



**Training and Employment Opportunities for
Migrant Women
in the Health and Care Sector
in Germany
Challenges and Recommendations**

May 2005

Report within the Leonardo da Vinci Project
“Prequalification for Migrant Women
in the Health and Care Sector”



Education and Culture

Leonardo da Vinci

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1. Introduction

The aim of the project "Pre-qualification for migrant women in the health sector", funded by the European Union's Leonardo da Vinci Programme is to facilitate migrant women's access to training and jobs in the health and care sectors.

The project will impart the necessary intercultural and social skills such as the required language as well and specialised vocabulary skills for the successful completion of advanced training in the health and care sector.

The main contents of the training course will be:

- Introduction to the field of nursing and care
- Language and communication skills with an occupational-related focus
- Internship and coaching
- Intercultural perspective

The cooperation of a total of 21 organisations from six countries (the operative partners include 8 organisations from Austria, Bulgaria, Germany, Greece, Italy and Spain, all of them with experience in international projects) will culminate in the development of a curriculum for the pre-qualification of migrant women in the health and care sectors.

This curriculum will not only accommodate the specific requirements within training for the health and care sectors, but it will also take into consideration the legal, cultural and social difficulties faced by migrant women while incorporating their broad spectrum of experiences and expertise. The innovative character of this project emerges in the active participation of migrant women as experts within all phases of development and testing.

The starting point for the elaboration of the curriculum are national studies conducted in the respective partner countries. This report about Training and Employment Opportunities for Migrant Women in the Health and Care Sector in Germany is exploring the relevant scopes of interest for Germany, which will then be consolidated in a comparative study.

2. Demographic situation

At the end of 2001, Germany's population was approx. 82.44 million with 14.06 million people over 65 years (17.07%). 7.32 million or 8.9% of the population were foreigners (i.e. non German citizenship status) with a proportion of 5.25% or approx. 384,000 people over 65 years (Federal Statistical Office 2002a).

The demographic development in Germany is characterised by an ever increasing process of population ageing. This is due to a decline of the birth rate since the 1970s, and an increase in the average life expectancy. Since the 1970s in the former territory of the Federal Republic, the birth rate has not achieved the level of 2.10 children per 1000 women, which would be necessary to maintain the level of the population.

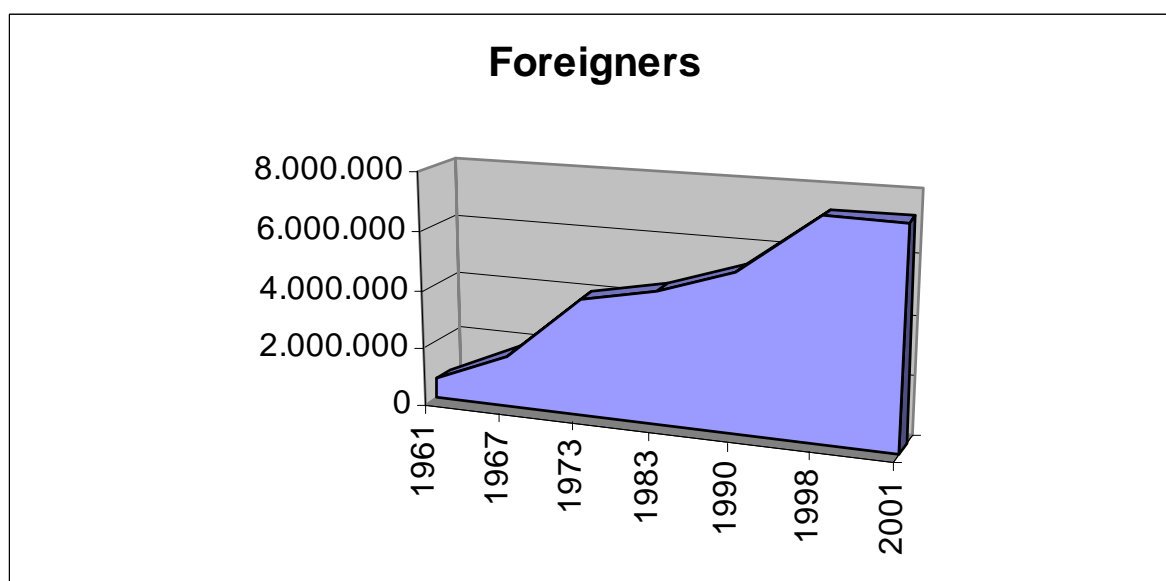
Since the beginning of the 1990s, the birth rate is just below 1.400 children per 1000 women where it is expected to remain. In the new Bundesländer the birth rate with 1.200 children per 1000 women is even lower but it has recovered during the 1990s and is estimated to reach the same level as the western part in 2010 (Federal Statistical Office 2003a).

The development of life expectancy reflects gender differentials. The life expectancy of boys is estimated to increase from 74.8 years in 1998-2000 to 81.1 years in 2050 and for girls from 80.8 to 86.6 according to the 10th coordinated population prognosis (Federal Statistical Office 2003a). Due to the gender differences in life expectancy, in 1999 two-thirds of the elderly over 75 years were women (Federal Statistical Office 2002b).

The assumed life expectancy in combination with the low birth rates is expected to result in a decline of the total population by more than 10 million by 2050, with the number and proportion of people over 65 years rising to 21.4 % in 2020 (Naegele/Walker 2002). The number of people over 80 years is assumed to rise from 3.4 million in 2000 to 5.8 million in 2020 (Kruse et al. 2003).

3. Migration

The ethnic composition in Germany is given with 91,5% German, 2,4 % Turks and other including Serbo-Croatian, Italian, Russian, Greek, Polish, Spanish with 6,1% with a net migrant rate of 3.99 migrant(s)/1,000 population (2002). The categories in which migrants come to Germany can be given: guest workers, labour migrants, asylum seekers and seasonal workers. Today about 7,3 Millions of foreigners are living in Germany – among them the biggest community Turks with 2,1 Millions.



Source: Statistisches Bundesamt

Guest workers

Migrants from several Mediterranean countries came to Germany as **guest workers** and they became an important component of the West-German society after the early 1960s.

Family reunification

With the economic crisis of 1973, in connection to the oil shocks and the general down turn of the world economy, Germany suspended the labour immigration contracts and introduced a recruitment-stop, which is valid with some exception until today. Thus the main gate of entry was not longer labour migration but the right of family reunification. Until begin of the 1980s family members of the assumed 'guest workers' continued to join them.

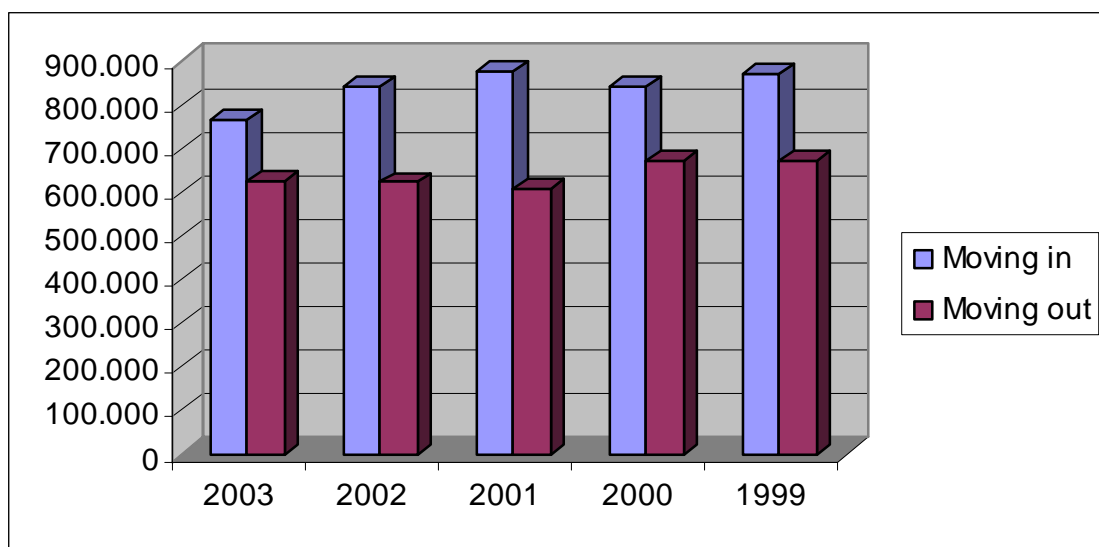
In 2003 76.077 (2002: 85.305) persons arrived under family reunification procedure. Marriage migration must be taken into consideration, too. Particularly female immigrants from third countries marry into immigrant families. From Turkey each year average 20.000 came to Germany as family

member, mostly women. The portion of migrant women in Germany increased in the course of time especially as a consequence of the family unifications of 31 % in the year 1961 on 44 % in the year 1995.

This unification process brings some problems: the newcomers have language problems, are mostly low educated and have fewer access to the labour market. They need support and assistance into the new community and culture to prevent social isolation. Muslim women among them are discriminated in many ways.

Labour Migration

Although there was no large scale labour migration to Germany since the recruitment-stop of 1973, there were several smaller programmes and exception. Already in 1990 the "Recruitment-stop Exception Policy" (Anwerbestoppausnahme-Verordnung) was adopted by the Federal Ministry of the Interior, which introduced the contract worker scheme and made possible the immigration of seasonal workers for the agriculture.



The migration flows in and out of Germany

Source: Statistisches Bundesamt

However, applicants for both these programmes have to pass the labour market test as a means to check the priority of Germans, EU-nationals or legally resident third country nationals. Only if no member of these groups is available for a position labour migration on a temporary basis is allowed.

Throughout the 1990s the contract worker scheme, introduced already in 1979, played an important role with around 50,000 labour migrants from

Eastern European countries, mainly Poland, arriving in Germany each year. The migrants have to leave the country after three years and are bound to one company. Seasonal workers are granted three month work permits for working in the areas of agriculture, vineyards, forestry, construction, tourism, restaurants and entertainment.

Asylum seeker

The next distinguished phase in Germany migration history can be described as characterised by the inflow asylum seekers and refugees. From 50.563 asylum seeker in 2003 only 1.534 are recognised (1,6%). (Migration Report 2003 by the Commissioner of the Federal Government for Migration, Refugees and Integration).

RECOGNITION RATES

6. The statuses accorded at first instance and appeal stages as an absolute number and as a percentage of total decisions

Table 4:
Source: BAFL

Statuses	2002		2003	
	Number	%	Number	%
Recognition Article 16(a), German Constitutional Law	2,379	1.83	1,534	1.6
No status awarded	78,845	60.59	63,002	67.1
Convention status Section 51(1), Aliens Law	4,130	3.17	1,602	1.7
Statutory Temporary Suspension of Deportation Section 53, Aliens Law	1,598	1.23	1,567	1.7
<i>Other decisions</i>	<i>43,176</i>	<i>33.18</i>	<i>26,180</i>	<i>27.9</i>
TOTAL	130,128	100	93,885	100

4. Foreigners Law and Immigration Law

The new Immigration Act in general

On 1 January 2005, the new Immigration Act (Zuwanderungsgesetz), entered into force. It constitutes the first comprehensive reform of the old aliens law (Ausländerrecht) into a modern immigration law.

The Immigration Act contains regulations on the entry of foreigners into Germany and their residence in the country, on possible residence purposes (including labour migration) and on termination of residence and asylum

procedure. It is made up of the Residence Act (Aufenthaltsgesetz), the Act on the General Freedom of Movement for EU Citizens (Freedom of Movement Act/EU) and amendments to additional legislation.

The regulations regarding foreigners do not apply equally to all foreigners. A fundamental distinction is made between EU citizens ("Unionsbürger") and so-called "third-country nationals" ("Drittstaatenangehörige"). EU citizens and their family members – even those who are third-country nationals – have special status under European law.

The two main types of resident permits

In order to enter and reside in Germany, non EU foreigners must have permission in the form of a residence permit. Under the old Aliens Act, there were five types of residence authorizations. Under the Immigration Act, respectively the relevant part of it, the Residence Act, there are only two types of them: The temporary (limited) residence permit (Aufenthaltserlaubnis) and the permanent (unlimited) settlement permit (Niederlassungserlaubnis).

Temporary residence permits are issued for the following purposes listed in the Residence Act:

- education or training
- employment or self-employment
- for humanitarian or political reasons, or reasons based on international law
- for family reasons

A permanent settlement permit is issued if an alien has possessed a residence permit for five years and fulfils additional requirements (secure income, no criminal record, adequate command of the German language, etc.). It carries no geographical restrictions and allows the bearer to pursue paid employment or self-employment.

The new Act also covers visas as a type of residence permit. For the first time the visa is an independent residence title, which is significant for short stays. First-time entry into the country still requires a visa for the Federal Republic (national visa). But possession of a visa now explicitly constitutes grounds for a residence entitlement. Under the previous Aliens Act this only applied to residence titles obtained in Germany following entry into the country.

The Immigration Act on Labour migration

Concerning labour migration the new Act contains new provisions, too: In replacement of the previous system of separate residence and work permits,

a residence permit also grants access to the labour market. Foreigners will therefore only have to deal with one authority. Abroad this will be the foreign missions (embassy and consulate visa offices), in Germany the aliens authorities. The labour administration is involved via an internal employment approval procedure where this is required. There are various residence permits that are issued for the purpose of taking up employment (as an employee or self-employed work). Which residence permit applies and which preconditions need to be fulfilled essentially depends on the type of intended employment. Here it is distinguished between 1) employment that does not require any professional qualifications, 2) qualified employment, 3) highly qualified employment and self-employed work.

These items in detail:

1) It is generally not possible to receive a residence permit for the purpose of taking up employment that does not require professional qualifications. These are only issued under exceptional circumstances if this has been allowed for in intergovernmental agreements or is permitted by legal ordinance.

2) In the case of specific vocations it is permitted to employ professionally qualified foreigners. These occupational groups are determined by legal ordinance. In individual cases, a residence permit can be issued for the purposes of carrying out a job requiring professional qualifications if this is in the public interest.

3) For highly qualified persons the Act provides to be granted permanent residence right from the outset. People regarded in particular to be highly qualified persons are scientists with special expert knowledge, teachers and scientific workers with specialist functions. This group also includes specialists and people in senior managerial positions who receive a salary that is above a stipulated minimum value. Such persons may receive a settlement permit immediately. As a rule self-employed persons receive a residence permit if they invest at least one million euro and create a minimum of 10 jobs.

The Immigration Act on Immigration on humanitarian grounds

The provisions concerning immigration on humanitarian grounds has been restructured since 2005 to bring the residence status of persons entitled to asylum more into line with that of recognized refugees under the Geneva Convention on Refugees. Members of both groups are initially granted a temporary residence permit which may be made permanent if the relevant conditions continue to persist.

Non-state persecution is recognized as a ground for granting refugee status under the Geneva Convention. Protection from gender-specific persecution is now also specifically anchored in the law, which states that a threat to life, health or liberty which is based solely on a person's sex may also constitute persecution due to membership of a particular social group.

Foreigners claiming the right of asylum must submit their claims in accordance with the procedures specified in the Asylum Procedure Act (Asylverfahrensgesetz, also a part of the Immigration Act).

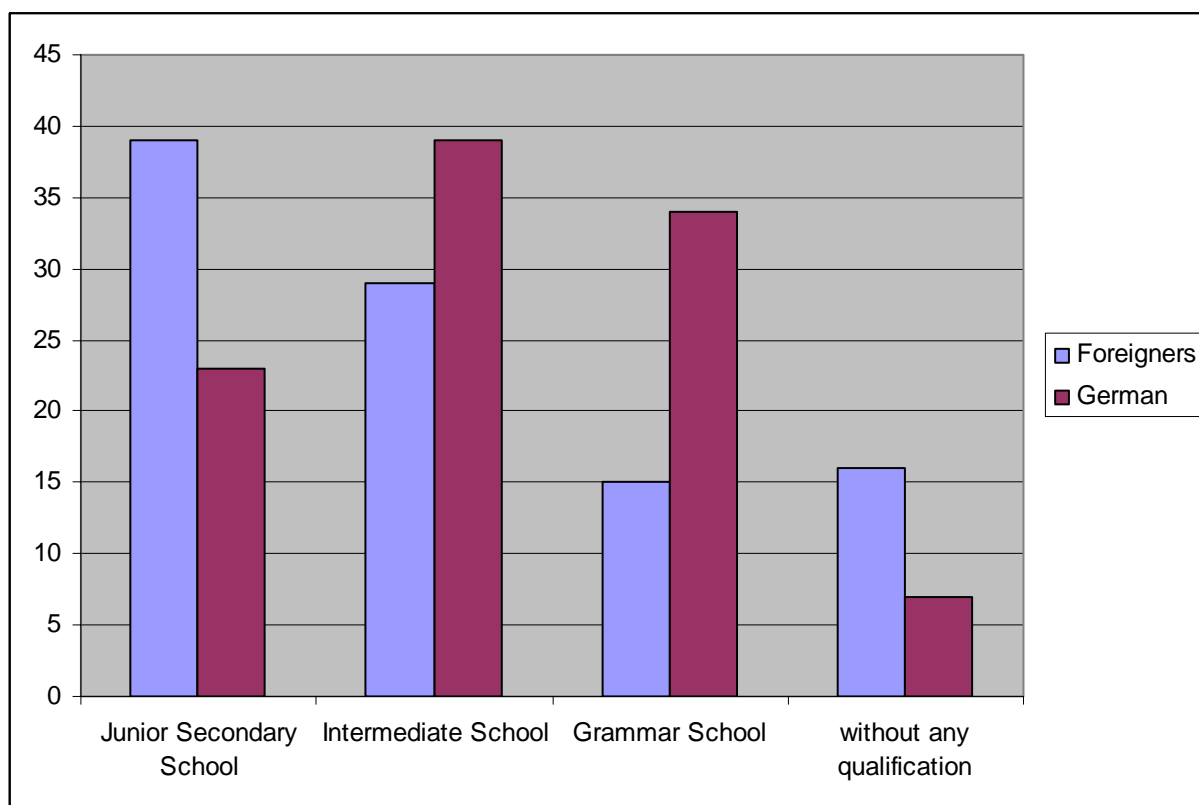
5. Migrants and their participation in education and labor market

Migrants tend to be geographically concentrated in underprivileged neighbourhoods preserving their language for generations. Lack of mastery of host country language and different cultural expectations result in lower educational attainment and lack of vocational qualifications - relative to the host countries generally - resulting in higher unemployment levels among the target group. Migrant communities are characterised by cultural marginality and economic exclusion.

Grade	The Educational System in Germany					
1	Grundschohle Primary School					
2						
3						
4						
5	Gesamtschohle Comprehensive School	Gymnasium Grammar School	Realschohle	Hauptschohle		
6			Intermediate School	Junior Secondary School		
7						
8						
9						
10					Other Vocational Schools	Vocational School
11						
12						
13					University and other Institutes of higher Education	Specialized College

In the early childhood, already, large differences can be seen concerning integration into the educational system. There is, for example, an inadequate provision of foreign children with kindergarten places. The church working group of a kindergarten prevents many Muslim parents to send their children into the kindergarten. Many parents - particularly the fathers - regard the education and support in the kindergarten, in contrast to the instruction in the school, which is valuable in the eyes of many, as an attack on their competence as educators and as a questioning of their authority. In addition to that, many parents see in the kindergarten attendance of their children and the closer contact with German children the danger of alienation within the family, and leave their sons and daughters at home. If these children come into school, their entering the new community, in which one already knows oneself from the kindergarten, is a hard experience sometimes. They remain "the strangers".

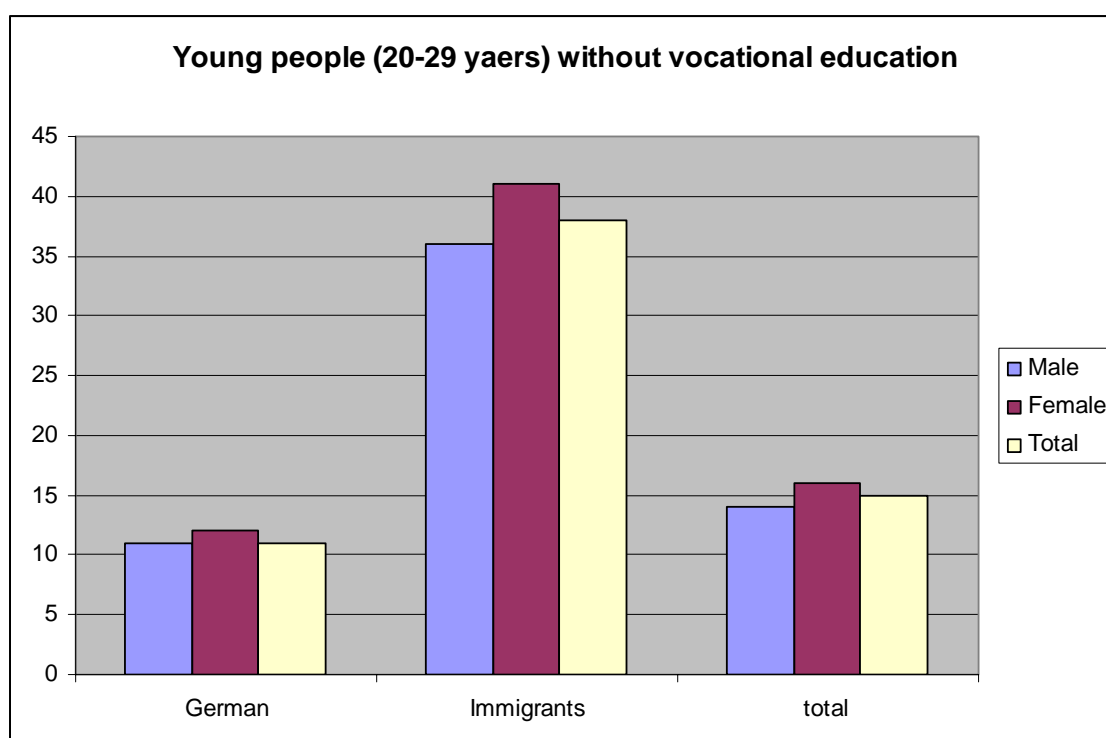
Concerning the school careers of migrant children they are super proportionally frequently visiting Sonderschulen and Junior Secondary Schools. At higher schools however they are still clearly underrepresented. The desire of parents that their children should study at university in the future – with the chance of social ascent and a good-paid and outstanding job – must be buried in many cases after the first years of the primary school.



Participation rate of German and immigrants in education

The rate of school leavers without at least a CSE under young migrants is still over 15%. In comparison to former times there is some progress in this field – in 1978, for example, approximately each second young person of foreign origin left the school system without a qualifying certificate (missing a graduation was the foreigner-specific deficit par excellence!). The number of German school leavers without a CSE at least decreased from 12 % to now 7 % in the same period. Beside this, the CSE nowadays is no warranty to a successful entrance into to working sphere anymore. In a lot of courses of vocational training the CSE is not sufficient.

Research shows that migrants generally are often disengaged from mainstream education and job opportunities, and need better access to vocational training. Therefore they have low levels of educational and vocational skills and have high drop out rates. A major part of the young migrants grew up in Germany and is therefore firmly rooted here. Even though they constitute a significant part of the pluralized world of young people in Germany, a growing part of them do not manage to integrate themselves into training and occupation.



The chances for young people from migrant families to take up vocational training have changed for the worse in recent years. The reasons for this have to be seen in their low school achievements. Thus the share of migrants who

cannot be placed in jobs by the employment office because of bad results at school is rising. Members of this target group often lack the motivation and the basic qualifications to undertake vocational training. This in turn prevents them from gaining access to regular employment; putting them at risk of social exclusion.

Particularly children of immigrants are in danger of becoming a permanent underclass. Only 8 % of German youngsters, 33% of all foreign youth and 40% of Turkish youth in Germany do not even start vocational training.

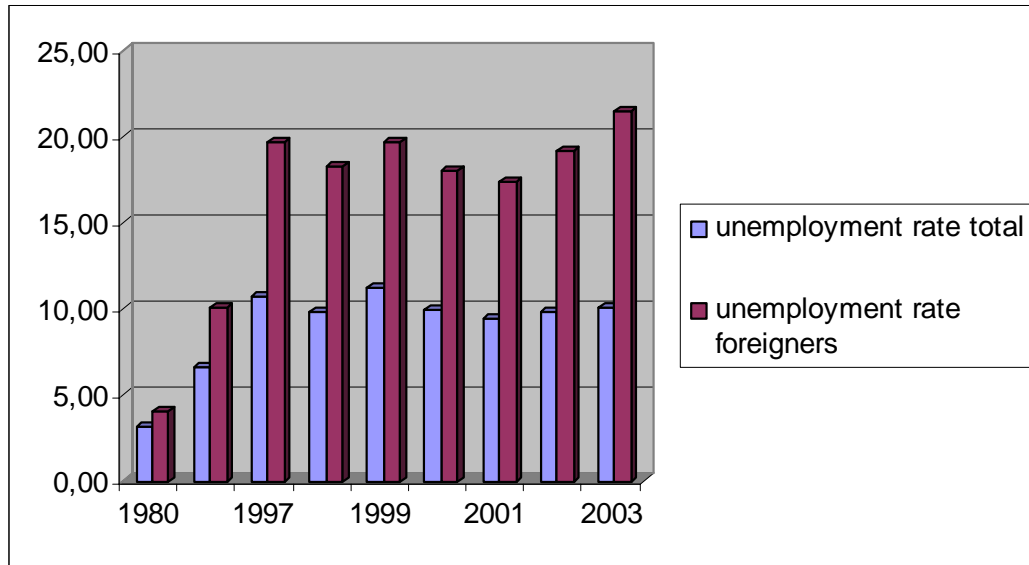
For young women the situation in job training is even worse. Even though they attain better results at school than their male counterparts they undergo vocational training less often.

The needs of the target group are to increase levels of educational attainment and their participation in vocational training in order to achieve higher rates of entry to the labour market through employment or self-employment (Reports of IBQM of BIBB, BIBB and BMBF).

Once an occupational training has been completed, however, their occupational integration differs very little from that of the German youth (male and female). Statistics prove that an occupational training is crucial for their integration into the labour market (and hence in society). This means that it is the binding task of society to do all it can to make up for the deficiencies of the traditional educational system when it comes to dealing with this particular group. Conclusion: The precarious training and labour market situation has been the main reason for the lack of participation on the part of female migrants over the past years. As a matter of fact many of them are unable to speak German properly, even though almost all of them have passed the German educational system.

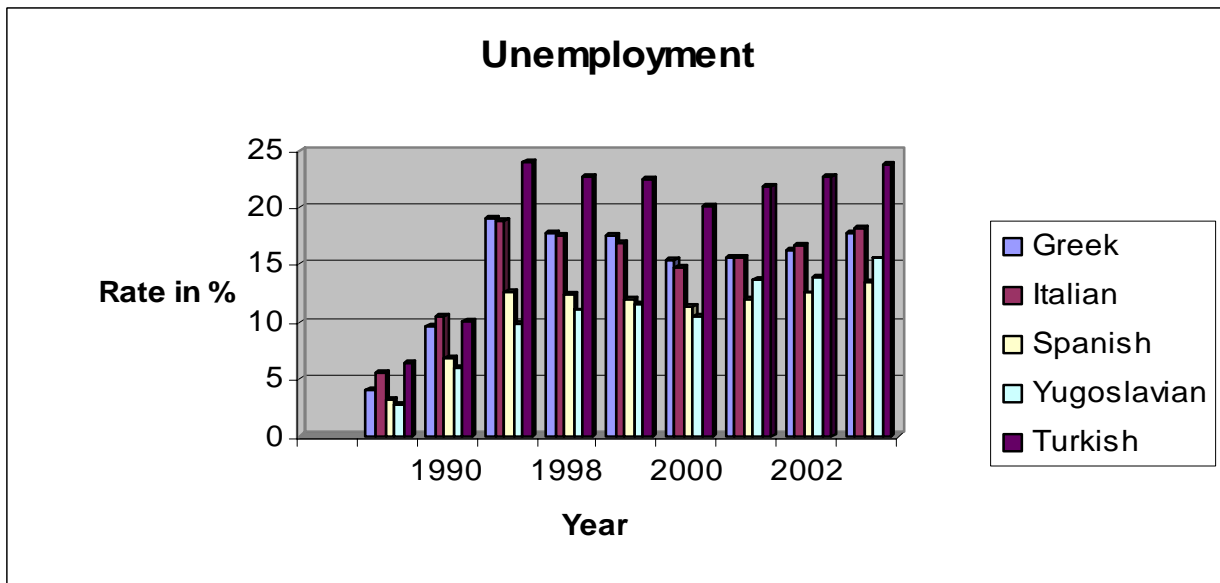
Current labour market figures that the unemployment rate among migrants in Germany is locally considered up to be 34 % in general and 40 % for certain groups. The gender specific marginalisation is even more crucial. At 38% the share of women among unemployed foreigners is higher than their percentage among foreigners in general. Among female migrants gainful employment is lower than among German women. Especially young people and women often fail to integrate into the labour market, as their education and training results are often below average.

The graphics show the average unemployment rates generally and among foreigners:



Source: Statistisches Amt

The unemployment rates split up into the origin countries:



6. Female Migrants

The situation on the labour market has particular problems for the target group, which is hit by unemployment more often than others. Due to their lower formal qualifications female migrants are more affected by restructuring processes. They are hardly represented in less crisis prone occupations and hence they are affected more by cyclical fluctuations. Their deficits in education further decrease their chances to move to other fields of occupation in case of unemployment. Childbirth and elderly care are further reasons to be excluded from education and employment.

For several Muslim women there are more obstacles which are ordered by family members like headscarf, compulsory wedding, forbidden company with German or other non-Muslim. These women end up in social exclusion and depend on the opinions and decisions of male family members (spouse, brother, father).

Migrant women coming to Germany are at a further disadvantage in attempting to enter and to obtain well payed jobs in the labour market. Many women find that their professional qualifications are not recognised in their new country or, if they are, then migration can negatively affect working conditions and rates of pay. In many cases professional migrant women are working in areas where they are substantially over-qualified.

Often women without a residence permit work in private households. The restrictive immigration regulation pushes the migrants into these areas of work. In contrast to other countries, there is no possibility to enter Germany legally as a domestic worker and to obtain residence and work permit (the only exception is a special regulation for the nursing staff from Eastern Europe). The state does not want to introduce arrangements to grant permanent legal status to all undocumented migrants like it occurred in other European countries (some weeks ago in Spain, for example). The attitude of the public, the media and the trade unions towards the issue of migrants' working conditions is for the most part negative and focused on the "illegality".

Female migrants tend to work in stereotypical female occupations in large numbers. These include domestic work, health care, cleaning/ maintenance, child care or other personal services. There is evidence that female migrants in these sectors are at a particular risk of inadequate or even exploitative employment conditions, especially when working in private households, and have limited access to social security. Often, the sectors where female

migrants work are "hidden" from data collection and workers' protection because there are parts of the informal economy.

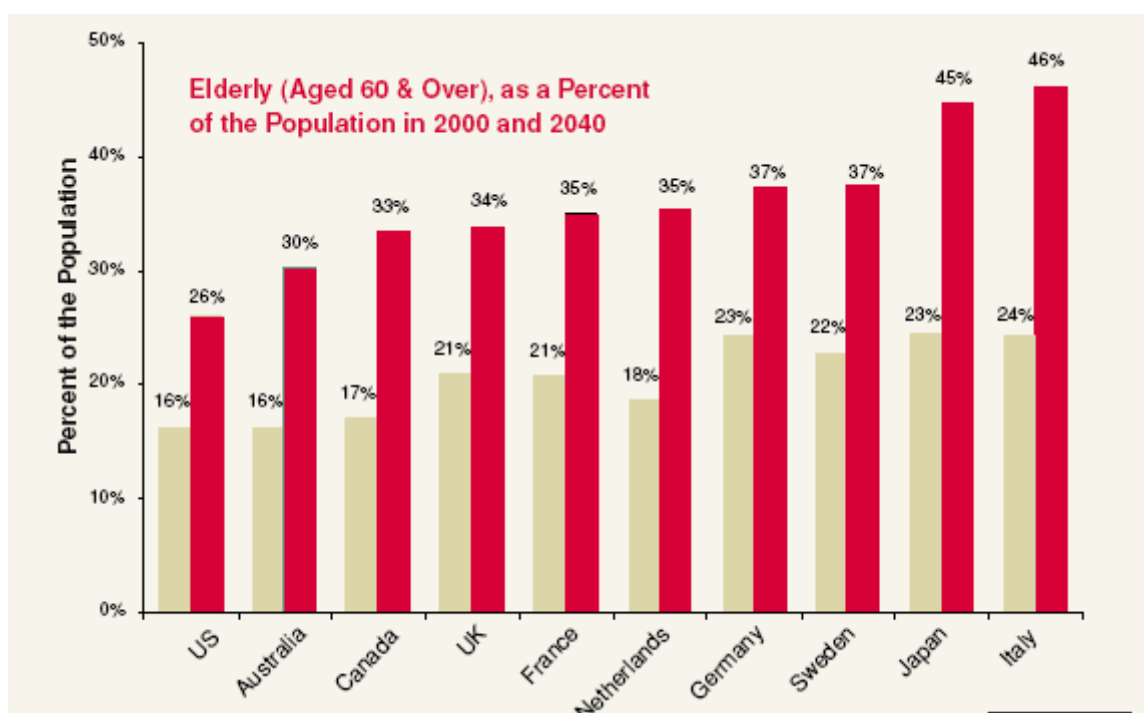
To give access to qualification and employment the female migrants' qualifications which they have by nature are to be made use of: their language, their cultural background. These are qualifications for which there is a rising demand in the health and care sector and which shall be reacted to with an intercultural opening of such services. Even though in a more and more globalise economy intercultural competence and speaking several languages is becoming more important, apart from competence in one's field of work, this does not play a role in the actual recruitment procedures. Intercultural competence is a multi dimensional concept comprising various skills, attitudes and learning processes.

Essential dimensions are: cultural openness and curiosity speaking two ore more languages as a chance of development competence resulting from a different perspective; prospective thinking and tolerance sensitisation to different forms of ethnic centrism and discrimination To support female migrants in their integration into the labour market and expand their educational chances, their intercultural and language competences have to be developed and made use of. They can be a competitive advantage for companies in a united Europe.

Female migrants who come to Germany at a more advanced age often completed some training in their countries of origin, have very good language skills in their mother tongue, know how to learn systematically and are motivated to improve their education. These competences have to be activated to integrate this group into the labour market or some form of vocational training. Empowering this group by developing employability skills within a context that strengthens their cultural identity will enhance their self image and encourage social integration.

7. Demography Challenges and Opportunities

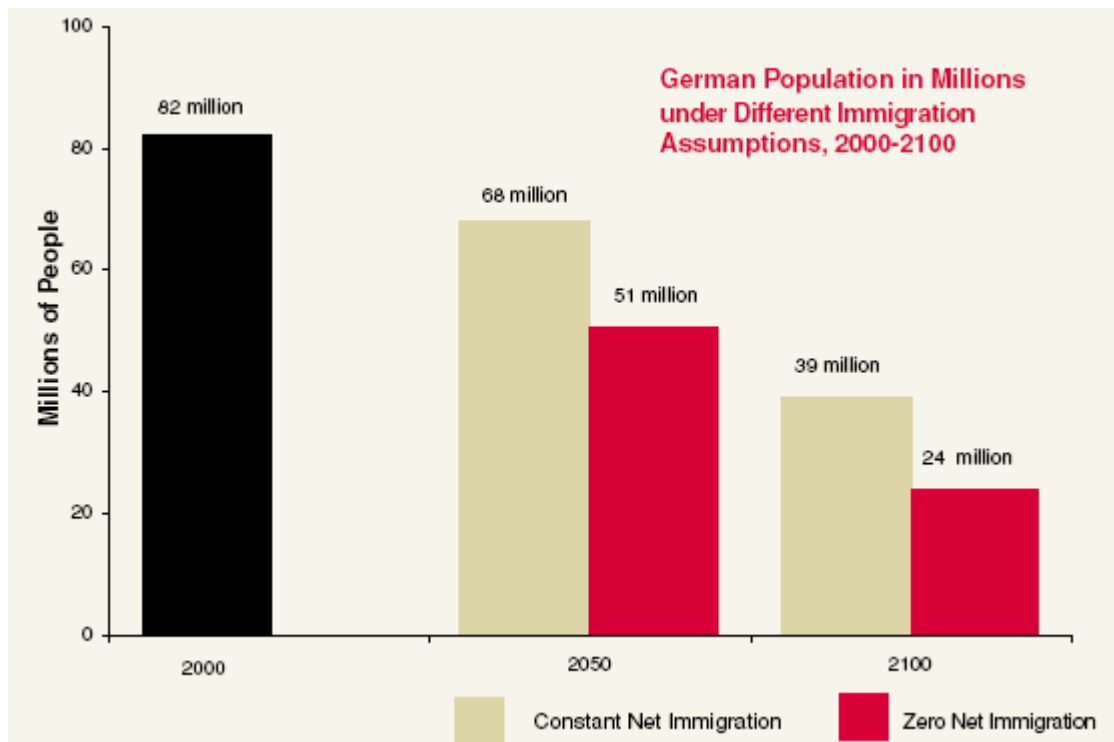
Like many another European countries Germany is facing the problem of an aging population. According to Eurostat the share of the population above age 65 in the current 15 members of the EU will grow from around 16% in 2000 to about 21% in 2020, perhaps attaining 28% in 2050. From around 2010 onward, the share of the population of working age is expected to decline from around two-thirds to about 58% in 2050. The new entrants will do little to improve matters. Even though they have a younger population, this will only slightly slow down the overall aging in the expanded European Union in the short and medium term.



Source: Germany and the challenge of global aging by Richard Jackson
March 2003

The entry of more countries into the European Union will not solve the problem. According to a Eurostat report dated July 9, 2001, the enlargement of the Union will increase its population by 28%, to about 482 million. But "due to a dramatic and continuing population decline in most of these 12 candidate countries, instead of reversing the population decline of the EU expected over the coming decades, their accession would, on the contrary, hasten it," warned Eurostat.

Overall, the EU population is estimated to have increased by 0.3% in 2002, compared with 0.4% in 2001. Around three-quarters of the increase were due to immigration.



Source: Germany and the challenge of global aging by Richard Jackson
March 2003

On one hand an aging society will result in a rising need for medical care; on the other toward a declining labour force and employment. Occupational human services in Germany are faced with serious problems: The "care for the elderly" category currently reports a shortage of 20,000 skilled workers. Forecasts for the entire nursing care field predict personnel shortages of up to two million skilled workers within the next ten years.

Taking the demographic change in the German population into account, the big challenge for the health care system can be seen clearly. With a proportion of 14.6% of the people with an age of 60 years and older in the year 1950, this group of population will have increased to about 40% in 2040. At the same time, the amount of citizens younger than 20 years will decrease, as a result of the decreasing birth rates since 1970 (Source: Federal Statistical Department of Germany).

With one of the costliest and most generous healthcare outlays in the world, Germany is the third-largest healthcare provider and the largest within Europe. Health expenditures reached almost 10.9 percent of the country's

GDP in 2002. The federal and state governments are responsible for maintenance of the public healthcare system. All insured persons receive healthcare benefits and suppliers of such services are remunerated directly. Roughly 90 percent of the population is insured with the Statutory Health Insurance (SHI), which finances almost half of German healthcare expenditures. Some have both SHI and an additional private insurance. Around 9 percent of the population is privately insured.

Due the aging population spending on old age pensions, homes, and healthcare is likely to increase. The home healthcare market in Germany is the third largest in the world and the largest in Europe. It was valued at euro 14.62 billion in 2003. The home healthcare market is expected to register a compound annual growth rate of 10 percent because there is expected to be a shift from inpatient care toward homecare.

The rapidly aging population, incidence of more chronic diseases and expensive hospitalisation, and the increasing health consciousness of the German consumer are some of the factors influencing the growth rates of the home healthcare segment. On the one hand, labour market can benefit from the increasing demand and the opening up of new market opportunities (domestic and international) due to the aging population; while on the other, patients can benefit from the falling prices of products and services due to increasing competitiveness.

Not only German population is aging. The migrants are becoming old as well and more health care and institutions of elderly care are rising. The care given to elderly migrants by family and professional carers will become a central topic of social policy given the drastic increase of the elderly population in the near future. Since the population of elderly migrants is growing even faster, the care situation of migrants will gain all the more in importance.

The problems are on the side of the migrant patients and family caregivers, the low level of education, poor skills in the host language as well as strong roots in a traditional and religious way of thinking seem to hinder a better care as much as, on the other side, the insufficient adaptation of the care given by the existing counselling and care structures to specifically meet the needs of elderly migrants. Personal care is necessary; elderly migrants are confronted with economic and social exclusion problems. Additional cultural and religious differences make it necessary to consider intercultural aspects in the health and care. It is presently not possible to say whether Germany's vocational training system will be able to deal with this shortage of manpower – not just in health and care but in the entire human services field as well.

8. Regulations for Health and care professions

The Federal Republic of Germany is a Federal state. The Länder are responsible for general hospital care, general medical care outside hospital, care of elderly or chronically sick patients, health education and public health. Germany formally implemented the EEC sectoral nursing directives of 1977 by the Nursing Act of 4 June 1985 (the Krankenpflegegesetz). The federal structure accounts for a system of divided responsibility. Federal law regulates the basic training for nurses and sets out the framework for the training of nurses in general, but it is for the Länder to implement it within the guidelines of the Nursing Act and the rules and regulations for the training and general provisions of exams. Post basic nurse education is left to the Länder. This has resulted in different Länder recognising different types of speciality. In the post basic sector various, mostly independent, organisations and institutions are involved in providing the training. At the basic level there are the general care nurses, and direct entry paediatric nurses. At the post basic level there are a range of specialist titles which vary from Land to Land.

Regulation of Nursing – Basic Level

The Nursing Act (Krankenpflegegesetz) protects three titles:

- Krankenschwester/Krankenpfleger
(general female/male nurse)
- Kinderkrankenschwester/Kinderkrankenpfleger
(paediatric female/male nurse)
- Krankenpflegehelfer/Krankenpflegehelferin
(assistant male/female nurse).

The same period of time is spent on the training of nurses and paediatric nurses (3 years), the aims of training and entry requirements are the same, and both nurses and paediatric nurses are equally admitted to most courses of post basic training. The nursing assistant (Krankenpflegehelferin / Krankenpflegehelfer) on the other hand follows a different route of training (1 year) and the entry requirements are not as demanding; nursing assistants are not admitted to courses of post basic training.

Rules for take-up and pursuit of nursing activities:

The minimum age for persons wishing to be admitted to basic training is 17 years; their state of health must be suited to the exercise of the profession. Permission to bear one of the protected titles presupposes, in addition to successful completion of the training, the fulfilment of certain other

requirements: the applicant must not be guilty of any conduct indicating that he or she is unreliable in the exercise of the profession and the applicant must not be incapable or unsuited to exercising this profession (physical and mental reasons are mentioned in the Act). The law sets out further requirements referring to the previous training expected by applicants for basic training leading to the titles of nurses / pediatric nurses, namely:

1. Completion of an intermediate school education (Realschulabschluss) or equivalent, or completion of another ten-year school education or
2. Completion of a secondary general school education (CSE, Hauptschulabschluss) or equivalent schooling provided that the applicant
 - a) has successfully attended a preparatory nursing school for at least two years or
 - b) has completed vocational training with a required training period of at least two years

There is also a provision enabling existing nurse assistants to start their training towards the titles of nurses/ pediatric nurses; their licence automatically qualifies them.

Training

Training for the basic nurse is in principle set out in the Federal Law, but implemented in each Land. Nurse and pediatric nurse have to pass State exams which are taken after three years of training; training involves theoretical and practical tuition as well as a 'practical training'. Once passed the diploma is issued by the health authority of the relevant Länder. The permission to practice operates throughout Germany. The Krankenpflegehelfer / Krankenpflegehelferin (assistant nurse) has to pass State examination after one year of training. The training of nurses has a total of 1,600 tuition hours and 3,000 hours of practical training, the training of pediatric nurses again 1,600 tuition hours and 3,000 hours of practical training and the training of nurse assistants 500 tuition hours and 1,100 practical hours.

Scope of Activity

§ 4 KrPflG sets out, in very general terms, the aims that shall guide the training of nurses and pediatric nurses and nurse assistants.

§ 4 KrPflG:

(1) The training of nurses and of pediatric nurses shall impart the requisite knowledge, capabilities and skills to enable the student to provide assistance

in the prevention, detection and curing of diseases (training objective). In particular, training shall be geared to:

1. informed and proficient, comprehensive, systematic nursing care of the patient,
2. conscientious preparation, assistance and follow-up of diagnosis and therapy measures
3. encouragement and instruction of patients in health-promoting behaviour
4. observation of the physical and mental condition of the patient and the circumstances influencing his / her health as well as notifying those participating in diagnosis, therapy and care of these observations
5. initiation of life-saving emergency measures until the arrival of the physician
6. execution of administrative functions where they are closely connected with the nursing measures

(2) The training of nursing assistants (second level nursing) shall impart the knowledge, capabilities and skills required for the care of patients as well as the related domestic and other auxiliary functions in wards, functional units and other areas of the health services (training objective). (Curriculum BIBB)

Other titles in the profession of care

As mentioned, the training for the basic nurse is in principle set out in the Federal Law, but implemented in each Länder. The Hebamme / Entbindungshelfer is a midwife. The Altenpflegerin / Altenpfleger (elderly care nurse 3 years and assistant elderly care nurse one year) is styled as a branch nurse in Germany.

There are also academic qualifications for nurses in Germany. Again these vary between the Länder but broadly they are as follows: The Lehrerin / Lehrer für Pflegeberufe (nursing teacher); the Pflegedienstleitung (nurse manager) at a graduate diploma but vocational level.

At the "vocational masters level" there are three further qualifications: Diplom-Pflegelehrer²⁴ (FH), Diplom-Pflegewirt (FH), and Dipl.-Pflegewissenschaftler (FH).

Preparatory basis training in care services

In Germany education providers offer basis training courses with 200 hours with duration of 2-4 months. The contents are: Personal hygiene, eating, accompanying services, cleaning of the home.

Quality criteria for the training measures, checked by Stiftung Warentest an independent Institution, are given with (test spezial Weiterbildung) :

- 1) Consulting, information and advice for participants
- 2) Job opportunities after finishing the training course
- 3) Internship during the training course
- 4) Contents (which skills will be imparted, structure of the course: modular?)
- 5) Capacity and know how of the Trainer
- 6) Participants (Number, requirements for access)
- 7) Certification

Some Examples of Care packages

Definition and costs:

<i>Personal hygiene (Basic)</i>	<i>Eating</i>	<i>Accompanying Service</i>	<i>Cleaning of the home (Basic)</i>
TASKS			
<i>Dressing</i>	<i>Preparation</i>	<i>Dressing</i>	<i>Living area</i>
Oral hygiene	Assistance/Eating	Assistance/	Bathroom
Doing hair/shaving	Hygiene	Leaving/Returning to the home	Emptying bins
Washing	After-Preparation	Accompanying	
COSTS			
Brandenburg			
7 €	8-9 €	19-22€	14-15€
Berlin:			
8 €	10 €	24 €	11 €

9. Recommendations

German society is becoming fewer, older and need more care. The population in Germany is decreasing, the average life expectancy is rising, and the number of people in need of care is also increasing. There are currently over two million people in need of care in Germany - tendency rising.

According to information from the Federal Statistics Office, -as mentioned above- one-third of German society in 2050 will be 60 years or older. Whereas there are currently two employed persons for every pensioner, this will drop to one for every pensioner in 2050. Today's men and women are usually physically and mentally fit up to and beyond retirement age. Nevertheless, the number of chronic and multiple illnesses grows in old age and with it the cost of care. The care statistics for 2003 show that about two-thirds of the present over two million people in need of care are cared for at home (by relatives or care services) and almost one-third in homes.

Care market is the growth market of the 21st century and the experts are agreed: The care market is a booming market that creates jobs and offers economic prospects. In the last ten years alone, 250,000 new jobs have been created in the nursing and care market. Altogether 1.2 million skilled staff are currently employed in the care industry and the demand for skilled staff is still growing. By comparison: The automotive industry has 700,000 employees at present. According to expert estimations, the care market has a volume of some 300 billion € per year.

The project will help migrant women to take advantage of employment opportunities in the health sector. Migrant women mostly have left formal education without qualifications or with a low level of qualifications and who have difficulties finding employment. In Germany the target groups are both disadvantaged and less qualified female migrants as well as those who have already undergone training in their countries of origin which is lying idle yet due to formal restrictions in traditional education or legal stipulations. In addition there are those who have gained German citizenship in the meantime as well as migrants who have legal residence in Germany.

The preparatory course will include occupations and basic qualifications in health and care sector like nursing/care assistant, unskilled work in the health and care and assistant for homecare and care for elderly. In particular these fields provide employment opportunities for people with varying qualifications

which reflects the situation among female migrants and labour market demands in Germany.

In this context the project wants to provide a model of how groups of women who are often in informal, illegal employment can be prepared to enter into vocational training and legal employment relationships. A common innovative target is the intercultural orientation in the care and health services. Components of inter cultural orientation and inter cultural training combined with German language classes and the training of key qualifications for working life are included as well. Advice, consultation, support and coaching for vocational orientation, the training of applications and job interviews are further contents of the project.

The project results will also be of use in intercultural dialogue to increase understanding of cultural differences and will help to increase intercultural respect and citizenship engagement.

We will involve employment agencies of Sachsen-Anhalt and/or Berlin to recruit unemployment migrant women for the training course. The agreement with employment agencies will guarantee that the women will be financial supported during the course. We have to negotiate whether the participants will be financed by the employment agency during the foreseen 6 months-training course. As mentioned already, usually the basis courses have duration of 2-4 months.

10 . Interviews

The interview guidelines were drafted by Maiz in a first step and were then developed further in cooperation of the project partners.

The following research questions were pursued in working out the interview guideline and the analysis of the interviews:

1. What challenges/ problems confront migrant women wishing to work in the health and care sector?
 - a. The labour market in general: legal/ institutional/ social
 - b. During training: structural/ institutional/ subject matter/ social
 - c. At work: structural/ institutional (temporal, hierarchies, etc.)/social (working with colleagues from the majority population/ migrant women, racism, etc.), job profile, cultural concepts of nursing and care.

2. How are these challenges / problems confronted?
 - a. In the training / by trainers
 - b. By employers
 - c. By migrant women

3. What in the opinion of the women is seen as helpful to complete a training course successfully?
 - a. Structurally, institutionally
 - b. In personal and professional contacts

4. What recommendations for the pre-qualification curriculum can be derived from the various perspectives?
 - a. Temporal – structural
 - b. Subject matter

Time constraints with respect to the completion of this report and a fluctuation of employees in the organisation allowed us to conduct only some interviews. In spring 2005 the Europäische Bildungswerke für Beruf und Gesellschaft (EBG) interviewed 8 migrant women living in Berlin and at the age of 24 to 40. They all were born in Turkey and have lived in Germany for 11 until 25 years. Only one of them had a German citizenship.

They all had contact to the Berliner „Treff- and Informationsort für türkische Frauen e. V.“ (TIO) – the „Get-together and information place for Turkish Women“. All the Interviews were conducted in the rooms of TIO.

The TIO was founded in 1978 and was the first institution that offered educational services and counselling for Turkish migrant women. In the early Eighties its employees compiled and advanced a three-part concept for „consulting shops“ for migrant women which covers the areas of counselling, continuing training courses and leisure offers. This concept had model character for all consulting shops in Berlin that were developed in the aftermath. Since then the TIO offered extensively courses for migrant women in the area of German as foreign language, career orientation.

All the interviewees were interested in training courses or an apprenticeship in the health sector, especially in elderly care nursing. Some of them worked in this field yet or had experiences in caring for older relatives at least. One of the women mentioned that she has three small children, so care is her daily work.

Some of the women already applied for an apprenticeship. But they recognized that their school graduation (CSE or no certificate at all) was not adequate: the vocational training institutions didn't want to take them. So the only way to work in the field they aimed at, some of the interviewed women said, was to attend a base qualification course („Basisqualifikation“) with at least 200 hours of practical experience.

These courses are combined with a theoretical complement in educational, psychological and some medical contents. Together with the attendance of a one year lasting evening school to achieve a higher school leaving certificate, so they said, they will have good chances to begin an apprenticeship.

Asked for the motifs working as elderly care nurse, the answers differed: Some of them mentioned that it is the intensive contact to other persons that makes the job interesting. For three of them the motif of helping people was standing in the foreground. One of them wanted to become nurse since her time at the primary school. To be carer for the elderly isn't far away, she said. One woman said that she is interested in the psychological aspects of the training. She won't be able to study psychology in the next years – due to the lacking graduation –, but she is interested in acquiring psychological competences anyway. She doesn't want to do auxiliary works as main tasks. She doesn't want to wash and bath the clients and to clean the rooms and to be occupied with all these

“technical” things all the time. She wants to help them in a more sophisticated way: in conversation for example or by giving them the chance to have new experiences.

Most of them saw the biggest problems neither in the area of their intellectual and learning competences nor in their social skills but in the area of their language skills. One of the women (who attended a secondary school in Turkey) said to the point: „Biology, chemistry and physics are international, languages aren’t“. All of them were glad to have the possibility to improve their language skills at the TIO.

Thus, according to the self-assessment of most of the women, the intellectual capacities won’t be a problem. But there was also a woman who thinks that she never had learned to learn. She didn’t complete the school in Turkey and tries to complete it now at the age of 32. She said she needs a lot of time to learn new things. If she doesn’t get individual help she fears that she won’t be successful at school and she could not make an apprenticeship in the near future.

Most of the interviewed women find it helpful to have a direct contact person during the qualification courses, at best a social worker. It is also important to have instructors and lecturers who are open for possible problems, they said. Cultural mediation and intercultural learning should be an explicit component of the curriculum; although a main working field for elderly care nurses who are migrants will be the growing number of old and migrants in need of much care.

11. Involving further partners

The national workshops will be organised and carried out with some of our partners:

- Sachsen-Anhalt and/or Berlin employment agencies
- Care and nursing houses
- Equal Project Bridge for Refugees XB4-76051-20-217 „Promoting a Guidance-Counselling-System for Asylum seeker“
- Türkischer Bund Berlin Brandenburg Germany
- Anti-Discrimination Network-Berlin (ADNB)

The TBB, founded in 1991, is a registered non-profit, non-governmental umbrella organization for associations representing the interests of Berlin and Brandenburg citizens of Turkish origin. TBB that stands up for civil, politic and cultural equality and participation for migrants different ethnics and for a peaceful living together. The fundamental principles of the TBB are democratic work structure and the rejection of violence, discrimination and exclusion. Consensus is used to determine policy.

The “Anti-Discrimination Network-Berlin” (ADNB) offers advice and support to persons who have been discriminated against; organizes congresses, conferences, training courses and information. Following organizations are involved:

Afrikanische Ökumenische Kirche,
 AKAM/ AKAM-Archiv und Afrikanerz-Bereich Migration und Gesundheit des
 Verbandes für Interkulturelle Arbeit-VIA
 AL-DAR – Arabischer Frauenverein e.V.
 Antidiskriminierungsnetzwerk Berlin (ADNB) des TBB
 AWO-Landesverbands Berlin
 Babel e.V.
 Bayouma Haus der AWO Friedrichshain
 BBZ - Beratungs- und Betreuungszentrum für junge Flüchtlinge
 IDFAD Berlin e.V.
 Interkulturelle Initiative e.V.
 Migrationsdienst des Caritasverbands für das Erzbistum Berlin e. V.
 GLADT BB – Gays & Lesbians aus der Türkei
 Jugendmigrationsdienst des Caritasverbands für das Erzbistum Berlin e.V.
 KuB - Kontakt- und Beratungsstelle für ausländische Flüchtlinge e.V.
 LesMigraS der Lesbenberatung Berlin e.V.

Schwulenberatung Berlin

Maneo – Schwules Überfalltelefon und Opferhilfe

Oromo Horn von Afrika-Zentrum e. V.

ReachOut – Opferberatung und Bildung gegen Rechtsextremismus und Rassismus

Turkish Association of Parents in Berlin-Brandenburg

Turkish Women Association

Tamilisches Kulturzentrum e.V. / Südasien Zentrum Bharata

Zentrum MILES des LSVD Berlin-Brandenburg e.V.

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 - b) Chancengleichheit für Migrantinnen und Migranten durch berufliche Qualifizierung 2002 BIBB
 - c) Kompetenzen fördern -Berufliche Qualifizierung für Zielgruppen mit besonderem Förderbedarf BMBF 2002
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