnen: rents for flats by Category; go to "Ausstattungskategorie": description of the Categories)  
<http://www.wien.gv.at/statistik/daten/pdf/nutzungsarten.pdf> (area by utilization 2001 by districts)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/wohnen.htm> (Link to different graphics 1991: Categories, households with 1 person, size of living areas)  
<http://www.wien.gv.at/stadtentwicklung/guertel/wg1-gruen.htm> (green areas Gürtel West)  
<http://www.wien.gv.at/stadtentwicklung/guertel/wg1-info.htm> (information centres Gürtel West)  
<http://www.wien.gv.at/stadtentwicklung/ma18/pdf/newsletter-06-02.pdf> (einfach mehrfach, Newsletter MA18, multiple shift usage)  
<http://www.wien.gv.at/stadtentwicklung/forschung/karten/images/radweg03.gif> (green areas 2003)  
[http://www.statistik.at/gz/gwz\\_wien.pdf](http://www.statistik.at/gz/gwz_wien.pdf) (see "Ausstattungskategorie", Categories by districts 2001)  
[http://www.fh-vie.ac.at/files/workingpapers/Lechner\\_Wala\\_WP21.pdf](http://www.fh-vie.ac.at/files/workingpapers/Lechner_Wala_WP21.pdf) (Working Paper, Julia Lechner and Thomas Wala, University of Applied Science bfi Vienna: Habitation in Vienna, Example: 15<sup>th</sup> district.

## **Safety**

<http://www.wien.gv.at/integration/stadtteil.htm>