

Leonardo da Vinci Education Project European Intercultural Workplace

1. Analysis of initial situation

1.1. Immigration in a historical context up to the present day – specific features in the development of Mecklenburg-Vorpommern

1.1.1. Short history of migration in the Mecklenburg and Vorpommern region

There has always been a multiplicity of forms of migration in Germany. The history of migration in the territory of the present state of Mecklenburg-Vorpommern exhibits specific disruptions and differences from the general development in Germany. It is worth making a short historical digression into the causes, forms and effects of migration movements and the composition of migration streams in order to understand contextually current developments both in a national framework and at the level of the region, to be considered separately, of Eastern Germany and Mecklenburg-Vorpommern in particular. This is all the more important because migratory and demographic developments occurring elsewhere had in the past and continue to have into the present a far more intensive effect in the present state of Mecklenburg-Vorpommern than in a national context, decisively shaping regional society.

Three dramatic and historically significant examples of disruptions in population development may be mentioned, knowledge of which is essential for a proper contextualising and assessment of the situation in the state today:

1. In the mid 19th century, the Mecklenburg region had the highest rate of emigration on a European scale after Ireland. Those leaving the land were principally from the poorer social strata, seeking a better future for themselves and their families.¹ Mecklenburg-Vorpommern was in history temporarily a classic emigration region.
2. After the second world war, the then Land of Mecklenburg² took more than 10 % of the at that time 10 million German war refugees and displaced persons from the so-called eastern territories up to 1946 – compared with the autochthone population more than any other German region. Thus, in November 1945, 1.1 million locals had been joined by 1.4 million refugees and displaced persons. Although these were predominately ethnic Germans, they were at the same time refugees with all the characteristics known from migration research. About 600,000 ultimately remained permanently in the state and had to be integrated.³
3. Since 1989 – within a mere 15 years – the state has lost almost 200,000 of its inhabitants in peacetime, i.e. approx. 9.7%⁴. The loss was not distributed equally among all population groups, however. Those leaving have been principally the

¹ Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p. 9, Wiesbaden 2004.

² The then Land of Mecklenburg is territorially virtually identical to the present federal state of Mecklenburg-Vorpommern, only a few border areas moved after reunification on the basis of referenda from or to neighbouring states.

³ Georg Diederich: Geistige Heimat Kirche: Zur Situation der Flüchtlinge und Vertriebenen in Mecklenburg-Vorpommern nach dem Zweiten Weltkrieg, in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p. 94-99, Wiesbaden 2004.

⁴ www.baden-wuerttemberg.de/de/karten/88381.html

younger and better educated⁵ (a higher-than-average number of academics), largely for economic and job policy reasons. As a whole, population figures and their structure have changed dramatically since the fall of Communism. As a result the consequences of the demographic shift in society will become perceptible, capable of study and formable more rapidly and in more clearly distinct form in Mecklenburg-Vorpommern. Thus the state has lost twenty percent of women in the 20-35 age group since reunification. In addition to the already momentous economic loss principally of qualified and younger people, a birth-shortage-induced demographic-economic negative-growth spiral is developing, the immediate consequences of which are already beginning to have an effect.⁶

At the same time the so-called “reunification break” led within a very short period to a drastic drop in birth figures from summer 1990⁷. The years of particularly low birth rates from 1990 have since shaped the process of shrinkage of the educational infrastructure in Mecklenburg-Vorpommern: falling day nursery capacities, closure of primary and secondary schools, and currently of grammar schools. By 2008/2009 at the latest this phenomenon will have reached the training and job market despite the economic crisis.

The indicated lines of development make it apparent why Mecklenburg-Vorpommern is frequently described as a “laboratory of migratory and demographic developments”. A comparative awareness of migration movements and their specific features in the “old” Federal Republic should be assumed in this position, as “the experience of immigration of the old West German states (is) overwhelming in the discourse on migration policy...”⁸. This paper concentrates on working out the specific regional features, significant aspects of which can certainly be considered in quality to embody a fully independent course of development.

The significance of historical development on the state of society in Mecklenburg-Vorpommern today, particularly of the socio-economic, demographic and socio-psychological effects of the repeated radical socio-political upheavals within a mere three generations, means that it should be dealt with particularly extensively. Only if these processes are sufficiently explained and understood in their full dimensions is there a chance of developing and effectively implementing adequate action strategies and instruments, including and particularly in the field of intercultural awareness, organisation and education.

1.1.2. Foreign workers and students in the region in the GDR period

In contrast to the massive immigration movements in the 60s in the former Federal Republic of Germany, there was no comparable level of immigration in the GDR. The GDR may have had the largest number of foreign workers in the socialist countries of RGW⁹, but they only made up about 1% of the total working population in 1989, the year of social change.

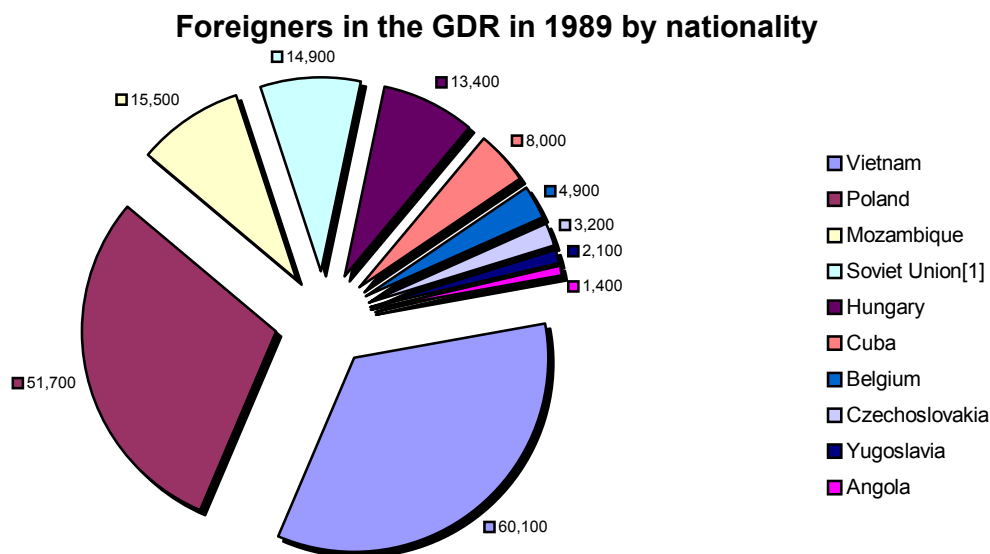
⁵ Andrea Schultz: Wandern und Wiederkommen? Humankapitalverlust und Rückkehrpotenzial für Mecklenburg-Vorpommern, in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p. 231 ff., Wiesbaden 2004.

⁶ Herwig Birg: Die innerdeutsche Migration, in: Frankfurter Allgemeine Zeitung, Nr. 52, 03.03.2005, p. 39

⁷ Reiner Hans Dinkel: Die Auswirkungen der Migration auf die Bevölkerungsentwicklung Mecklenburg-Vorpommerns; in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p.183, Wiesbaden 2004.

⁸ Memorandum: Zuwanderung und Integration in den neuen Bundesländern. Chancen. Risiken. Aufgaben, Magdeburg 2002, p. 3.

⁹ RGW: Council for Mutual Economic Assistance, also known in the west as COMECON



[1] not counting the relatives of the Group of Soviet Armed Forces in Germany (GSDF). Their number is estimated in 1989 repeatedly at approx. 500,000 (c. 3% of the then GDR population). Most of the “simple” soldiers were quartered in barracks without the opportunity to go out; soviet officers and civilians lived in their own developments, de facto extraterritorial areas.

Source: ¹⁰

Of the total of about 191,000 foreigners living in the GDR in 1989¹¹, 93,000 were so-called contract workers¹². Significant in this low overall figure were in particular the Vietnamese (59,000, 1/3 of which were women¹³) and Africans, principally from Mozambique (15,000) and Angola (n/a)¹⁴.

Initially (from the mid 60s onwards), foreign employees came to the GDR exclusively from central-eastern European RGW countries, particularly from Poland and Hungary but also from Bulgaria. In the 70s and particularly in the 80s, international agreements were made with countries such as Algeria, Cuba, Mozambique, Mongolia, Angola, Vietnam and China. These regulated the number of employees to be sent, their length of stay (between two and max. five years) and pay level, social benefits and the level of wage transfer to the state party to each agreement¹⁵. In today's context one could speak of early forms of (state-organised) subcontracted work.

¹⁰ Klaus J. Bade/ Jochen Oltmer: Normalfall Migration, Bonn 2004, p. 93.

¹¹ This represents a percentage of foreigners of c. 1.2% of the then GDR population

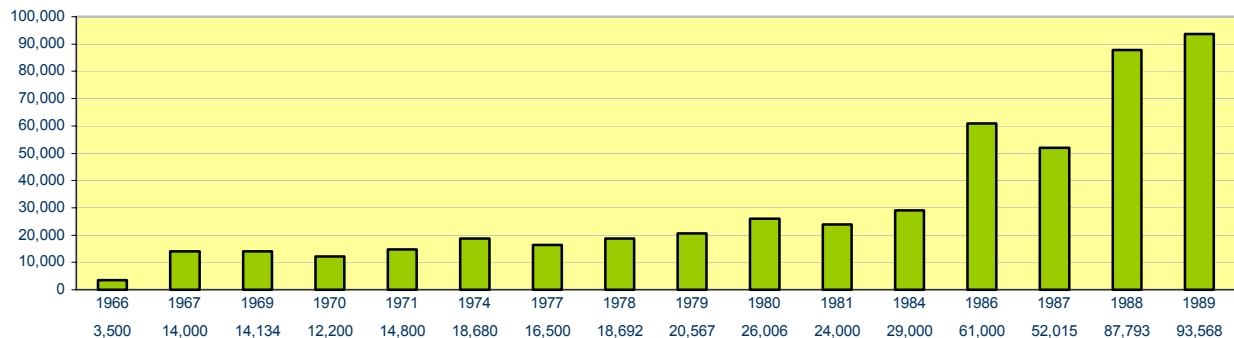
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¹³ Alp Otman: Arbeitsmigration, in: Migration Handbook, published by Deutsche AIDS-Hilfe e.V., drawn up by the Social Policy Archive, Berlin 1988, p.4.

¹⁴ Klaus J. Bade/ Jochen Oltmer: Normalfall Migration, Bonn 2004, p. 93.

¹⁵ Alp Otman: Arbeitsmigration, in: Migration Handbook, published by Deutsche AIDS-Hilfe e.V., drawn up by the Archive of Social Policy, Berlin 1988, p.4.

Contract workers in the GDR 1966-1989



Source: ¹⁶

Principally Vietnamese contract workers were employed in the region of the present Mecklenburg-Vorpommern. Main areas of employment were the port and handling, the shipbuilding and textile industries. These sectors alone have experienced dramatic collapses in employment since 1989; the textile industry has completely disappeared¹⁷. This development has been described in dissertations and theses after 1989¹⁸. The situation analysis refers to these papers among others for a brief examination of its history.

Whereas initially qualification-respective development aid through vocational training was also postulated in the GDR, the main purpose from the mid 80s onwards was to obtain additional manpower. The contract workers predominately carried out jobs in the production sector which were not thought highly of by domestic workers and were difficult to fill in consequence of the general shortage of manpower: jobs requiring little qualification and/or “dirty” jobs, generally in three-shift service.¹⁹ The motive for immigration was thus to a certain extent comparable with the development in West Germany in the 60s and 70s, although it was on a completely different scale in the GDR and state directed and controlled.

There may however be an indirect connection between the recruitment policies of the two German states: it cannot be disputed that the mass recruitment of “guest workers” in West Germany was causally connected with the dwindling flow of new workers from an East Germany sealed off by the building of the Berlin Wall. In the GDR the number of contract workers evidently rose perceptibly and continuously from the moment when (from 1984) an appreciable number of people started to leave the country again for the west. The possibly very different qualification profile of people leaving and arriving is however a point against this.

Even more than in West Germany integration was not the intention here. “The migration policy of the GDR was aimed unambiguously at return and rotation – the family was not

¹⁶ *ibid.*, p. 95.

¹⁷ All these sectors are concentrated on the Hanseatic city of Rostock, which acts as a regional hypercentre and is regarded as the secret capital of Mecklenburg-Vorpommern.

¹⁸ Buschbeck, Thomas: Soziale Integration und Desintegration in der Hansestadt Rostock, MA thesis, 2004.

Grabosch, Fanny: Entwicklung neuer Konzepte für die berufliche Qualifizierung bei der Integration von jugendlichen Migrantinnen und Migranten im Arbeitsamtsbezirk Rostock, Dissertation 2003.

Krebs, Astrid: Daheimgeblieben in der Fremde, Dissertation, Berlin 2004

¹⁹ Klaus J. Bade/ Jochen Oltmer: Normalfall Migration, Bonn 2004, p. 93.

allowed to join the workers.”²⁰ Germans and foreigners led their lives largely separately. Every area of life and work was strictly regulated and subject to the omnipresent control of one’s own “spy” and state organs of the GDR. Closer contacts with the local inhabitants were undesired and made administratively difficult.²¹ The government policy of the GDR towards contract workers was less a matter of social integration and more state-prescribed segregation”²². Questions of cultural difference did not arise in the propagated ideology and accompanying public discourse.

“People of different nationality, according to SED ideology, should therefore always meet as it were as ‘representatives’ of their respective nations, almost in a diplomatic function, but not on a ‘person-to-person basis’. Mutual acceptance as ‘people like you and I’, as individual guests and hosts, passers-through and locals, as chance acquaintances etc. was thus made more difficult from the outset and required conscious, stubborn resistance – although there were indeed examples of this. The message of the official regulation mania was however: ‘nationality’ (and it was practically based on nationality) is eminently ‘important’, internationalism never called the pre-eminence of the nation into question.”(author’s emphases)²³. This mental heritage continues to make itself felt today.

There was however naturally interest and curiosity on the part of some of the “walled-in” population of the GDR in the “exoticism” of the guests. State control and the language barrier were however major obstacles to personal contacts, mutual experience and getting to know another culture. This experience remained largely the preserve of certain academic milieus (see below) and varied considerably in individual cases. Interestingly, personal connections made at the time today offer new business perspectives e.g. in the field of biotechnology research (see 2.1).

The memorandum “Immigration and integration in the newly-formed German states” comes to the following conclusion in this regard: “For many foreigners, original culture was restricted to their “own four walls”, while as far as possible assimilation was expected of them in public.”²⁴ Patterns of perception and evaluation of foreigners have survived until today in many parts of the GDR population. The severe shortage of jobs again makes “foreigners” appear as competitors, effective ghettoisation and assimilation pressure are still accepted as a matter of course, interculturalism is still seen as something threatening through all social and institutional sectors.

There were many foreign students and employees in GDR times at the universities of the former Rostock County (Rostock and Greifswald)²⁵. Many of them were from other socialist countries, but mainly from regions where “anti-imperialist” independence or liberation movements or other “progressive” movements were active and made available for state scholarships. There was also however a certain number of “paying guests”. There were about 9,000 foreign students in the GDR on the fall of communism in 1989²⁶. Cooperation and daily

²⁰ Quoted from: Alp Otman: Arbeitsmigration, in: Migration Handbook, published by Deutsche AIDS-Hilfe e.V., drawn up by the Archive of Social Policy, Berlin 1988, p.4.

²¹ *ibid.*, p. 94-95.

²² *ibid.*, p. 96.

²³ http://www.bpb.de/publikationen/OKZ5MW,3,0,Historische_Ursachen_der_Fremdenfeindlichkeit_in_den_neuen_Bundeslaendern.html

²⁴ Memorandum: Zuwanderung und Integration in den neuen Bundesländern. Chancen. Risiken. Aufgaben, Magdeburg 2002, p. 5.

²⁵ For further information see: Nikolaus Werz: Ausländische Studierende in Mecklenburg und Vorpommern, in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p. 128-133, Wiesbaden 2004.

²⁶ www.drehscheibe.org/leitfaden-artikel.html?LeitfadenID=218

cohabitation with foreigners was different here from that in relation to contract workers. Foreign university employees also came mostly from “friendly fraternal socialist nations”. Some of them were political refugees from dictatorships (esp. Chile²⁷). Most of the students lived next door to each other in the halls of residence. There were however clear differences here between individual university locations in the former GDR.

The figures for the universities of the northern county of Rostock²⁸ from that time are however predominately positive. Many students and employees from different countries obtained qualifications in completing a degree or postgraduate degree here, particularly from Africa, Latin America (Cuba) and Asia. The corresponding above-average level of education of the local employees and students at the educational institutions and a fundamentally positive attitude of solidarity with foreign colleagues and fellow students formed from the point of view of the authors the basis of a helpful and considerate relationship to and interest in foreign students and employees. Local students and employees took on care of foreign fellow students and colleagues on a voluntary basis to make it easier for them to find their bearing and settle in. Intensive language courses to acquire German were regularly added to the course of studies, so that there were generally no major communication problems.

Foreign students and employees had equal rights and in some ways were even privileged in comparison with their colleagues from the GDR. They mostly had opportunities to travel to West European countries. The average GDR citizen was denied such freedom of movement. Foreigners specifically in the academic milieu were thus living embodiments of greater autonomy and freedom of thought and action. The clubs for foreign students and employees were thus bursting with Germans, lively interest for culture and information events. In allocating admission tickets and visits e.g. to discotheques, foreign employees and students were treated as guests to be accorded favourable treatment so that they obtained a good impression.

It must finally again be particularly stressed that even then it was to some extent a case of academic “isles of bliss”. The mass of foreign contract workers lived in contrast on state-administered “isles of total isolation”. This did not only decisively influence the identity of those immediately affected but also the way a significant proportion of the social majority saw how foreigners have to “integrate”: assimilate inconspicuously or leave.

1.1.3. Foreigners as emigrants, students, workers and entrepreneurs in the state of Mecklenburg-Vorpommern after 1989

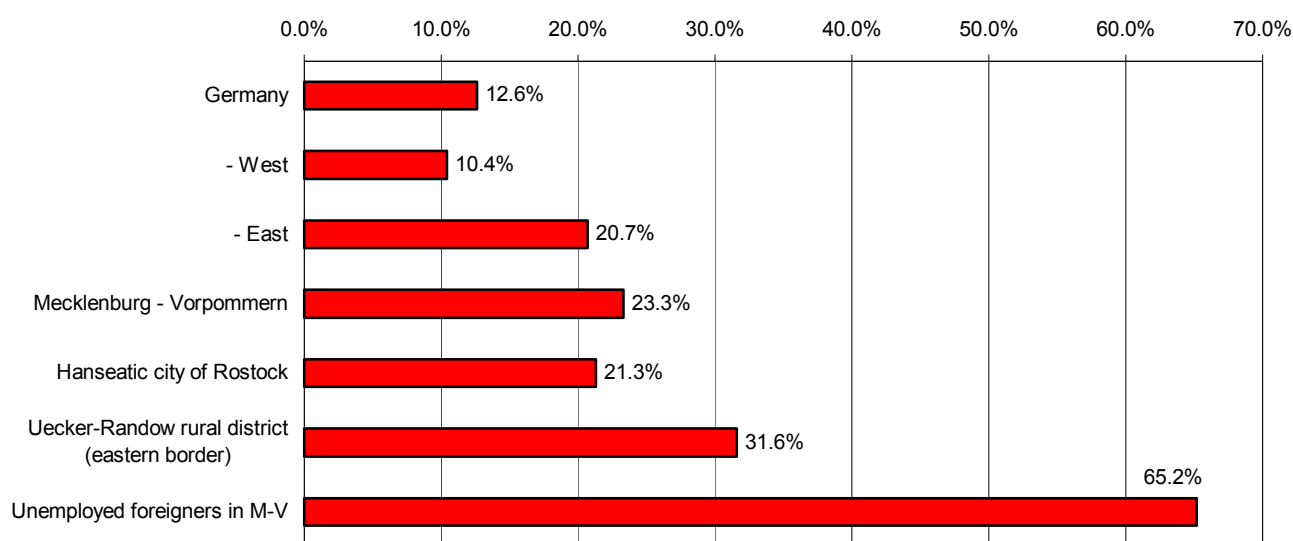
Like all East German states, the region has undergone rapid change since 1989. As well as positive developments in different areas of social and economic life such as urban development (particularly extensive modernisation of the housing stock, expansion and development of the entire infrastructure and the newly-won opportunities for democratic participation), there are serious socio-economic and socio-political problems which it has not been possible to solve in the years since the fall of Communism.

²⁷ 2,000 Chileans, who found protection in the GDR after the Pinochet coup in 1973, formed the largest group of political refugees in the GDR. They differ markedly from other foreigner groups in two respects: 1. They were almost exclusively highly-qualified, intellectual people, former state officials, white-collar workers and students. 2. Their integration, desired for political and ideological reasons, was promoted in exemplary fashion by the state. See: Klaus J. Bade/ Jochen Oltmer: Normalfall Migration, Bonn 2004, p. 96.

²⁸ The present state of Mecklenburg-Vorpommern was subdivided into three counties as administrative units in the GDR period: Rostock, Schwerin and Neubrandenburg. The two universities in the state and two specialist colleges are in the territory of the former county of Rostock, so the information given here may be generalised for the state as a whole.

As a result of the comprehensive collapse of the regional economy after 1989 and unsuccessful revitalisation with the aid of several billions in grants, Mecklenburg-Vorpommern has in March 2005 the highest rate of unemployment in Germany at 23.3%²⁹. The state has the rural districts with by far the highest rates of unemployment in the whole of Germany, markedly above even the state average. There is a clear geographical trend here: the nearer the district lies to the old inner German border, the lower is the unemployment rate. On the other hand, the nearer it is to the Polish border (the external border of the EU until 1st May 2004), the higher the rates. The peak value has been held for some years by the rural district of Uecker-Randow, right on the border, at currently 31.6%³⁰ registered unemployed. The unemployment rate among foreigners in M-V can only be described as extremely high:

Selected unemployment rates 31.3.2005



Sources³¹

The situation on the training market, of significance for the approximately 20,000 children and young people with a migration background³² living in M-V, looks similarly gloomy. The supply of company and extra-company trainee places has not been able to cover the demand for years. The imbalance between supply and demand in trainee places in the agency district of Rostock is currently manifested as follows:

- 2,194 available trainee places
- 4,620 applicants
- that is 506 trainee places fewer than in 2004,
- decline in comparison to the previous year particularly in production jobs in trade and industry (-200) and services (-325)
- 28% of young people (up to 27) currently have no vocational training.³³

²⁹ www.pub.arbeitsamt.de/hast/services/statistik/000100/html/monat/200503.pdf

³⁰ Ostseezeitung, 01.04.2005, p.1

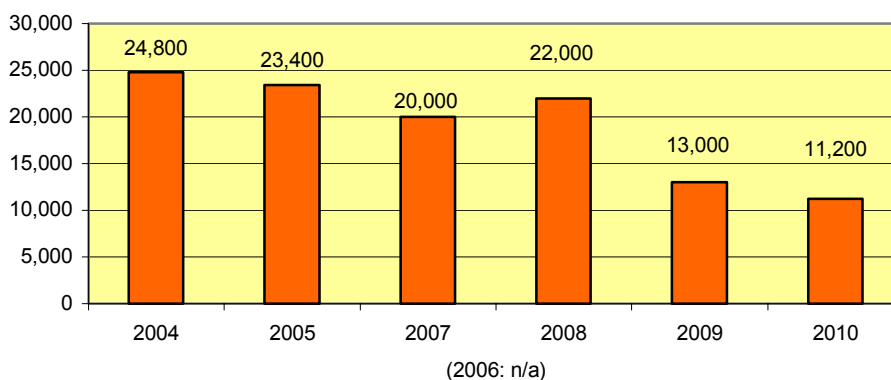
³¹ <http://www.pub.arbeitsamt.de/hst/services/statistik/000100/html/monat/200503.pdf> and: Statistisches Landesamt M-V, Zahlenspiegel M-V 5/2005, Schwerin 2005.

³² Data from Ute Schmidt, M-V ministry of social security, at conference "Outline plan for intercultural education' of the state of M-V" in Rostock on 29.4.2005

³³ All information according to Dieter Kwiatkowsky (director of Rostock job agency) in Norddeutsche Neueste Nachrichten, 5.4.2005, p. 9.

The continuous undersupply of trainee places in the state has led on the one hand to a permanent drain of potentially good and mobile people, who prefer immediately to seek good training in the comparatively prospering western areas of the state. On the other hand, a logjam of applicants builds up over the years, as not all applicants without a place migrate. At the start of the training year 2005/2006, 40% of trainee applicants in M-V will be left over from those who have not obtained a place in previous years³⁴. As these are purely quantitative propositions, the quality and potential of the applicants and trainees must be considered separately from an economic point of view. From the training year 2006/2007 on the so-called reunification break (in the birth rate) will have matured on to the training market; from 2009 the situation will transform dramatically. This may help short-term to ease the situation on the training market. Regional business however already expects a shortage of good applicants now.

Number of school leavers in M-V 2004-2010



Source³⁵

Overall, the region is lacking a deep-rooted, sufficiently broad and economically healthy stratum of medium-sized companies and an adequate settlement of production centres, so-called industrial lighthouses, in the form of major companies. The shortage of jobs and trainee places in the region thus leads on balance to exodus and not to immigration. It was only in the population group “People with a migration background” (i.e. including ethnic German emigrants from the east) that Mecklenburg-Vorpommern had a positive migration balance in 2004 of 2,349 persons³⁶. The only reason for this is the binding allocation through federal law of new immigrants and asylum seekers. As matters stand at the moment this will however not alter the fact that the foreseeable consequences of demographic development will become visible earlier and be more drastic in their effects in M-V than elsewhere in Germany: the most rural regions in particular are threatened with ageing and depopulation. The study “The effects of migration³⁷ on the development of population in Mecklenburg-Vorpommern” by Reiner Hans Dinkel offers a comprehensive and highly compact description of the situation in the state from a demographic point of view, and is worth quoting here:

“In the depths of the countryside today, where the necessary infrastructure can in principle only be maintained at the price of higher costs, the demographic ageing which is taking place anyway is being significantly intensified. Infrastructure facility cutbacks are unavoidable, so

³⁴ According to data from: Hannelore Schlotke, divisional manager of training of Ostmecklenburg-Vorpommern small business association, at “Youth conference of HanseJobcenter Rostock” in Rostock on 28.4.2005

³⁵ Dieter Kwiatkowsky (director of Rostock job agency) in Norddeutsche Neueste Nachrichten, 5.4.2005, p. 9.

³⁶ DGB Bildungswerk: Migration Online 05/2005, Düsseldorf 2005 (www.migration-online.de/beitrag)

³⁷ Migration is for once not meant here in the definitory context of this paper, but in the sense of the use of the technical term in demographic research, which here comprehends all permanent emigration and immigration of people over the borders of the state.

that living conditions will continue at least relatively to deteriorate and existing jobs (if they exist at all) cannot be kept. In the otherwise shrinking centres on the other hand, the immigration of those willing and able to work can help to moderate the problems otherwise arising or to avoid them altogether. The countryside empties at the cost of the centres which continue to prosper on account of this development and a reversal of the trend seems scarcely possible ... MV is currently devoid of centres with independent appeal to young job seekers. The university towns of Rostock and Greifswald are even experiencing above average net emigration... In view of the lack of jobs there is little hope that an influx of immigrants from Eastern Europe could solve the state's problems... It will not be possible for the state of MV, which is small anyway as regards population and economic power, to have a long-term political existence if it is not possible soon fundamentally and lastingly to reverse the demographic trends (in the concrete case of the exodus of young and able-bodied people)... Necessary at the very least would be an attempt by all socially relevant powers to take active countermeasures. Although one should be careful with horrifying images, the current demographic development in the state of MV is with the exception of the two border rural districts³⁸ without a precedent in its downward dynamics."³⁹

In this situation it is difficult to forecast future developments. The demographic development will lead to increased immigration in other regions to cover manpower requirements. With regard to the region analysed here this cannot be said with certainty, as the high level of unemployment can initially apparently be compensated for. If there is such a requirement in the future, it will probably be in the fields of tourism, care of old people and agriculture with often relatively low qualification requirements, and in the innovative company sector, if a development which has started here continues positively.

In view of the downward spiral noted by Dinkel however, it is ultimately a question of political declarations of intention and setting of priorities whether, how and to what extent immigration and in particular the integration and absorption of immigrant foreign migrants is desired as a population-stabilising element, promoted and presented to the wide mass of the population in local social debate as a real chance for the future development of the state. If society, that is the population, is ready and willing for a change of perspective and paradigm in how it sees immigration, away from "threat" and towards "chance" and – if the crucial, largely middle-class, elites are willing and courageous enough to advocate this in a state which has neither recovered from the dramatic effects of the all-embracing social and economic upheaval nor has recognised its widespread xenophobic every day behaviour for what it is and is prepared to change it (see also 3.).

The social situation of many migrants is characterised by the fact that they are even more affected by the catastrophic situation on the regional job market than Germans. Thus unemployment among foreigners in Mecklenburg-Vorpommern is approximately three times the average, even taking the already very high initial mean value⁴⁰ into account. Internal differentiation thus gives an extremely heterogeneous picture. According to this, 80% of the group of emigrants in Rostock in 2001 were not employed and only 20% declared themselves

³⁸ Meant here are the two western rural districts of Northwest Mecklenburg and Ludwigslust, which are both on the border to the western states of Schleswig-Holstein and Lower Saxony and in the catchment area of the metropolis of Hamburg

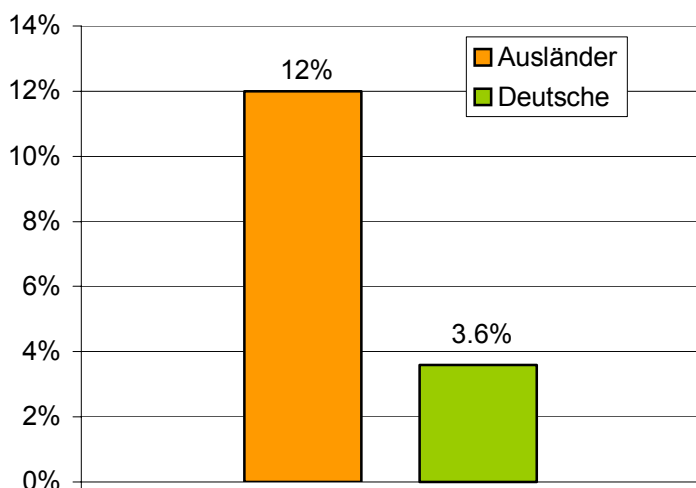
³⁹ Quote: Reiner Hans Dinkel: Die Auswirkungen der Migration auf die Bevölkerungsentwicklung Mecklenburg-Vorpommerns; in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg und Vorpommern, p. 199-200, Wiesbaden 2004.

⁴⁰ These figures do not include ethnic German emigrants from Eastern Europe or asylum seekers/rejected asylum seekers – this group is de facto excluded from the regional job market on account of the so-called secondary nature of its access to the job market and thus often falls back on illegal employment

employed. The picture for the migrant group of former contract workers is completely different, whereby 83% of them were employed and 17% not employed. 28% of the group of asylum seekers were employed and 72% not employed.⁴¹

Of the approximately 38,600 foreigners in the state in 2004, about 5,000 were receiving income support. Legal changes in the area of social systems came into force at the start of 2005. In course of this, statistic registration of the unemployed was also changed⁴². Since 1st January 2005, income support recipients considered to be able to work⁴³, have been listed as unemployed. Previously there were separate statistics for income support. To clarify the causes of the significant rise of the proportion of unemployed among the foreign population in January 2005, comparative values from income support statistics are shown as well.

Income support relation in Mecklenburg-Vorpommern on 31.12.2003: proportion of income support recipients in the respective population group



Quelle: Statistisches Bundesamt, Wiesbaden 2004

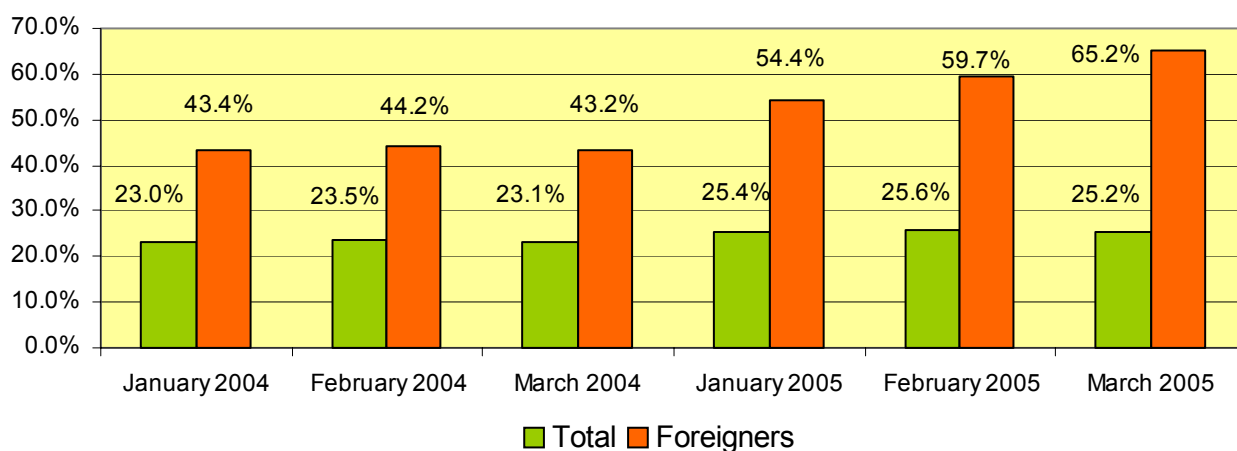
The high proportion of income support recipients among foreigners can however merely explain the sudden increase in the unemployment rate at the start of 2005. It is not possible to explain why the average unemployment rate virtually “spiralled” in the following two months. A possible explanation is the not-yet-complete integration of the Federal agency unemployment statistics and the relevant values for able-to-work unemployment benefit II recipients (previously income support), which are to some extent the responsibility of municipal authorities.

⁴¹ Buschbeck, Thomas: “Soziale Integration und Desintegration in der Hansestadt Rostock”, dissertation, p. 41ff., Rostock 2004.

⁴² Until 31st December 2004, all those seeking work (with restrictions) were registered who were the responsibility of the Federal Agency of Employment. Those on income support did not count as unemployed up to this time.

⁴³ Anyone who can work for more than 3 hours a day without qualification is officially considered to be able to work and is included in the unemployment statistics from 1st January 2005, even if s/he has previously received income support.

Development of unemployment rate in M-V in monthly comparison January-March 2004 and 2005



Source⁴⁴

There is a similarly dramatic picture looking at the number of employed persons. The number of working foreigners liable for social insurance is marginal. This marginality is reflected in the fact that the following figures cannot be shown comparatively in a diagram:

- Workers liable for social insurance in M-V/ 31.3.2004 **504,000**
(represents 29.3% of the total population in M-V)
- Foreign workers liable for social insurance in M-V 30.3.2004⁴⁵ **3,000**
(represents 7.5% of the foreign population in M-V)
- Percentage of foreigners in overall employment figures in M-V **0.6 %**
(overall percentage of foreigners in population of M-V 2.3 %)

The group of foreigners on the job market (here: dependent gainful employment) – compared with their percentage of the population – is clearly underrepresented fourfold. On the other hand there clearly exists in certain communities an above-average propensity to earn one's living independently as a mini or small-scale entrepreneur. Thus, of the approximately 9000 Vietnamese living in Rostock, about 140 provide for themselves and their families as self-employed operators⁴⁶. But there are surely other explanations as well, not to be grasped by means of statistics.

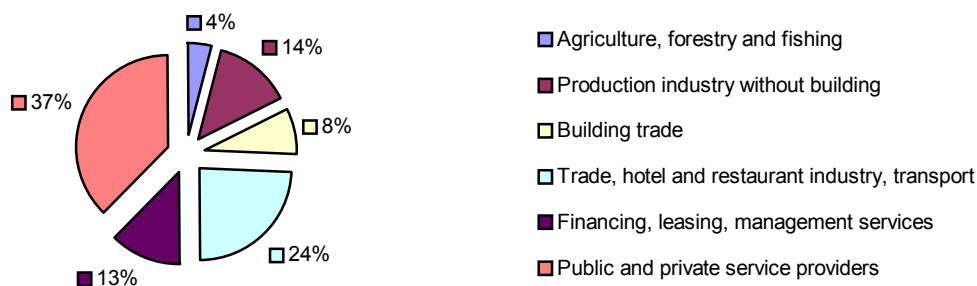
Division of dependent workers into sectors in M-V is not done separately statistically by Germans and foreigners. It is therefore only possible to speculate on the distribution of foreigners by sector. The following diagram is intended to give an overview of the importance for employment of individual sectors in M-V.

⁴⁴ Statistisches Landesamt Mecklenburg-Vorpommern: Zahlenspiegel M-V 5/2005, Schwerin 2005.

⁴⁵ www.statistik-portal.de/Statistik-Portal/de_zs02_mv.asp

⁴⁶ Phuong Kollath: Untersuchung des Integrationsprozesses von Vietnamesinnen und Vietnamesen in Nordostdeutschland", Diplomarbeit, Universität Rostock, Institut für Allgemeine und Sozialpädagogik, Rostock 2005

Workers liable for social insurance in M-V by sector (31.3.2004)



Source⁴⁷

An absence of data because of the lack of detailed recording only makes it possible to speculate on the main fields of employment of foreign workers. The low absolute number of foreign workers in M-V overall increases the validity of such hypotheses, as they are largely based on the public perception of such employment. With 3,000 workers in the entire state it is thus possible to gain a literal overview fairly quickly: the “trade, hotel and restaurant industry, transport” sector clearly dominates, with the main areas being trade and the hotel and restaurant industry. It is possible that this is *the* sector of industry where the overwhelming majority of foreigners are currently employed. Paradoxical as it may sound: at the time of the survey there was a grand total of 207 (two hundred and seven) employed Turks⁴⁸. It would appear in view of the regional reality that these are not enough people to provide the ubiquitous doner snack bars with sufficient Turkish staff (who are generally to be found there; the question of the spread of “alternative” forms of employment such as so-called “moonlighting” should expressly not be gone into further here).

Overall the figures starkly reveal how dramatic the social situation is in the state in general and among foreigners in particular. This is as it were the starting point for all further considerations, lying like a large shadow across all activities and measures.

The completely different ethnic composition of immigration to M-V in comparison with the West German states is also evidently reflected – as already mentioned – in the job market. Whereas for example c. 26.6% of foreign workers in the West German states in 2003 came from Turkey, the percentage at the same point in Mecklenburg-Vorpommern was 6.5%. The history of migration in the state and thus the ethnic composition of migrants is different. It is significantly shaped by the immigration of German immigrants from the east and Jewish emigrants from the successor states of the USSR⁴⁹, by refugees applying for political asylum⁵⁰, former contract workers who have remained in the state and their families and by foreign students and teachers at the state’s academic teaching and research institutes.

⁴⁷ www.statistik-portal.de/Statistik-Portal/de_zs02_mv.asp

⁴⁸ www.statistik-portal.de/Statistik-Portal/de_jb02_jahrta12.asp

⁴⁹ Jewish emigrants receive an indefinite residence permit/leave to remain, but keep the nationality of their country of origin. Ethnic German emigrants from Eastern Europe have been arriving ever more frequently since the mid 90s with non-German family members, who likewise keep their nationalities and count as foreigners. Both groups – including many Germans among them – share Russian as lingua franca.

⁵⁰ The nationwide allocation formula does not only fix the proportion of asylum applicants a state is to accept, but also a set quota of potential countries of origin of the applicants. In this way, migrants have come to Mecklenburg-Vorpommern via the asylum procedure over the last 15 years mostly from Iraq, Turkey, Togo, Vietnam, various successor states of the USSR (especially Armenia and Azerbaijan) and Yugoslavia, recently from Russia too (generally Chechnya).

There are currently about 38,600 foreigners and 20,000 emigrants living in Mecklenburg-Vorpommern that is about 58,600 migrants in total⁵¹. With a current overall population figure of about 1.7 million, this represents a migrant percentage of almost 3.5%. The statistical percentage of foreigners on 31.12.2003 in contrast was only 2.3% (Germany: 8.9%)⁵². The term “migrant” is here applied not only to foreigners of the various non-German ethnic groups, but also to the group of ethnic German emigrants from Eastern Europe, as these people, despite their German nationality conferred by law on arrival “(are coming) culturally, mentally and socially to a true immigration situation. They are nothing else than German immigrants and should be treated as such.”⁵³ “Despite their German descent and automatic naturalisation emigrants confront the same difficulties as migrants in general, making integration programmes equally necessary”⁵⁴.

To this may be added that they are frequently defined by the local population, despite their formal legal status as German people and citizens simply as “Russians” (whereas in the CIS states they were “Germans”). As the group of emigrants has increasingly been arriving with family members not of German origin (who have kept their nationality) since the start of the 90s, an aggregation of the two different groups following the letter of the law is at least logical and sensible from an integration and social policy perspective and has already been accepted in the formulation of the state policy “Guidelines on integration of migrants living permanently in Mecklenburg-Vorpommern including asylum seekers resident here” and will find expression in the “Plan for integrating migrants living in Mecklenburg-Vorpommern”.⁵⁵

The concentration of migrants is low in comparison with the old West German states. Distribution also diverges widely within the state. Mecklenburg-Vorpommern only has a few larger towns, this is where migrants are concentrated, and the Hanseatic city of Rostock as the most densely populated town of the northern East German state has the largest number of migrants and the greatest ethnic diversity. The authors do not have access to statistical data on the ethnic composition of foreigners in M-V; detailed statements can only be made for the town of Rostock. One general statement may however be made: the language of immigration is Russian, the face of immigration is – other than in the west and insofar as it is perceptible at all – not Mediterranean, but rather Asiatic and African in delineation.

⁵¹ Information from the minister of social security of Mecklenburg-Vorpommern, Marianne Linke (PDS), in the state parliament on 1.4.2004 (www.soziales-mv.de/pages/Rede35.html)

⁵² Statistical federal and state agencies: www.statistik-portal.de/Statistik-Portal/de_jb01_jahrta2.asp

⁵³ Lower Saxony centre of political education (Ed.): Klaus J. Bade: Migration und Integration in Deutschland seit dem Zweiten Weltkrieg, p.14, Hanover 2000.

⁵⁴ DGB Bildungswerk: Migration Online 05/2005, Düsseldorf 2005 (www.migration-online.de/schlagwort)

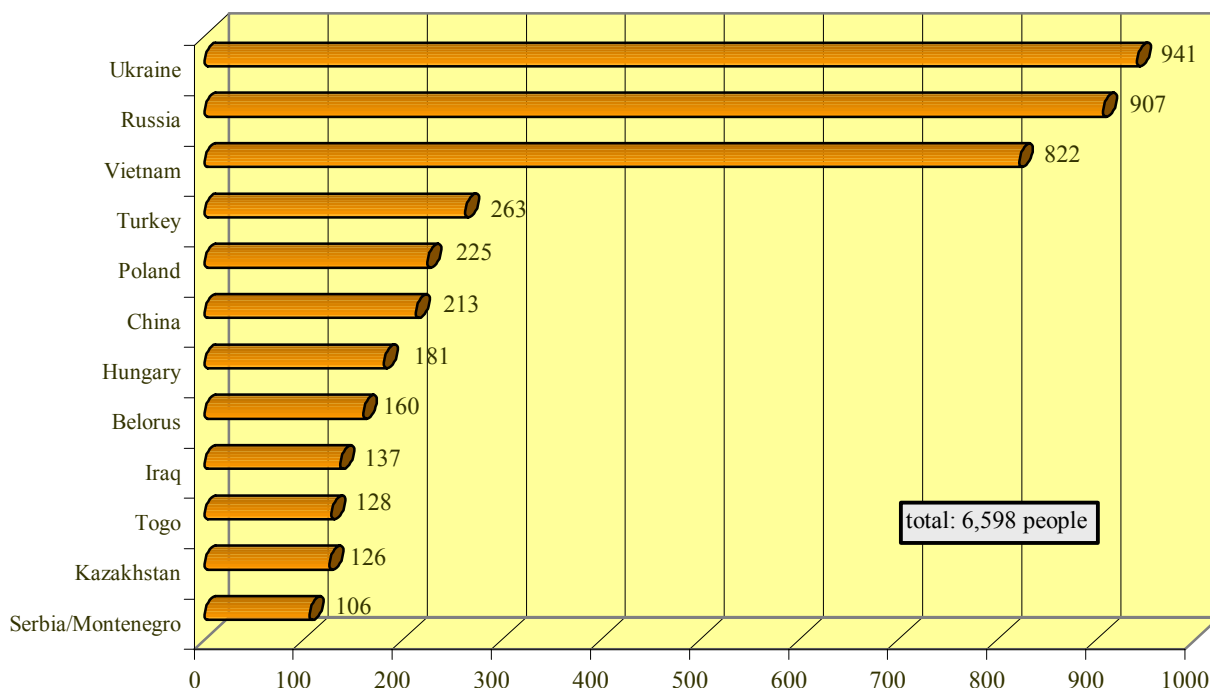
⁵⁵ The guidelines were resolved by the state government on 16.12.2003. The state concept is currently the subject of political and social debate and is due to be passed by the state parliament in November 2005.

1.1.4. The situation in the Hanseatic city of Rostock from 1989 to today

As a major regional centre, the Hanseatic city of Rostock should here be subject to particular scrutiny, as it has taken and is taking a line of development which is in many ways untypical for the state of M-V. This special position has as its root cause in particular the fact that Rostock is by far the largest town in the region (30.9.2004: 197,582 inhabitants, next-largest town is the state capital Schwerin with fewer than 100,000 inhabitants⁵⁶), has the largest proportion of immigrants in the state and provides the most migrant-specific advice, care and training facilities in Mecklenburg-Vorpommern.

The national variety of migrants has also increased in Rostock since German reunification. According to M-V interior ministry data, the state of Mecklenburg-Vorpommern in 2004 took 2.6% of ethnic German emigrants from Eastern Europe, 2.3% of asylum seekers and 2.5% of Jewish emigrants from the successor states of the USSR according to the Federal Government allocation formula. The standard for comparison here is the number of people in the respective immigrant group which has newly arrived in Germany in the year in question.

The Hanseatic city of Rostock had exactly 6,598 foreigners in 2004 and about 4,000 ethnic German emigrants from Eastern Europe. With the population of the town being approximately 11.5% of the state population, this represents an above-average percentage of about 17.1% of all foreigners living in the state and 30% of ethnic German emigrants. The percentage of foreigners is thus 3.5%, the migrant percentage 5.4% of the town's population.⁵⁷ The ethnic make-up on 31st December 2004 was as follows:



Around 1,300 foreigners from 87 countries of origin were living in the rural district surrounding Rostock, Bad Doberan, on 31st December 2004. In addition there were at least 500 ethnic German emigrants who had newly arrived in the previous three years⁵⁸.

⁵⁶ Mecklenburg-Vorpommern Office of Statistics (Ed.): Statistische Berichte, Bevölkerungsentwicklung der Kreise in M-V (Faktoren der Bevölkerungsentwicklung) 1.1 bis 30.9.2004, Schwerin 2005.

⁵⁷ Own information of the Hanseatic city of Rostock, Town office, Office of foreigner affairs/ Dien Hong e.V., IntegrationsFachDienst Sozialberatung, Rostock 2005.

⁵⁸ Ostseezeitung, 27.04.2005, p. 13.

There were already many contract workers living in Rostock before 2004 – particularly from Vietnam. Although most of them returned home after the mass redundancies in the course of the economic collapse after monetary union, the Vietnamese were still the largest group of foreigners in Rostock up to 2003. The community continues today to be relatively stable and is lightly increasing in number through families joining and through births.

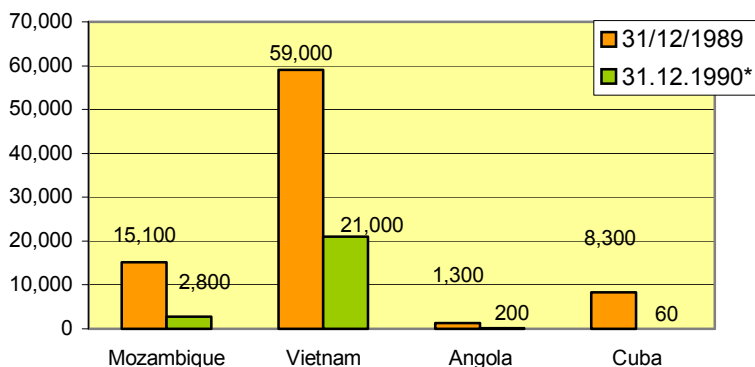
It should therefore be briefly examined what happened to these people after the fall of Communism in 1989/90 decisively changed all aspects of life. With the social upheaval and the reunification of the two German states, the Federal law governing aliens became effective for foreigners previously living in the GDR region as well. The consequence of this for foreign workers was that their previous right of residence was transformed into a residence permit. This residence permit was tied to a specific purpose – work. This development put the contract workers affected in a worse position than comparable foreign workers in the former FRG. It was in effect a constitutionally sanctioned continuation of the GDR foreign worker policy. Losing one's job would mean automatic obligation to leave.

The rapid economic collapse, which allowed entire sectors to disappear in the region after the fall of Communism, produced mass redundancies, which also affected the contract workers. Dismissals did not however conform to the existing government agreements and valid work contracts. It was clearly codified in the agreements that the employment could not be terminated unilaterally⁵⁹. As a result more and more – still state-owned – companies in the GDR filed applications to release contract workers. In 1990 the paradoxical situation arose that keeping to the existing contract would have led to continuing to employ foreign contract workers and having to make German workers redundant. Action was needed.

Contract workers whose employment was terminated before the end of the agreed contract term could claim a premium of DM 3,000 if going home prematurely. The company also had to pay financial compensation of 70% of the current average net wage for up to three months and guarantee accommodation until the worker departed. What consequences did the development have for Vietnamese contract workers in the region? To begin with, their number fell drastically.

⁵⁹ The contracts were after all government agreements, which individual companies could not simply ignore. Contract workers were still arriving until the middle of 1990 on the basis of these contracts from the main senders Vietnam, Mozambique and Angola, see also: Astrid Krebs: *Daheimgeblieben in der Fremde. Vietnamesische VertragsarbeitnehmerInnen zwischen sozialistischer Anwerbung und marktwirtschaftlicher Abschiebung*, Berlin 1999.

Foreign contract workers in East Germany (selected countries of origin)



*Estimated figures⁶⁰

The residency of the remaining Vietnamese was legally readjusted in 1993. The purpose-dependent residence permit was changed into an authority to stay which had to be applied for. To receive this authority the applicant had to prove that he could pay for his upkeep himself. This included proof of housing and a certificate of permanent residency in Germany or the former GDR. These conditions resulted in increased – often self-employed – Vietnamese employment in niches scarcely offering sufficient income: mobile sellers of clothing, fruit or artificial flowers, snack stands, waiters etc. These fields of employment continue to characterise – rightly – public perceptions of the Vietnamese to the present day. In its high degree of individual securing of livelihood through self-employment the Vietnamese community is markedly different from other ethnic groups in the region. A partly empirically conducted study from 1999 comes to the result for the town of Rostock that of the 788 Vietnamese living in the town at that time alone about 300 were working as self-employed (mainly in the areas given above)⁶¹. This represents a proportion of 38% of all Vietnamese!

The group of new arrived Jewish migrants has grown continuously. It must be mentioned in this context that there is targeted settling of Jewish emigrants in Mecklenburg-Vorpommern in three urban locations: in the state capital Schwerin, in Wismar and Rostock. This at first (historical) sight doubtful settlement policy is rooted in the desire of the Jewish communities to allow viable communities to come into being. After the national-socialist genocide and exodus or disappearance of the last survivors in the GDR period there was hardly any Jewish life left in the state at the fall of Communism. Currently more than 1,000 people of this migrant group live in Rostock. About half of them are organised in the newly arisen city Jewish community.

In comparison the number of newly registered asylum seekers in the Hanseatic city of Rostock has only declined slightly since 2002 – in contrast to the drastic drop in new arrival figures nationwide. As asylum seeker accommodation has continually been closed down in the comparative period, particularly in the rural regions of Mecklenburg-Vorpommern, and Rostock has been favoured as a location on account of its exemplary standards of care and accommodation, there have been repeated so-called in-state redistribution of asylum applicants already living in the state into the Hanseatic city. Of political significance in this connection is the fact that the declared desire exists in the Rostock community to accept these groups of persons, in contradistinction to many rural districts in particular. This is further manifested in the fact that the town build or renovated hostel accommodation on its own

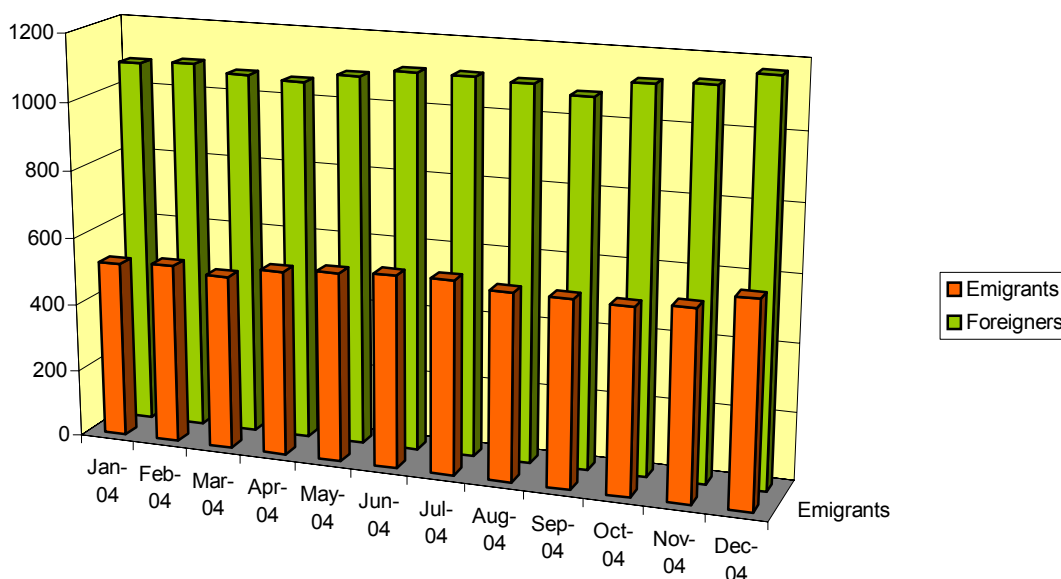
⁶⁰ ibid

⁶¹ ibid, p. 43.

responsibility in the years 1996 to 1999. It should also be emphasised that these hostels were consciously located in city residential areas and not banished to remote locations on the outskirts. The dominant groups among asylum applicants in Rostock for several years have been people of Iraqi origin, from Togo, Armenia, Vietnam and Turkey and from different regions of the former Yugoslavia.

Unemployment among foreigners and ethnic German emigrants is very high in Rostock too, although the percentage figures are unfortunately not available. The administrative district of the Rostock job agency is the only one in Rostock to keep a separate record of the (formally considered as German) emigrants in its jobless statistics, on account of excellent cooperation over many years with the IntegrationsFachDienst Migration of the Vietnamese-German Dien Hong e.V. association. When looking at the absolute figures presented here one should again recall a corresponding statistical quantity: in the whole of Mecklenburg-Vorpommern approximately 3,000 foreigners work in conditions liable for social insurance, in Rostock alone there are in contrast about 1,000 registered unemployed foreigners (roughly 15% of all foreigners in the state live in Rostock):

Unemployed foreigners and emigrants in the district of the Rostock job agency
(in absolute figures/ 1.1.-31.12.2004)



Source: Rostock job agency, 2005

Immigration in M-V in general and in Rostock in particular exhibits several typical characteristics:

- The migrants are predominantly relatives of the first immigrant generation. It is solely in the group of Vietnamese who have already been living here for a longer period that something like a second generation, partly born in Germany, is slowly growing up. The integration problems of this group have frequently been examined in migration research and do not represent anything “exotic” as such. Rather it should again be recalled – particularly in political discussion – that the situation of immigration in the east displays significant differences from that in the west of Germany.

- The majority of immigrants may have come voluntarily to Germany, but they came compulsorily to M-V. By far the largest status groups of migrants in the state – the German emigrants from the east, the Jewish quota refugees from the successor state of the USSR and the asylum seekers – were allocated within the framework of the state allocation formula to a state in what seemed to the individuals an arbitrary way. There applies for ethnic German emigrants and Jewish emigrants a residential commitment limited to two years (which is however linked to drawing state benefit; should someone achieve the leap into economic independence, the state does not mind where s/he lives). Asylum seekers however are subject to the so-called residence obligation, i.e. they are not only tied to the place of residence, but generally may not leave it either. If they find work outside this area, a work permit, difficult enough to acquire as it is, will often be refused when it is pointed out that it makes it necessary to move outside the fixed area of residence.
- Restricted access to the job market: the majority of the first generation of immigrants has to struggle against a series of structural deficits: lack of language and specialist language, non or barely compatible professional qualification and work experience, missing legalisation from school, vocational and university qualifications from the home country, a lack of access to social and other network structures, which could facilitate entry into the job market. For some immigrants (depending on their entitlement to stay) so-called *subordinated* access to the job market applies. In practice this means that if qualification and aptitude for a position are equal, applicants of German nationality, foreigners from the EU and other “privileged” foreigners are given preference. Further obstacles for some migrants are official bans, which may be linked to the residence entitlement, on self-employed work.
- This leads to a prevailing personal dependency on social benefits: as already pointed out, unemployment among people in M-V with a migration background is approximately two-and-a-half times as high as among Germans. With income support recipients (until the end of 2004), the figure was four times as high. In view of the catastrophic situation overall on the job market, the higher qualification requirement (and accompanying costs) and other barriers to earning one’s living independently, a very large proportion of migrants in M-V is dependent on state transfers. The public perception of migrants in the state is also unfortunately shaped by this circumstance, although there is a major information deficit in this connection among the non-affected German population about the special circumstances of immigration law.
- A markedly higher proportion of asylum seekers in the overall number of migrants compared with the situation in West Germany: between 1,500 and 830 applicants have come annually by allocation to M-V in the last four years (the trend is downwards)⁶². No separate counts are made, but there are relevant empirical values according to which the number of asylum seekers and rejected asylum seekers is roughly four times as high as the number of new applicants. For the Federal Republic as a whole this means a share of the foreign population of approximately 2.5%, for Mecklenburg-Vorpommern however of about 10%⁶³. Because of the specific and numerous legal restrictions (up to and including freedom of movement within Germany) on this group of people, this circumstance must be mentioned as a specific feature of immigration in M-V. These people are de jure excluded in the first year of their stay from the job market, this state of affairs continues de facto thereafter – with a very few exceptions. The “subordinated” access to the job market cements the ban on access of the first year in view of the general job market situation.

⁶² Federal Agency of Migration and Refugees 2005:
www.bamf.de/template/statistik/anlagen/hauptteil_1_anlage_12.pdf (Seite 11)

⁶³ Estimated

1.2. Social answers to the development

Immigration and the integration of immigrants in the Federal Republic of Germany are decisively shaped in their concrete structure by Federal law guidelines. This is not surprising, and for this reason the important points should be briefly described here. To do this it is necessary to go into historical, political and legislative developments in the last five years from a sociopolitical point of view. This is to make clear what a change of premises is currently taking place in recognising the necessity of immigration and integration in society. The corresponding reflection in different sectors of society should be analysed in as model a fashion as the question of how the altered premise setting is reacted to with different instruments, where the “driving” and “curbing” factors are to be found and in what intensity and quality the latter display their effect.

1.2.1. Federal and state political level

Relevant federal laws

Nationality Act (in force since 1.1.2000)

On 1st January 2000, one of the most important and fundamental reforms in “immigrant affairs” for 87 years came into effect: the reformulation of the Nationality Act of 1913 (!), which thus reached back to provisions from both imperial *and* Nazi rule. The key concept of German nationality law since the fascist Nuremberg race laws had been exclusively in unbroken tradition the *ius sanguinis*: only those of German blood can be German (until then significantly different regulations had applied side by side in the different German Lands). Naturalisation deviating from this basic condition was to date only possible in exceptional cases, a postwar and the later united Germany did not see itself politically and socially as a country of immigration and foreigners were perceived per se as a burden by wide sectors of the population⁶⁴. With the act’s coming into force, all children of foreigners born in Germany automatically acquire in case of permanent residency German nationality as well as that of their parents. On reaching majority they must choose one of the two. Naturalisations are made much easier, but are still largely dependent on the length of legal residency in Germany and degree of linguistic and professional integration. Although *ius sanguinis* is not given up entirely, there is *ius soli* “on a trial basis”.⁶⁵

The Immigration Act (in force since 1.1.2005)

The legal framework for conditions of stay of foreigners in Germany was supplied until the end of 2004 by the old law governing aliens. After the first phase of modernisation with the coming into effect of the new Nationality Act on 1.1.2000 (see above), this represents the second significant legislative milestone on Germany’s path to becoming a modern immigration society. For decades social reality and legislative demand have been growing

⁶⁴ This proposed law led to an extremely polarised and frequently demagogic campaign of the then opposition against the government bill. A nationwide CDU petition against the “double passport” (defined in this bill as the absolute exception!) during the state parliament election campaign tapped into the worries of many citizens and achieved in a very short time 5 million signatures and victories in this and subsequent state elections. The oft-reported question with which many people ready to sign asked about the list: “Where can you sign against foreigners here?” has become legendary - Klaus J. Bade: Migration und Integration in Deutschland seit dem Zweiten Weltkrieg, Hanover 2000, p.10.

⁶⁵ More information and the full text of the act at: www.einbuerbung.de

ever further apart: actual immigration processes conflicted in scale with the denial of immigration and the need of integration as a social duty through large parts of policy.

The Immigration Act for the first time makes integration of foreigners living here a state duty on a wide basis and defines it as an obligation for all those involved and affected. At the same time, controlled immigration – particularly of the highly qualified and so-called key players – is legally regulated and made significantly easier.

Several reforms are of structural significance nationwide (here: focus access to the job market)⁶⁶:

1. The number of entitlements to stay was reduced nominally to two.⁶⁷ In contrast to the previous law, the new law of residency is not aimed primarily at entitlements to stay, but to the purpose of stay. This reform is significant in that there was a multitude of different entitlements to stay in the past, with sometimes inscrutable legal consequences for those affected in the areas of work permit law, family reunification, social security and other legal areas important to personal existence. This “legal jungle” was difficult to comprehend even for experts.

The two entitlements to stay are the **(restricted) residency permit** and the **(indefinite) permit to remain**. Reasons for stay under the law are: education, gainful employment, joining the family and humanitarian reasons.

2. All the tasks and measures connected with immigration and integration are solely coordinated by a single state authority after the Immigration Act comes into force: the Federal Office of Migration and Refugees (BAMF)⁶⁸. Its main duties include:
 - the development and implementation of integration courses for foreigners and ethnic German emigrants (see “Integration courses” section below),
 - implementing scientific research projects on questions of migration (accompanying research),
 - coordinating information on work migration between immigration authorities⁶⁹, the Federal Job Agency⁷⁰ and the German agencies abroad,
 - coordination and supervision of the implementation of the (newly introduced and obligating) integration courses for new immigrants and (to a limited extent) for so-called permanent foreigners.
3. Important new provisions in the field of work migration
 - Highly qualified people *may* (not as a rule!) immediately receive a permit to remain (i.e. the right to remain permanently). Family members travelling with them automatically receive an unrestricted work permit in such a case.

⁶⁶ The main facts are taken from: Federal ministry of the interior: Details of Immigration Act, (http://www.bmi.bund.de/cln_007/nn_165090/Internet/Content/Common/Anlagen/Themen/Zuwanderung/Daten_undFakten/Einzelheiten_des_Zuwanderungsgesetzes_Id_25594_de,templateId=raw,property=publicationFile.pdf/Einzelheiten_des_Zuwanderungsgesetzes_Id_25594_de)

⁶⁷ The area of political asylum and foreigners required to leave is excluded from this. In practice the “residency authority” entitlement to stay continues to exist for applicants for political asylum currently in the asylum process and “toleration” for foreigners required de jure to leave, but who de facto for specific reasons cannot do so.

⁶⁸ BAMF has emerged from the former Federal Office of Recognition of Foreign Refugees (BAFI) in Nuremberg and is answerable to the Federal Ministry of the Interior (BMI); further information at: www.bamf.de

⁶⁹ Immigration authorities operate at a municipal and rural district level

⁷⁰ Central Federal authority, up to now responsible e.g. for granting work permits.

- Self-employed persons from abroad as a rule receive a residency permit (limited period of stay), if they invest at least € 1,000,000 and create at least 10 jobs; after a further three years they may receive a permit to remain if the business idea has been successful and old-age provision is ensured – one of the major points of criticism of the Act becomes particularly clear here: it is a typical compromise law; the original intention of steering (economically) desired immigration petering out in the bureaucratic regulation of fears of uncontrolled immigration.⁷¹
- Foreign students may stay in Germany for up to one more year to look for work after successfully completing their studies. Up to now they had to leave Germany immediately on successfully concluding their studies, as the entitlement to stay was exclusively linked to the purpose of study.
- Awarding a work permit is made administratively simpler for the applicant: as the permit to remain automatically entitles the holder to any type of work, this affects applicants for residency permits. The work permit is granted simultaneously by the immigration authority with the residency permit⁷².
- The recruitment ban on unqualified and poorly qualified workers is generally maintained.
- The recruitment ban on qualified workers continues to apply with exceptions. A work permit is only granted in a justifiable special case if *public interest* in the employment exists.
- Applicants from the new EU member countries are generally subject to a waiting period of several years to acquire freedom of employment, the above rules thus also apply in principle to them. Qualified workers however are privileged here in comparison with applicants from non-EU states in that they have priority in the granting of a work permit over the latter.
- Nothing changes in the access of asylum applicants to the job market: they continue to be generally excluded from the job market in the first year of their residency in Germany and obliged to draw benefits according to asylum-seeker benefit law. After the one year they are subject to the same rules as all other foreigners from non-EU countries (subordinated access). For M-V, with its relatively high proportion of asylum seekers in the resident foreigner population in comparison with the rest of the Republic this means, in view of the extremely tight situation on the job market, virtual exclusion of most asylum seekers – including those who have been living here for a longer period.

The following principles therefore apply for the German job market as a whole, irrespective of specific regional economic factors:

1. Freedom of employment for all citizens of the countries which were members of the EU before 1st May 2004,
2. unrestricted access for all foreigners with a permit to remain,
3. clearly defined (and restricted) access for self-employed people looking to invest,
4. restricted access for qualified workers from the new EU member states and from non-EU states (with priority given to new member-state nationals),

⁷¹ See for example: Übersicht und gemeinsame Stellungnahme der Vereinigung Afro-Deutscher AnwältInnen und JuristInnen (vadaj) und der Initiative Schwarze Menschen in Deutschland (ISD-Bund e.V.) - <http://www.isd-bund.org/modules.php?name=News&file=article&sid=128>

⁷² The immigration authority and Federal Job Agency come to an agreement in an internal procedure. It is problematic that in case of error it is no longer possible to take action against what is still basically the crucial authority. Figures based on experience of the new legal practice are however still lacking here.

5. no access for unqualified and poorly qualified foreign employees.⁷³

The following laws and regulations are applicable in the field of migration, integration and the job market (the Immigration Act is made up of a part of the following legal texts):

Immigration law consisting of:

- Residency Act (regulates e.g. how terror suspects are dealt with),
- residency regulations of the BMI⁷⁴,
- Mobility Act (regulates the general freedom of movement of Union citizens),
- employment rules of procedure of the BMWA⁷⁵ (regulates the employment of foreigners living in the country),
- employment rules of the BMWA (regulate the employment of newly arrived foreigners, including seasonal and holiday work and other special forms of employment),

as well as:

- Nationality Act,
- Integration policy regulations,
- social security statute books (I-XII),
- industrial-relations law (interesting in connection with the current discussion about an anti-discrimination law: agreement on company integration/anti-discrimination agreements on the basis of industrial-relations law),
- law on procedure for seeking asylum,
- asylum-seeker benefit law.

It is quite obvious that no simplification of the legal situation has taken place. The legislators of the Federal Republic of Germany commit themselves however for the first time to Germany as a country of immigration and are attempting to provide both regulated immigration in the future and social integration of the approximately 8 million foreigners already living here (about 12 million inhabitants with a migration background) with a legal framework.

Regional policy level

Regional policy in the field of integration is in principal subordinate to Federal legislation. But there is room to manoeuvre for every state, particularly in so-called soft structural factors. These include in particular the definition and mediation of the relative importance of interculturalism in the state.

The guidelines on the integration of migrants passed by the state parliament in Mecklenburg-Vorpommern contain the important political statement: *“Our state, severely affected by emigration, is profiting from a slowly but constantly rising proportion of immigrants living permanently in the state.”*⁷⁶ Starting from the basic values set out in the state constitution, the state government considers a *sustainable and comprehensive integration policy as “an important long-term political task”*. Notable in a national comparison is that asylum seekers are also expressly to be included in the efforts at integration. The migration organisations in the state are named as full partners in the integration process.

⁷³ More information and the full legal text at: www.zuwanderung.de

⁷⁴ Federal Ministry of the Interior

⁷⁵ Federal Ministry of Trade and Industry

⁷⁶ Mecklenburg-Vorpommern state government: printed matter 4/968 of 15.1.2004, p.2.

In addition, the demands on the various protagonists in the integration process are formulated. These read in the view of the authors like an honest stocktaking of the deficits of the present in large parts of the state. In this sense the guidelines are an ambitious formulation of goals for the coming years. An overview of the most important demands is therefore worthwhile:

immigrants:

- recognition of principles and values of constitutional law,
- assumption of personal responsibility for themselves and their children,
- active participation in the community.

locals:

- recognition of own responsibility and development of commitment,
- recognition of abilities and achievements of immigrants and of multilingualism as an opportunity,
- opening up culturally and utilisation of opportunities for meeting.

politics and authorities:

- recognition of integration as a cross-section task,
- creation of basic conditions for effective and targeted work,
- uniting of integration efforts for ethnic German emigrants and emigrants, as the problem situations are comparable,
- elaboration and implementation of a state integration concept for migration, integration and anti-discrimination policy (intended by the end of 2005),
- coordination of integration promotion at all levels from the federal through to individual municipalities, structural streamlining at all levels in the state,
- strengthening, support, networking the infrastructure of associations, clubs, initiatives and projects in intercultural and anti-racist work in the state,
- examining legal norms to remove obstacles to integration.

demands at all levels of action

- intercultural opening up and development of intercultural competence in all areas of society such as politics, public administration, social services, schools, businesses etc.
- targeted and coordinated elimination of migration-specific deficits (focus: individual perspective planning for the immigrant),
- greater networking of the range of regulations with migration-specific initiatives and projects,
- greater (professional) involvement of migrants at all levels,
- targeted public relations work to promote the implementation of the goals.

The guidelines identify the priority fields of action in regard to immigrants as teaching the German language and vocational training.

A *state plan on the integration of migrants* based on the guidelines and in close agreement with all social protagonists is to be drawn up by 1st November 2005.⁷⁷ This process is currently in full swing.

Municipal level – Hanseatic city of Rostock

⁷⁷ Dr. Marianne Linke (Sozialministerin M-V/PDS) in M-V state parliament on 1.4.2004 (www.sozial-mv.de/pages/Rede35.htm)

Rostock has a special position in a state comparison in view of its integration efforts. Since the racist disturbances in 1992 there has been a remarkable development here. This annus horribilis was simultaneously the birth of some still important initiatives and of an exemplary municipal integration policy. The guidelines on urban development elaborated by the town council in the year 2000 also found a place for integration promotion⁷⁸.

In particular, the support and promotion of the work of the **Immigration Advisory Board (ABRO)** as body representing interests is set as a goal. It has existed since October 1992 and is a democratically elected body representing Rostock's foreigners, defined by town council statute, which holds a permanent place in Rostock's municipal self-government⁷⁹ (cf.). ABRO is the first and up to now the only body of this type in Mecklenburg-Vorpommern. The promotion society ABRO functions as an umbrella organisation for the migrant associations in Rostock and is thus an important link between the local politics level and the autonomous organisations. The term "umbrella organisation" is to be taken almost literally, as most of the regional migrant organisations meet under the roof of the "Waldemarhof"⁸⁰ intercultural centre in Rostock city centre, likewise unique in M-V. It can be taken as an expression of progressive political participation in the city that the current chairperson of ABRO – the German, born in Togo, Assion Akuetey-Akue – was elected as in 2004 as the first city councillor in Rostock to come to Rostock as a migrant himself.

The **city official dealing with foreigners**, Dr. Wolfgang Richter (since May 1991) has played an outstanding role in elaborating and implementing municipal integration measures and in coordinating the activities of the many protagonists. He is directly answerable to the mayor and vested with the following responsibilities among others:

- examining administrative bills for their effect in his area of responsibility,
- bringing concerns specific to foreigners to the work of the administration,
- cooperation with social groups, institutions, businesses and authorities on foreigner-specific questions,
- regular reporting on his work and on laws, regulations and edicts of the Federal and state governments on foreigner problems,
- early participation in all projects to allow initiatives, proposals, reservations and other opinions to be taken into account,
- the right to autonomous public relations, participation at city council sessions, on committees,
- right to speak on questions relevant to migration,
- advising the mayor on matters of immigrant policy,
- advising residents in institutions, senate areas and authorities.

The field of activity has meanwhile been developed within the municipal authorities to the cross-authority municipal "**post of integration promotion**".

1.2.2. Level of civil society

The activities of the civil society level in Rostock need to be seen in the context of the racist riots of 1992. Horror at the events of the time led in Rostock civil society to the creation of a number of associations and initiatives whose lowest common denominator was and remains the active organisation of a peaceful and respectful coexistence of local and new immigrant populations. The spectrum ranges from the civic action group supported by many individuals and institutions, "Bunt statt braun" (colourful not brown), migrant organisations (Diên Hồng e.V., Freunde der russischen Sprache e.V., Afrikanische Bürgerinitiative e.V., Islamischer Bund e.V., Union der Togolesen in Mecklenburg-Vorpommern e.V., Talide e.V.), citizen and

⁷⁸ Hansestadt Rostock: Guidelines on urban development of the Hanseatic city of Rostock, Rostock 2000, p.20.

⁷⁹ www.rostock.de/internet/stadtverwaltung/abro/index.htm

⁸⁰ www.waldemarhof.de

solidarity-oriented associations such as Ökohaus e.V. Rostock and other initiatives and unions (e.g. Soziale Bildung e.V. -SOBI). It is very much thanks to the very different continual activities of these agencies that – at least in the Hanseatic city of Rostock and its immediate environs – it has been possible to establish a cosmopolitan social climate in the years following the tragic events of 1992.

Over time, some fixed addresses for intercultural encounters and – largely social – work have become established in the city in the environment of these initiatives and associations: the “Waldermarhof” intercultural centre, already mentioned, the so-called Ökovilla, the alternative youth centre (JAZ) to name but a few.

The Vietnamese-German Diên Hồng e.V. association – together under one roof – has been engaged in a large number of projects in the intercultural field since 1992. To name two here: IntegrationsFachDienst Migration (IFDM) and the XENOS project “En route to intercultural understanding and mutual respect” (W.I.R.). Among other activities, the latter project runs intercultural training for public administrations and state authorities – such as the Federal Border Guard -, methodical instruction for teachers and project days for schoolchildren and trainees in companies to break down xenophobia (e.g. Deutsche Post AG).⁸¹ On the other hand, IFDM advises and supports migrants in their linguistic and vocational qualification and integration. Professional consultants with a migration background, who can fall back on the resources of a wide network of partners, offer individually-tailored support towards successful professional integration.⁸²

EQUAL–Entwicklungspartnerschaft (EP) “New profiles for the Rostock region and around”(until 30.6.2005) pursue(d) the aim of making it easier for people potentially setting up a business from all social groups and professions to embark on independent economic existence. A subproject established at the Rostock association Ökohaus e.V. within EP gave targeted support to people with a migration background and ran intercultural training programmes in some companies in the region to defuse possible focuses of conflict. Ökohaus e.V. has also been active since 1991 in intercultural educational and youth work (school project work days, schoolchildren encounters) at a local level and in advising asylum seekers.⁸³

Work has taken place here for many years – as in the association Diên Hồng e.V. – in multiethnic professional teams. Both associations have a wealth of practical experience and relevant expertise from many years of intercultural teamwork as a matter of course.

Outside Rostock – although with important activities and relationships in the town – the “Ulenkrug” farm of the European cooperative Longo mai became established in the 90s. This sees itself – as well as its determined purpose as an agricultural and craft production and living location – as a “meeting place for many people of different nationalities”. The congress of European public debate took place at Ulenkrug farm in 1999. Since then the correlation of the activities there with the situation of refugees and migrants in the region has become an established component of their work and commitment.⁸⁴

1.2.3. Level of the regional economy

Chapter I of this examination referred repeatedly to the particular economic difficulties of the state of Mecklenburg-Vorpommern. In the following the dimension of the problems will be outlined briefly in an overall German context with the help of diagrams and comparisons of

⁸¹ See also: www.dienhong.de

⁸² News sheet of IntegrationsFachDienstes Migration des Vereins Diên Hồng e.V., Rostock 2003.

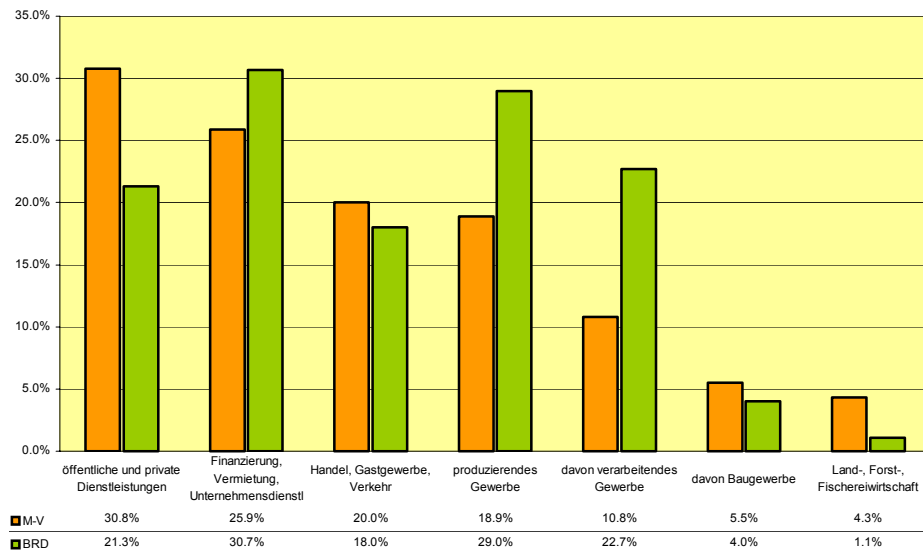
⁸³ See also: www.oekohaus-rostock.de

⁸⁴ www.stiftung-interkultur.de/prop0m.htm

some important indicators for 2004. All the data used refer to the latest report of the state statistical office “On the general economic situation in Mecklenburg-Vorpommern”⁸⁵.

The state’s share of total German gross domestic product (GDP) was 1.4%. GDP per head of the population was thus 25.8% below the federal average, annual economic growth about 31% lower (1.1% compared with 1.6% in Germany). Growth sectors were the processing industry; trade, hotel and restaurant industry, transport; financing, leasing, corporate services and agriculture. Sectors of decline were the building industry and public and private services. The economic structure displays an above average proportion of public and private services and of agriculture, forestry and fishing against a below average production industry presence. The rates of growth and decline of the individual sectors indicate a slow alignment process towards the national level.

Contribution of sectors to gross earnings

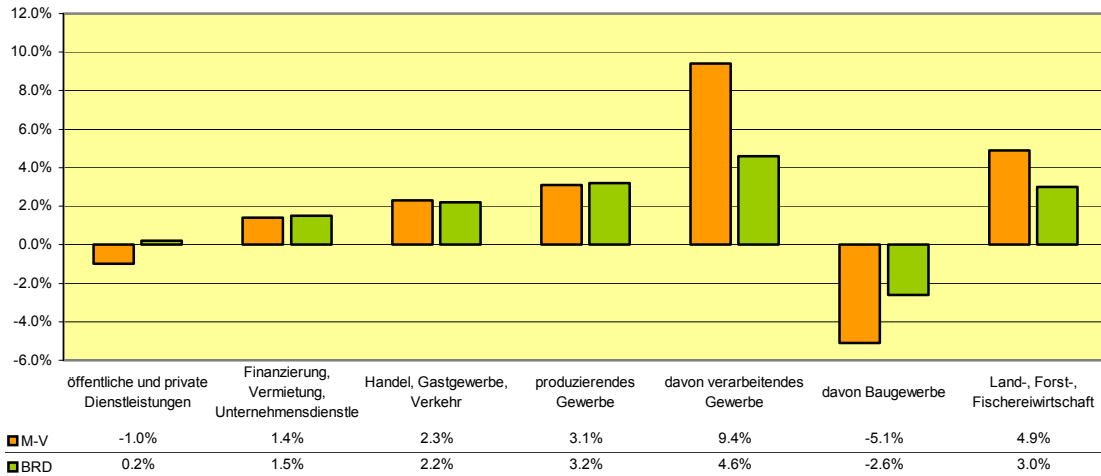


Source⁸⁶

⁸⁵ Own graph after: Mecklenburg-Vorpommern statistical office: On the overall economic situation in Mecklenburg-Vorpommern, Schwerin 2005 (www.statistik-mv.de/doku/veroeff/Wirtschaftsentwicklung.pdf)

⁸⁶ *ibid*

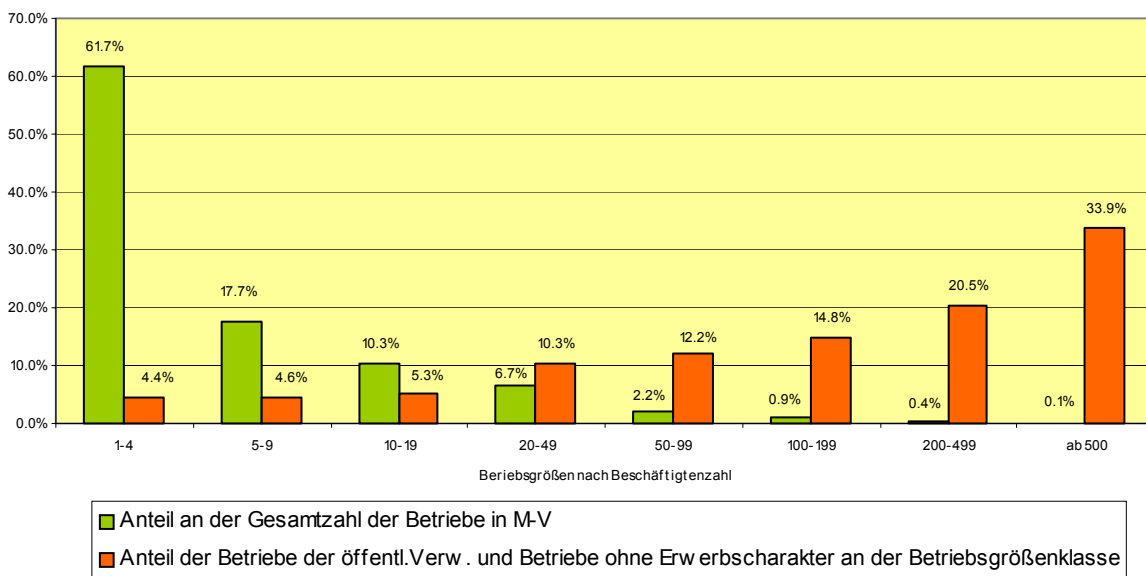
Sector growth rates



Source⁸⁷

The structure of company size and the significance of the individual company size classes for employment structure deviate significantly in M-V from the German average. It becomes clear that the sector of public services is grossly overrepresented and of major significance for employment in M-V. This sector comprises public administration, defence, social security (there was a drop in employment of 3.1% in these sectors in 2004) and the sectors education and teaching, health, veterinary and social services, other public and personal services and domestic services.

Selected company size percentages in M-V on 30 June 2003

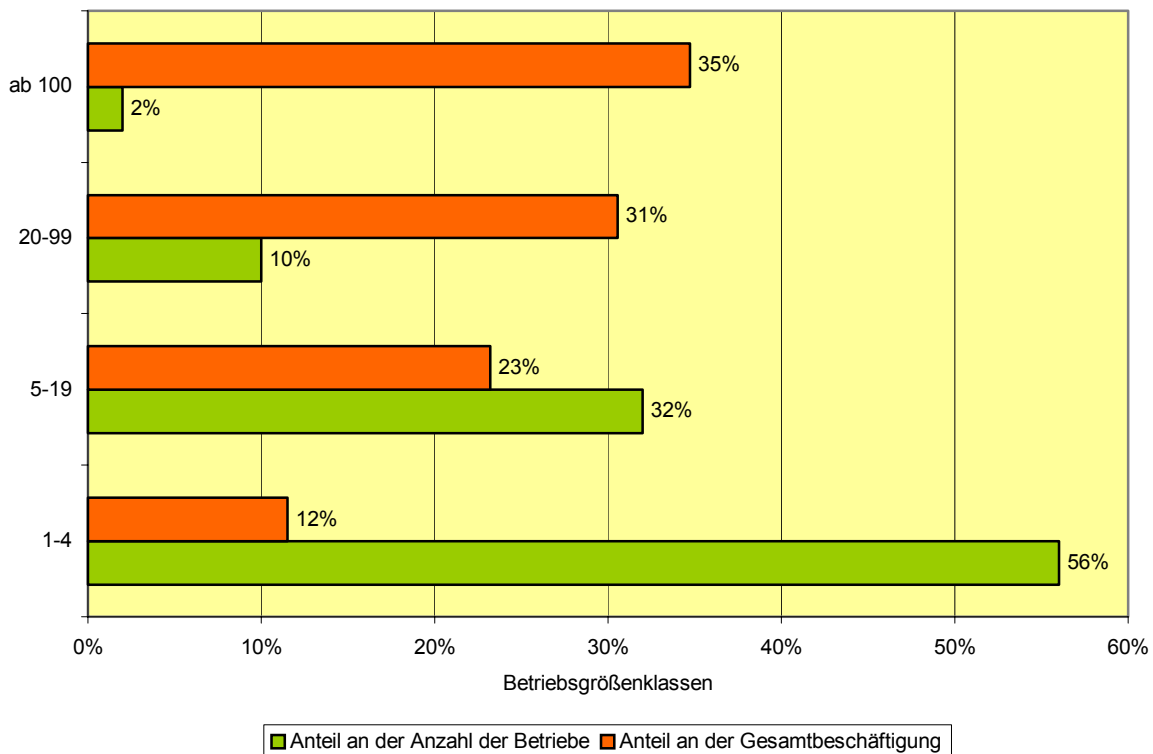


Source⁸⁸

⁸⁷ Own graph after: Mecklenburg-Vorpommern statistical office: On the overall economic situation in Mecklenburg-Vorpommern, Schwerin 2005 (www.statistik-mv.de/doku/veroeff/Wirtschaftsentwicklung.pdf)

⁸⁸ Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.

Share of company size classes in M-V in the number of companies and overall employment

Source⁸⁹

The number of employed people living in M-V fell by 0.7% overall (FRG: +0.3%) to 706,800; the number of employed people working in M-V fell by as much as 1.2%; the number of commuters to other Federal states was 67,200, that is 9.5% of all employed people living in M-V, and will thus have risen further. What is striking is that growth sectors have been particularly affected by the absolute decline in employment figures:

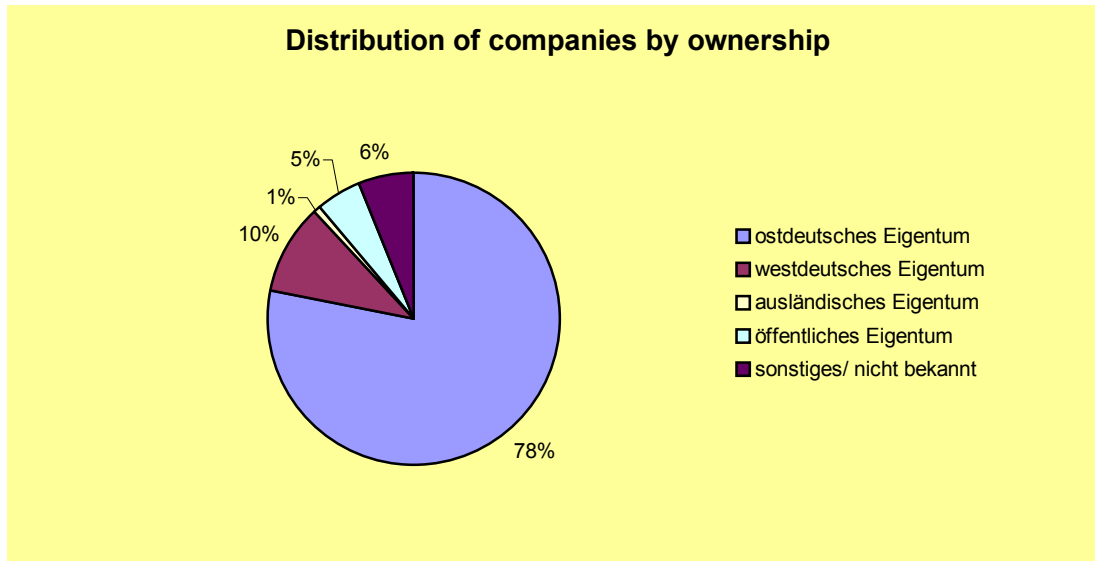
Overall employment balance:	-5,200
- production industry	-6,000
- agriculture	-600
- services	+1,400

In regard to working hours and payment for work considerable differences to the national average continue to exist. Working hours of employed people were thus 5.9% over the national average, and as much as 7.6% above it among dependent employees. Gross wages were on average 20.9% below the average, although with a sharply unequal distribution among the sectors:

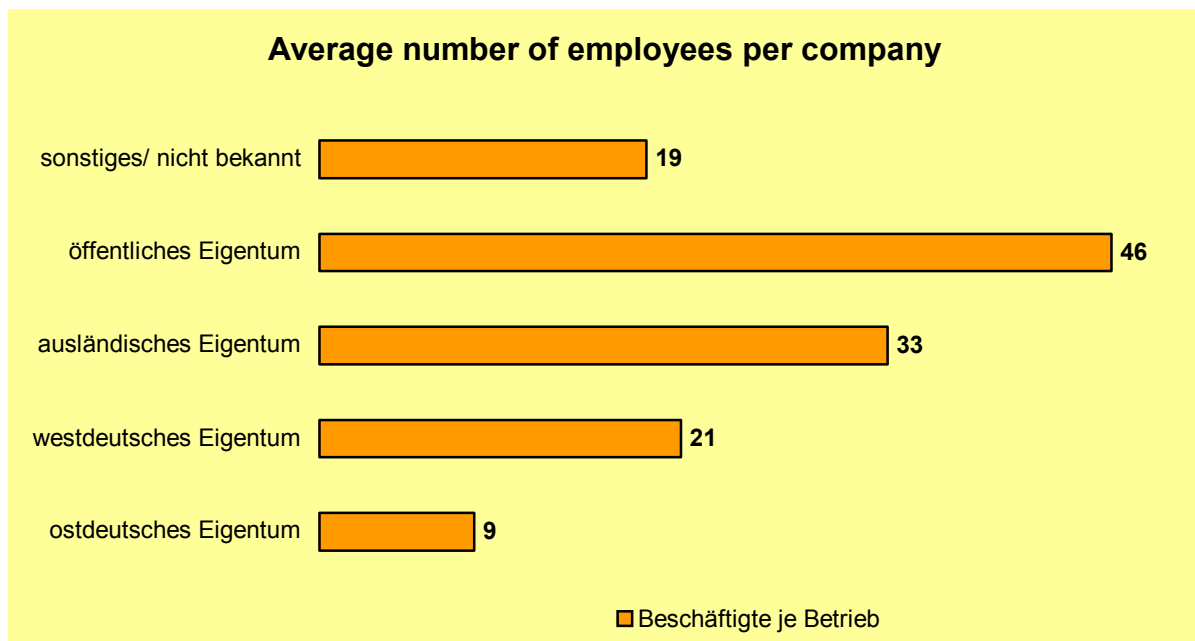
- public and private services	95.6% of national average
- agriculture, forestry and fishing	86.9% of national average
- processing industry	65.3% of national average.

⁸⁹ Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.

Interesting in this connection is the fact that salaries in excess of the agreed scale are paid more frequently in companies with foreign ownership than in other forms of ownership. One possible explanation of this could be that there is a concentration of state-subsidised privatised major companies among them, so-called industrial lighthouses:



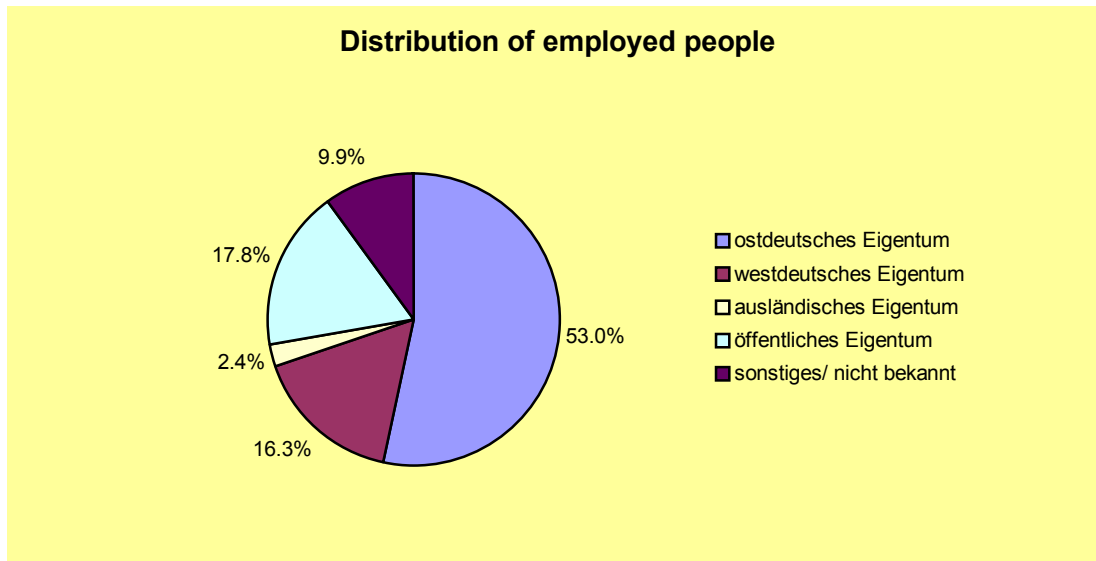
Source⁹⁰



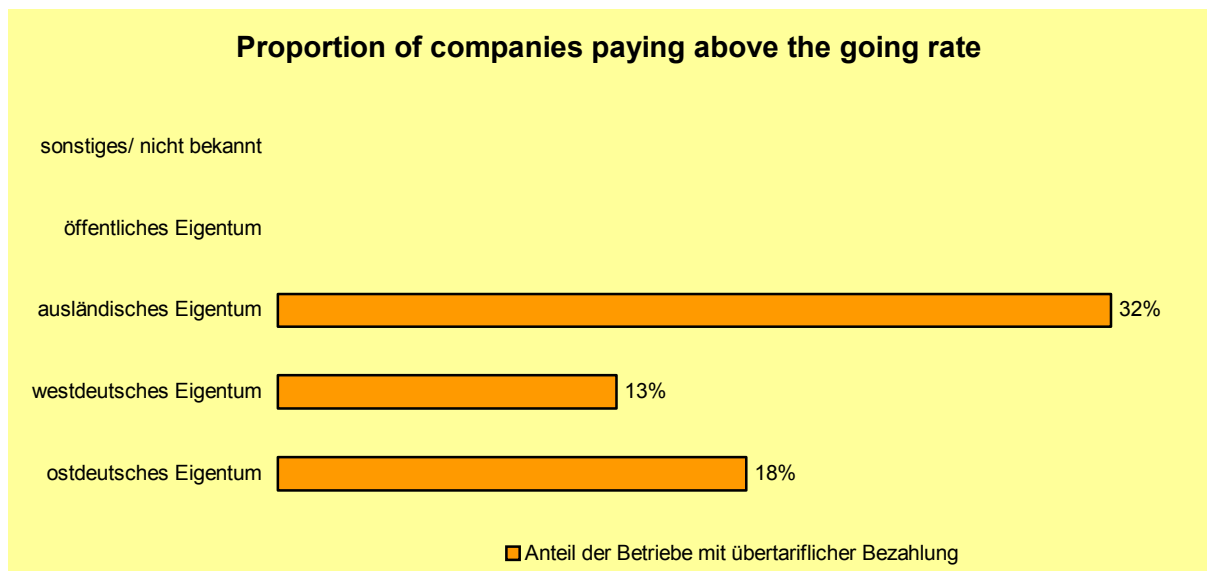
Source⁹¹

⁹⁰ Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.

⁹¹ Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.



Source⁹²



Source⁹³

Companies in foreign ownership are clearly “exotic animals” in a variety of ways in the company landscape of the state: they are small in number (1% of all companies), employ 2.4% of the employees in the state, are generally of above-average size and productivity, allowing them to pay more than the agreed rate more frequently than average.

Finally, attention should once more be focused on the regional training market. Chapter 1 has already gone deeply into the dramatic situation of the last years. The initial situation of young migrants entering professional life, more difficult anyway, is not made any simpler by the intensified competition situation. It is thus no wonder – to mention only one example – that there were apparently only two migrants among 212 young applicants presented in a trainee

⁹² Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.

⁹³ Own graph after: M-V ministry of work, construction and land development (Ed.): IAB-Betriebspanel Mecklenburg-Vorpommern –Ergebnisse der achten Welle 2003, Schwerin 2004.

applicant fair in the largest regional daily newspaper in March 2005⁹⁴, although their percentage of the relevant age group in the state now amounts to about 4.4%⁹⁵.

A model project financed by the ministry of education and research and the European Social Fund is currently tackling this problem: the professional qualification network (BQN) for young migrants of the Rostock association Diên Hồng e.V. The aim is to focus the resources and expertise of regional protagonists in the vocational training and qualification sector optimally on promoting the target group and to achieve permanent synergistic effects⁹⁶. Out of this emerges the fact that a kind of pioneer work often needs to be performed jointly with the partners cooperating in the network in order to recognise and exploit the growing social and future economic significance of the young migrants and of their potential. An appropriate awareness is only starting to develop now. This is no wonder in view of the challenges of the last 15 years and the relatively low number of migrants up to now and should be actively and permanently promoted precisely for this reason.

Because of the described problems on the regional employment, goods and services markets, international orientation of the companies is indispensable, developing sales potential in the Baltic region and beyond. Innovative products and services need to be developed for this.

International development of tourism and the wellness sector is also essential. This however requires appropriate foreign language and intercultural cooperation qualifications. Despite a great deal of promotion this often does not yet exist. Sometimes relevant offers are not sufficiently exploited owing to lack of knowledge or ignorance. This is the case for example with mobility measures from the European education projects Leonardo da Vinci and Socrates for young people, who can develop their knowledge of foreign languages and intercultural competence in these projects. There are similar opportunities for company employees. Such opportunities must be publicised and utilised more purposefully in the future.

The Ecovis Grieger Mallison Academy in Rostock can be mentioned as a positive example. This educational institution of a nationally operating tax counselling, auditing and accounting joint practice has already carried out five Socrates foreign language projects since 1994. Company trainees from the region have taken part in these projects, significantly improved their knowledge of English and developed social and above all intercultural skills.

From the point of view of the authors, it is striking that initiatives, activities and projects exploring intercultural aspects in relation to working life in M-V generally derive from initiatives of various EU programmes and are financed through them. Intensive cooperation and lively interchange between very different project organisers have developed locally out of the EU programmes, which would probably never have come into being without this politically willed support.

1.2.4 Level of university education

Inspired by the racist riots in Rostock in August 1992, which became notorious worldwide, science also began to apply itself to the problems of immigration in Mecklenburg-Vorpommern, its consequences and necessary concepts for action. Most of the available studies come from the social and demographic sciences.

⁹⁴ Looking for an apprenticeship?, Ostseezeitung supplement, Rostock 18.3.2005.

⁹⁵ Data from Ute Schmidt, M-V ministry of social security, at the conference "Outline plan of intercultural education of the state of M-V" on 29.4.2005 in Rostock.

⁹⁶ See also: www.dienhong.de

A first sound review of the situation was delivered by an empirical study by Britta Müller: “Foreigners in the east of Germany – a Rostock study”. This outstanding publication represents an important contribution to the situation of foreigners in the Hanseatic city of Rostock in 1992, the year of the riots. The events of 1992 led to the town being henceforward under more precise public scrutiny in its treatment of migrants. This also led to a growing interest among the new generation of academics in the subject. It is interesting in this context that relevant topics of subsequent theses and dissertations were initiated by the practical training of the students at Rostock associations with strong integration activities (especially Dien Hong e.V. and Ökohaus e.V.).

Three pieces of academic work, used as sources in this analysis, will serve as examples here:

- Astrid Krebs: Left at home abroad – Vietnamese contract workers between socialist enlistment and free-market deportation, dissertation, Alice Salomon University of Social Work and Social Education, Berlin 1999. (Written after practical work experience at Diên Hồng e.V. in Rostock and empirical investigations in the Rostock Vietnamese community).

The process of community building of the largest ethnic minority in Rostock in terms of numbers over a long period in the 90s of the 20th century is described and analysed. It is made clear particularly where the favourable factors and obstacles lie in the process of professional and social integration of this group.

- Fanny Grabosch: Developing new concepts for professional qualification in integrating young migrants in the Rostock job centre district, dissertation, University of Rostock, Institute of General and Social Education, Rostock 2003.

The dissertation supplies an overview of the German system of vocational training and the location of the eponymous target group in practice. The necessity of and options for a special promotion of the target group focusing on potentially available individual skills such as multilingualism and the experience of interculturality are examined and described.

- Thomas Buschbeck: The social integration and disintegration of migrants in the Hanseatic city of Rostock, MA thesis, University of Rostock, Institute of Sociology and Demography, Rostock 2004.
- Phuong Kollath: Examination of the integration process of Vietnamese in Northeast Germany, dissertation, University of Rostock, Institute of General and Social Education, Rostock 2005.

Question of interculturality still play a subordinate role in university education today. Priorities have only been set selectively here in the past. As an example, a series of practice seminars in special education at the University of Rostock in the years 1999 to 2002 may be mentioned here. The object was university-accompanied practically oriented introduction of the students to “Intervention options with children from crisis-laden families with a migration background”. Students each worked continuously within the project for one semester at the locations of the then three Rostock refugee homes in selected families. What was new and innovative about this project was that, from the experience of one of the authors⁹⁷, a

⁹⁷ He accompanied the project and the participating students personally for some time as the person then responsible for one of the homes.

significant proportion of the participating students was granted insight for the first time and realistically into the up-to-then unknown reality of families with a migration background. From the author's perspective, the confrontation of their own ideas, values and demands with this reality inspired for the first time or promoted a necessary critical confrontation of the future teacher with the cultural diversity in society and in their own subsequent professional career. This assessment was confirmed in a conversation of the authors with the then manager of RAA Rostock, Jana Hoffmann.⁹⁸ Unfortunately, the conception, course, result and evaluation of this project have not been documented or the documentation is not accessible.

The importance of the subject for science was manifested in the joint implementation of the scientific symposium "Emigration and migration in Mecklenburg-Vorpommern" by the State Centre of Political Education/ Schwerin, the Chair of Comparative Governmental Studies at the Institute of Political and Administrative Sciences (IPV) at the University of Rostock and the Max Planck Institute of Demographic Research (MPI) Rostock in June 2003. Although "in the consciousness and public discussion of the state, (...) rather emigration, population loss and its peripheral location (have) a significance not to be underestimated"⁹⁹, the problems of current immigration were equally explored in the overall context. In the findings, different research foci and findings on the history of migration as well as current questions of migration and demographic development in M-V were brought together for the first time in an omnibus volume¹⁰⁰. Questions of the intercultural workplace play no explicit part, but are treated as marginal topics at best.

1.2.5. Reflection in the media

Two regional and local daily newspapers are published in Rostock: *Norddeutsche Neueste Nachrichten (NNN)* and the *Ostseezeitung (OZ)*, which reaches a majority of households. These are supplemented by several weekly papers funded through advertising, which are distributed to all households (*Rostocker Blitz*, *Warnowkurier*, *Hanseanzeiger*). National German dailies and weeklies are usually read by the educational classes.

In all the locally published papers named there is a wide range of reports and commentaries on various aspects of the life of migrants in the region. It is necessary here clearly to differentiate between reporting of national political debates and trends and local and regional news coverage.

The political debate about the future structure of immigration and integration in the Federal Republic is also reflected in the local press in all its facets (immigration and terror after 11 September 2001, immigration and the job market in connection with the new immigration act and the eastward expansion of the EU in 2004, defining culture debate, asylum etc.).

In the regional context it has been possible to observe a trend in reporting over recent years which has given priority to attempting to emphasise positive instances of living together and integration. A major role is played here – at least in Rostock – by the distinct local political will that foreigners and ethnic German emigrants be socially integrated in the city.

⁹⁸ RAA Rostock coordinated the project as an interface between university and the participating homes; the association no longer exists.

⁹⁹ From the introduction to the symposium "Emigration and migration in Mecklenburg-Vorpommern", Rostock, June 2003.

¹⁰⁰ Nikolaus Werz, Reinhard Huthmann (Ed.): Emigration and Migration in Mecklenburg-Vorpommern, Wiesbaden 2004.

Many associations and initiatives concentrating their work on migration operate sometimes extremely professional public relations, which plays its part in the positive reflection in the media. What has been noticeable recently is an increase in portraits of successful entrepreneurs with a migration background. This is probably also owing to the circumstance that it is precisely among numerous representative immigrants of the first generation that, after finding their feet over the first few years, people increasingly take the self-employment course. There is incidentally an important starting point here in the view of the authors for targeted activities in the field of intercultural workplaces, and in customer and team orientation.

The radio and TV market is traditionally characterised by the two tone of the public service radio and television institutions and the private commercial stations. In the Hanseatic city of Rostock there has in addition been the open (television) channel (ROK-TV)¹⁰¹ for some years, on which self-edited reports can be broadcast. This medium has been used sporadically in the past to disseminate community-specific foreign-language TV reports. These programmes could not by definition provide a forum for intercultural interchange.

Rostock local radio (Lohro)¹⁰² represents not just an interesting enrichment of Rostock's radio spectrum but also the first institutionalised interculturally oriented medium in the region. After successful trial operation in 2004 and on acquiring all the legal media licences, this non-commercial free radio station goes permanently on air in Rostock in June 2005. As well as many other aspects, building up an intercultural editorial team (Lohro Interkulturell) is currently a priority, "... in which foreign and foreign-language fellow citizens are actively integrated in the LOHRO project"¹⁰³. The radio makers went on a "publicity tour" for this purpose in the preceding weeks through the city's communities: "Interculturality and a cosmopolitan outlook are an integral element of LOHRO... Work in this field is being lastingly promoted and supported by the Federal programme CIVITAS of the Ministry of the Family, Senior Citizens, Women and Young People. We want to address the international communities in the city and the region and integrate them in the work at LOHRO through workshops, training courses and targeted offers. The editorial team, which works in a voluntary capacity, produces not just its own magazine programmes and foreign and mixed language programmes, but also trains the other editorial teams. The presentation of different cultures and intercultural programme elements in the LOHRO programme will increase the intercultural competence of all those involved and sensitivity to these themes in the general public."¹⁰⁴

¹⁰¹ www.rok-tv.de

¹⁰² www.lohro.de

¹⁰³ Self-description: www.lohro.de

¹⁰⁴ *ibid*

2. Examination of the situation in private, public and education sectors

2.1. Private sector

How far does **interculturality** play a role in the **daily business routine** in Rostock companies? The question of intercultural work teams and connected business-relevant management problem clearly does not yet play a major role for export-oriented businesses in the chamber district of the Rostock CCI. The CCI is not in a position to report relevant feedback or enquiries from its member companies.¹⁰⁵

The events on offer in 2004 on **intercultural management** were barely taken up by companies. Only two free seminars on sinology were well attended. Enquiries showed that the topic did not have the overall status that would cause companies to invest in further training in this regard. Academically oriented overview events continue to be rejected and concrete practically oriented instruction expected.

In the authors' opinion, it will thus be necessary to introduce measures for greater sensitising in regard to intercultural cooperation skills as a success factor before training courses are taken up at all. It will in future be a matter of making the pragmatically thinking entrepreneur also aware of the fact that such training courses cannot consist purely of single questions of what is to be or not to be done. General statements and sensitising about (unconscious) e.g. Eurocentric or nationalistic perspectives which can have a significant negative influence on business relations simply have to be an element of intercultural further training courses.

In a 2005 CCI-conducted poll of export-oriented companies, it was expressed that about every fourth company confirmed deficits in preparation for cultural differences, whereas foreign language problems remain a problem for about half of the companies well over a decade after the Wall came down.

The authors suspect that there is here an, at least partly, relatively simple explanation for the frequently questioned reserve of German companies in regard to the activities e.g. of other Baltic countries. The tolerance of uncertainty of many small entrepreneurs is too low. They are simply afraid of not being up to the demands of an unknown terrain where the relevant opportunities for expression are not available.

It will be attempted below to examine selected economic sectors in the Rostock region rather more precisely. Here too the analysis will be able to be supported by relatively few data. A targeted examination of existing or potential intercultural work possibilities must remain the preserve of later investigations, as the subject is to all appearances one whose relevance to local economic activity has yet to be revealed.

¹⁰⁵ Data of IHK Rostock CCI – conversation of the authors with Petra Kubasch, Rostock CCI (trade, services, tourism and foreign trade division, Euro Info Centre) on 19.5.2005.

Call centres

“The demand for jobs in the service sector is continuing, the interest in jobs in call centres is amazing. Rostock is *the* location for providers”, says the managing director (of *the Rostock job agency*).¹⁰⁶ There was a total of 99 call centres in M-V in February 2005, 60% of which were set up after 2000. 15.3% of the jobs come from M-V, 70% from the former West German states. 8,307 people are currently employed at the call centres, 88% of whom are women. Staff requirement will increase again by up to 1,800 additional workers by 2006 (+18.3%). 18% of the staff deployed require knowledge of foreign languages in their daily work (with English dominating)¹⁰⁷. Rostock has developed into one of the central locations for call centres. There were 14 call centres with 1,500 employees working just in Rostock in April 2004¹⁰⁸. A new company setting up in March 2005 (HanseNet) brought another increase of 150 workers; a later increase to 400-500 is planned. The providers have also included since 2004 a company with an owner of Turkish origin.

I&C companies (information and communication)

The sector currently numbers 600 businesses in M-V in total. Around 13,500 predominantly highly qualified employees work in the firms.¹⁰⁹ There is no information available on the proportion of foreign employees. The authors suspect that there is an above-average proportion of employees with a migration background in this sector in comparison with others in the state, particularly in development and export-oriented companies (see also R&D).

R&D companies (research and development)

The particular structural weaknesses of the state were outlined in the introduction. The M-V 2003 works panel elaborates on this as follows: “This weakness in the economy of Mecklenburg-Vorpommern particularly serious, because a process of recovery can not merely rely on predatory competition, but must rather be directed towards a sustainable exploitation of new markets with new, innovative products and services, requiring a high intensity of research.”¹¹⁰ Innovative small and medium-sized companies are growth promoters in the new states, also in periods of economic weakness. Companies in West German and foreign ownership have a major role to play here in Mecklenburg-Vorpommern: “Foreign companies in the new Federal states have more employees, conduct more research, grow faster and have a higher sales productivity than the overall average of companies in East Germany.”¹¹¹ 11% of companies in East German industry with more than 20 employees continuously conduct research and development. These achieve 20% of sales and 30% of exports.¹¹² In 2003, foreigners produced 10% of the research in Germany (cf.: USA: 50%)¹¹³.

¹⁰⁶ Ostseezeitung, 29.4.2005, p. 16.

¹⁰⁷ Telemarketing Initiative M-V e.V.: results of M-V call centre sector survey M-V: www.wm.mv-regierung.de/doku/ergebnisbericht-kurzfassung.pdf

¹⁰⁸ www.callcenterworld.de/presse/mitteilung4.cfm?Gruppe=Presse&Name=Pressemitteilung

¹⁰⁹ www.secu-sys.de/news/pressearchiv/oz_150604.html

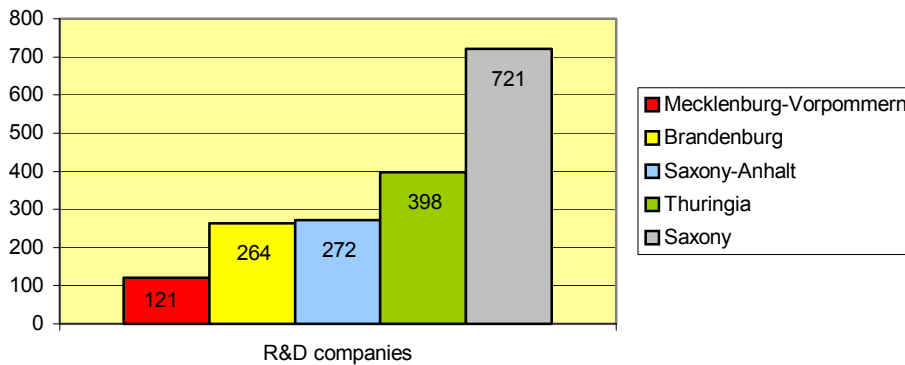
¹¹⁰ M-V ministry of employment, construction and land development (Ed.): IAB works panel Mecklenburg-Vorpommern –Results of the eighth wave 2003 -, p. 102, Schwerin 2004.

¹¹¹ M-V ministry of employment, construction and land development (Ed.): IAB works panel Mecklenburg-Vorpommern –Results of the eighth wave 2003 -, p. 23, Schwerin 2004.

¹¹² Innovative companies: growth bringers in the new Federal states – results of a study on R&D potential in the new states, www.viunet.de/news/texte/266.shtml

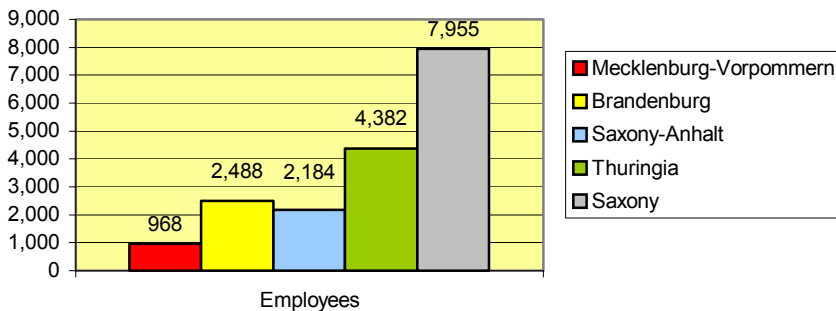
¹¹³ Dossier: Future of work “Hello and Goodbye“, p.3, www.politikerscreen.de/static/dossier/Arbeit/22.htm.

Number of R&D companies in the new federal states April 2005

Source¹¹⁴

There is a total of about 70 biotech firms in Mecklenburg-Vorpommern with altogether 1,400 employees, of which 700 alone are scientists in basic research.¹¹⁵

Employees in R&D companies in the new Federal states April 2005

Source¹¹⁶

There are no data available on the number of foreign researchers and white-collar workers in these companies in M-V. Projecting from available data, it may be assumed that there are fewer than 100 foreign researchers working in companies in research and development in M-V. To these can be added those working in university research.

Biotechnology

A major focus of research development and sponsorship in the state is the field of biotechnology. M-V is striving strategically to establish the state as a centre of expertise and integrated brand on the tourism-health tourism-health-biotechnology trail. The company network BioCon Valley¹¹⁷ plays an important role within this overall strategy. In the search for new cooperation, markets and development opportunities, the development of foreign markets and in this context a return to traditional relationships is increasingly moving centre stage for business and the state government alike.

¹¹⁴ Neues Deutschland: Politics plans: minus 9 plus 3 – industrial research east fears further dynamic collapse, 23./24.4.2005, p.9.

¹¹⁵ www.rostock-business.com/german/page-unternehmen/02-biotechn.shtml

¹¹⁶ Neues Deutschland: Politics plans: minus 9 plus 3 – industrial research east fears further dynamic collapse, 23./24.4.2005, p.9.

¹¹⁷ See also: www.bcv.org

To this end, the prime minister of the state, accompanied by representatives of BioCon Valley, the Rostock employers' association, German and ethnic Vietnamese entrepreneurs, travelled in April/May 2005 to Vietnam¹¹⁸, where, among other activities, cooperation agreements were concluded between the Rostock Hanoi employers' associations¹¹⁹ and between BioCon Valley and the Hoa Lac Hi-Tech Park Management Board Hanoi. As well as the expected positive economic impulses, what is particularly interesting about this current process is that these contacts lead, not coincidentally, to the country of origin of the economically most active Rostock migrant community. It is possible to fall back on the manifold contacts of this group; some key people in the community are actively involved in networking.

A further favourable factor is that "...Many of today's leaders in politics, science and industry in Vietnam ... completed a course of studies in the former GDR and ... and (feel) a rapport with the East German states which derives from this time. The universities of Mecklenburg-Vorpommern thus also have a good reputation in Vietnam." (Harald Ringstorff, prime minister of M-V).¹²⁰ The Vietnamese Government is therefore relatively well informed about and interested in the development of medium-sized companies and rural areas in M-V. A further classic instance of the usefulness of traditional – and personal – relationships is the cooperation agreement in the field of biotechnological research mentioned above: the crucially involved director of the Institute of Biotechnology at the Academy of Science and Technology of Vietnam studied biology at the University of Greifswald in the 1970s. A further regional plus point is the fact that a major proportion of young Vietnamese academics speaks German.

Agriculture/ seasonal work

To be understood under seasonal work is short-term dependent employment of up to three months' duration. Unfortunately, there is a shortage of up-to-date figures on the extent of this form of employment in M-V. However, the numerical data for instance on seasonal work in agriculture (the main area of employment of seasonal workers) are considered to be constant since 1996, significant changes only being expected from 2006 onwards, when the changes to the relevant legal regulations reveal their full effect (e.g. the enforcement of social insurance for seasonal workers from new EU member states, which will lead to a rise in the cost of workers, and will probably lead to an increased reliance on local harvest helpers).

About 300,000 seasonal workers were employed in Germany in 2004, 92% of which in agriculture and forestry and 5% in the hotel and catering trade. 97% of all seasonal workers were requested by name by the companies deploying them, indicating many years of positive relationships between employers and employees. 88% of all foreign seasonal workers in Germany came from Poland¹²¹.

¹¹⁸ mvregion.net: BioCon Valley supports construction of a biotechnology network in Vietnam, 26.4.2005, www.mvregio.net

¹¹⁹ Rostock employers' association (Ed.): Small and medium-sized businesses report 5/2005, p. 5, Rostock 2005.

¹²⁰ mvregion.net: BioCon Valley supports construction of a biotechnology network in Vietnam, 26.4.2005, www.mvregio.net

¹²¹ From: Alp Otman: Work migration, in: Migration Manual, p.6, Berlin 1998.

In the current harvest season in M-V approximately 90% of all helpers come from Poland, 10% are locals¹²². Polish workers are used almost exclusively for the work in the fields (partly because of the frequently complained of – principally in the press – bad experiences with local workers)¹²³. The main reason given for this is that the motivation with the current standard minimum wage of € 4.32 and real wage of € 5.00 an hour is still comparatively lower among German ALG II recipients than among Polish helpers¹²⁴. Interest among German applicants has however increased in the current year, with the effects of the social reforms already being felt in the market. The most important work provider in the region around Rostock is the Karls-Erdbeerhof company.

Services/ tourism/ hotel and restaurant industry

Tourism is one of the most important industrial and image sectors for Mecklenburg-Vorpommern. After high annual growth rates until the start of this decade, this sector is threatening to stagnate. Quality standards are increasingly being developed and implemented to safeguard the future and exploit new consumer groups. The state government has taken the demands into account to the extent of commissioning the development of the “M-V state tourism concept 2010”.¹²⁵

The basic thesis of the concept is that M-V has developed since 1990 into a “top destination in German tourism”¹²⁶ with a current 20% market share. Purely arithmetically, 263,000 tourists stay in the state every day, corresponding to about 15% of the local population. 130,000 people in the state earn income from a job in this sector. The sector is recognised among the experts for new package ideas, certifications and seals of quality. But there are weak points, which will be of the utmost significance to the field of work under examination and are thus selectively quoted here:

“Internationalisation of tourist infrastructure, products, information and services is still at an early stage....An important prerequisite for continued successful tourism expansion is a wide acceptance of its significance and job opportunities in the state. This is good overall, but there is still some persuading to do in some areas ... Mecklenburg-Vorpommern still has considerable growth potential both in domestic and foreign tourism... Foreign tourism is ...underdeveloped in Mecklenburg-Vorpommern and the lowest in the whole of Germany with a market share of 2.3%.”¹²⁷ (*despite its highest market share among the German tourist regions overall – authors’ note*).

The strategic recommendations of the concept are aimed at better exploitation of the “obvious potential” from neighbouring countries, gaining visitors from other European countries and North America and from the growth markets of the Asian-Pacific region. It is explicitly pointed out that “International visitors are not a homogeneous group, but according to their country of origin have the widest range of expectations, needs, views and demands...The eastward expansion of the EU offers opportunities, but the competition is increasing as well.”¹²⁸ Finally it is stated that “the steady professionalizing particularly of small and

¹²² According to legal regulations up to now, a specific proportion of the workforce must have its normal domicile in the state. According to the information of different workplaces these workers are predominantly used for administrative, technical and sales work.

¹²³ Asparagus harvest starts in M-V, in: Ostseezeitung, no. 86, 14.4.2005, p.1.

¹²⁴ From: Bend, dig, cut: asparagus harvest in Polish hands, in: Norddeutsche Neueste Nachrichten, 15.4.2005.

¹²⁵ M-V state government (patron), dwif consulting GmbH, Berlin 2004.

¹²⁶ *ibid.*, p. I

¹²⁷ *ibid.*, p. V-VI

¹²⁸ *ibid.*, p. VII

medium-sized businesses (SMBs) in the tourism industry has to be an important task for all those involved in the coming years.”

The stated propositions are unambiguous and indicate for instance that an intercultural opening of individual companies and ultimately society as a whole in the holiday regions is a central question in the future viability of these regions. The corresponding need for action seems immense, particularly as it is currently a case of “academic” conclusions which need to be understood and internalised by a large number of protagonists.

How necessary and yet difficult initiating such a development is is shown by the example of the German Hotel and Restaurant Association M-V (DEHOGA). This represents a sector in the state currently trapped in a sales crisis¹²⁹ and which could profit precisely from the growing tourism market. To this end, the association has been campaigning for a wide-ranging “quality offensive 2005” for the hotel and gastronomy trade, including teaching and using foreign languages and learning how to deal with different consumer groups. Thus for example, 134 gastronomic businesses were offered English and Swedish language courses to qualify their staff, in order to be better prepared for the increasing visitor numbers to Rostock from Sweden and North America (cruise tourism). According to DEHOGA, the response has been sobering, although there is here a clear economic need for action.¹³⁰

DEHOGA has concluded a partnership agreement with the Polish trade association; a cooperation agreement on questions of training and further training has been made with the Polish hotel university in Warsaw – where five foreign languages are taught as part of the training. The concentration at some tourist venues in the state – e.g. in the Baltic Sea resort Graal Müritz – is already on working with well-educated Polish staff.¹³¹

It was already pointed out in chapter I that it is evident that (small) entrepreneurs and workers with a migration background are increasingly present in gastronomy and trade in Mecklenburg-Vorpommern. Regional differences in distribution within the state are again substantial here. As no comprehensive data are available, the following comments are confined to suppositions derived from experience and are therefore formulated as hypotheses:

- There is an appreciable number of intercultural workplaces particularly in the widespread and diversified speciality gastronomy, snack and retail (particularly foods) trades. The intercultural components arise here primarily from customer contacts (principally by foreign employees) and necessary business contacts with suppliers, landlords, banks, officials etc (principally by foreign employers/owners).
- These activities are concentrated in the few larger towns in the state (Rostock, Schwerin, Greifswald, Neubrandenburg, Stralsund, Wismar).
- In such towns, with relatively large homogeneous communities, migrants are increasingly developing businesses – often ethnically oriented – in the service sector. As well as the “usual” suppliers with typical foods of their countries, these have included in Rostock lately particularly businesses aimed at the

¹²⁹ Conversation with the district chairperson, Hannelore Dollinga, on 20.5.2005: the longstanding average turnover per guest of € 10 has fallen this year to € 2.80-3.00, which can be largely be put down to lower real incomes and widespread economic insecurity.

¹³⁰ Fried potatoes in Polish, in: Ostseezeitung, 5.4.2005.

¹³¹ Conversation with the district chairperson of DEHOGA M-V, Hannelore Dollinga, on 20.5.2005.

Russian-speaking clientele: travel agencies, nursing services, tax offices and law firms¹³². In these the intercultural workplace is a reality from the outset.

Sponsorship of expansion and investment abroad by SMBs

One of the latest EU-sponsored projects – which specifically refers to the imparting of intercultural information and competence in order to exploit these in successfully expanding one's business base – is the recently set up “Baltic Business Development Network (BBDN)”. This is a joint project of different levels of activity from industry, politics and science, which has set up in the EU Baltic rim states and has the objective of promoting a development of the region into a living economic area.

On the German side the following have united in M-V: the state of M-V (interestingly, the ministry of education and cultural affairs is responsible and is contributing the co-financing share of the state), the University of Wismar/Business Faculty/immigrant representatives and the ATI/Agentur für Technologietransfer und Innovationsförderung company. The following tasks will be jointly fulfilled:

- creating longer-term supraregional economic cooperation of SMBs in the Baltic region,
- making it easier for German SMBs to set up abroad,
- drop-in centre for foreign SMBs setting up in M-V,

While ATI takes on the structural advising for setting up multinational companies, the University of Wismar (Prof Gunnar Krause) – in addition to representing the FRG in the project and handling the project management – provides and contributes to market analyses and know-how on cultural, social and commercial law differences while simultaneously offering students practically and professionally oriented teaching (with integrated intercultural aspects).¹³³

It should finally be mentioned that the state is also of interest for individual foreign investors from the processing industry sector: The well-known – at least in the former Eastern Bloc states including the GDR – Russian lorry manufacturer Kamaz is currently planning its entry into the West European market. A final assembly plant on the island of Rügen is to serve as a bridgehead. In this case too, traditional relationships will have played their part in the business considerations next to other motives.¹³⁴

¹³² See: OZ-persönlich – Fulfil your dreams with travel, in: Ostseezeitung, 7.4.2005 and self-advertising of the domestic nursing service “Avicenna”, which offers its Russian-speaking clientele a wide range of services.

¹³³ SMBs drawn to Baltic region, in: Ostseezeitung, 86, 14.4.2005, p.6.

¹³⁴ Lorry manufacturers plan new factory in MV, in: Norddeutsche Neueste Nachrichten, no. 85/53, 13.4.2005, p. 9.

2.2. Public sector

To begin with, the “public sector” should briefly be marked out in the context of this analysis. On the one hand there is no universally applicable definition of “the” public sector and on the other there is precisely here unavoidable overlapping with the private sector, as well as the educational sector. The reason for this lies in the increasingly blurred dividing line between public and private services which runs through a number of institutions. These may be public-service, private or other institutions.

Undoubtedly belonging to the public sector according to this are the sectors of state jurisdiction (at the federal, state and municipal level – thus all the ministries, authorities, departments, school system, penal system, fiscal authorities, police, armed forces, Federal Border Guard, customs etc.), social security (including medical care in the area of responsibility of compulsory insurance: health, unemployment, pension, nursing care). It becomes more difficult to draw the dividing line with classic municipal services (crèches, kindergartens; municipal housing supply, public transport, waste disposal, gas/water/electricity).

Many of these areas have been privatised in recent years or structurally hived off. The same applies to nationally operating, former state concerns in transport and communication infrastructure (Deutsche Bahn AG, Deutsche Telekom). As these have been partly privatised and/or compete against private competitors on a liberalised market, they count in the meantime as private sector.

What can be said in general about all areas of the public sector: the spectrum of dealing practically with a growing intercultural diversity in everyday and professional life ranges from “Why did you come? Nobody invited you.”¹³⁵ through to natural and professional handling.

The following picture arises for the Hanseatic city of Rostock:

Crèches and kindergartens are run on the basis of a contractual relationship between the city and the private operators (generally a charitable association or other welfare organisations). The organisation has autonomy in matters of organising teaching and hiring and firing staff.

The school sector is the responsibility of the state, the Rostock state education authority is responsible for the Hanseatic city of Rostock and the rural districts of Bad Doberan and Güstrow. In recent years, concentrated in Rostock, but with some examples in the surrounding area as well, some schools in private sponsorship have been able to establish themselves, which act autonomously in designing teaching methods.

Example of public health system/ health industry

Qualified personnel are being urgently sought for in hospitals in all five newly-formed German states; the gaps in outpatient care are becoming ever larger. There were 600 empty surgeries in Germany at the end of 2004, 25% of which were in M-V (150, excluding GP practices!). 2,500 registered doctors in private practice currently work in M-V, of whom 1,300 are GPs, and of whom in the next three years alone 30% will leave professional life for reasons of age.¹³⁶ The campaign started in 2004 by the M-V ministry of social security against

¹³⁵ Remark by an employee of a transit camp for ethnic German emigrants to a resident of the camp, in: Barbara Hendrich: The other Germans of Gelbensande, Ostseezeitung, 27.04.2005, p. 13.

¹³⁶ West German doctors should take over practices in the East, in: Ostseezeitung, 26.4.2005.

the shortage of doctors is to be explained against this background. A shortage of 463 GPs to guarantee basic care in the state by 2010 is forecast.¹³⁷

Even if this is primarily a matter of safeguarding the people's basic medical care, this development has major implications specifically for the development of the sunrise industry of health and health tourism. About 70,000 people are already working in this sector today (approximately 14% of M-V's employees). Growth potential here is principally seen in developing a trademark "state of health M-V" and an international marketing campaign. The German market is seen as largely exhausted. "Our aim is to be the health state no. 1, not hospital no. 1"¹³⁸ The experiences of other states show that it is precisely immigrants that increase chances on the international health market, because they serve as mediators and contacts in the field of professional qualification, in the field of science, and also in the exchange of patients.

The state government's practical attempts at a solution are interesting as a result.

A series of doctors from the Arabic region studies, does doctorates and works in the state. In developing new target groups this potential was remembered and an advertising brochure was designed with their advice and cooperation for affluent potential clients from Arabian countries. It referred expressly both to outstanding specialist knowledge and experience, questions of equipment and to the presence of Arabic-speaking and culturally competent staff. It was possible here too to go back to the long tradition of training e.g. Palestinian doctors at the local universities, which could be an influential marketing factor with this target group.

As well as naturally courting doctors from outside the state, the state policy has thought of the potential of migrants with medical-care training living in the state. There are many qualified personnel particularly among the tens of thousands of immigrants from the successor states of the USSR, who could be selectively navigated to recognition of their qualifications and professional integration in the public health system.¹³⁹ In face of a concrete demand situation, the state government sees "a group having particularly good chances and potential for integration into professional life. (...) Acceptance of these men and women among the population is high and it has long been a matter of course that immigrants to Mecklenburg-Vorpommern are working specifically in the field of medicine."¹⁴⁰ (This matter of course incidentally stretches back to the GDR period!). Approximately 400 licences to practise and permits were already granted to immigrants by the state examination office in the years 2003 and 2004.

In carrying out this aim the state can access deep-rooted and effective professional network structures, particularly in the conurbation of Rostock. The IntegrationsFachDienst Migration (IFDM – migration integration service) working on behalf of the state since 2002 at the German-Vietnamese association Diên Hồng e.V. aims with the specialised project "Clearing house to support the eradication of the shortage of doctors and nursing staff in Mecklenburg-Vorpommern through the deployment of immigrants"¹⁴¹ to take on the task of carrying out a statewide survey of migrants with appropriate qualifications permanently resident here. This is then to be processed and used work out concrete steps for targeted cover of the state's requirements from the ranks of this group of people.

¹³⁷ www.aerztezeitung.de/docs/2004/11/16/208a0203.asp

¹³⁸ Prof Horst Klinkmann in: Everything for the health of the guest, in: Ostseezeitung, 23.3.2005.

¹³⁹ Interesting in this context is the observation that the long-awaited influx of doctors and nursing staff from the central and eastern European states is playing no appreciable role in M-V. At present the situation presents itself that staying at home or jobs in countries with markedly more attractive working conditions and income opportunities (currently e.g. Denmark, Great Britain) are preferred, see also: Christian Tenbrock: False fear, in: Die Zeit, 35/2004.

¹⁴⁰ Dr Marianne Linke, M-V minister of social security, speech to the M-V Landtag on 10.3.2005.

¹⁴¹ Provisional working title

Example of day care centres

Day care centres have an important function in the learning of patterns of social behaviour and communication strategies by children, depending on the definition of teaching concepts and concrete world of experience of the children at these establishments. In the growing cultural – and subcultural – diversity, a wide-ranging offer is a reflection of the social reality. It is thus no wonder that different care and education concepts with intercultural components have become established within the variety of providers in Rostock. Particularly worthy of mention for the authors are the day care centres in which bilingual intercultural education in mixed-language groups is consciously made standard, e.g. in a German-Vietnamese child group in the Waldemarhof e.V. Early learning of a foreign language is also increasingly offered appropriately and as a matter of course. A small number of teachers with their own migration background works in these establishments.

Example of schools

This development is experiencing a continuation of the “childish career” in the school sector, where the established private schools in particular have successfully made intercultural learning and living into an integral element of their educational package (e.g. Freie Schule Rostock, Christophorus-Gymnasium Rostock). Because of their employing of foreign teachers, these schools are simultaneously intercultural learning and work places. (What is worrying about this is that these forms of school are generally attended by only very few children from socially disadvantaged families).

A corresponding development is also taking place at state schools. In October 2002, the M-V ministry of education put into force an “outline plan for intercultural education”, with the intention of defining and introducing the field of activity of intercultural education as an interdisciplinary teaching task. However, the concrete application and implementation depends considerably on the personal commitment of individual head teachers and teachers, appropriate in-service training is however, according to the experience of the state institute of schools and education (L.I.S.A.), only taken up very hesitatingly and seen as of secondary importance.¹⁴²

There have existed at two Rostock (state) comprehensives for some years so-called integration classes for children not speaking German as a native language, where, on top of normal lessons, the children’s general and specialist language abilities are intensively fostered according to their individual language level. Depending on the necessary intensity of the support, these children are taking part ever more actively in their class subject lessons.

Example of WIRO (Wohnen in Rostock)/ housing associations

WIRO GmbH is the largest owner of housing in the city (approximately 40%, in some districts virtual monopolist), sole shareholder is the Hanseatic city of Rostock itself. WIRO fulfils a utility function for socially disadvantaged city dwellers, thus for many immigrants as well. A by no means automatic longstanding close cooperation between WIRO, immigrant representatives, the civil and structural engineering department (responsible for the allocation of flats upon certification – one employee has specialised in migrant questions for over 10

¹⁴² Kerstin Grundmann (L.I.S.A. M-V) at the specialist conference “Outline plan for intercultural education of the state of M-V” on 29.4.2005 in Rostock.

years), the social security office, the housing subsidy office, Ökohaus e.V., Diên Hồng e.V. and other protagonists with close contacts in the communities has been able to develop. Through this it has been possible time and again to identify problems of or with tenants with a migration background more quickly and solve them appropriately. Particularly important here has turned out to be that authority employees independently turn to specialised service and advice centre staff on questions of language and intercultural communication etc. The authors judge this from their own experience as an expression of a differentiated way of seeing and dealing with problems.

The cooperative housing associations, likewise comparatively strongly represented on the housing market in Rostock, tend to be less open-minded on migrant-specific questions. This may lie in the specific safeguarding of their shareholders' (who are mostly also their tenants) interests and in the latter's perception of migration on the spot: for years the concentrations of Russian German immigrants in a few blocks in particular parts of the city have been particularly visible. But these are purely speculations. An indication of it is the appearance of a questionnaire of a Rostock housing association to its tenants from the year 2003. Tenant satisfaction was to be polled, and under the heading of "disturbing factors" one option which could be ticked was "too many foreigners". After the management had been questioned accordingly and an offer to publish made, the questionnaire in this form was withdrawn¹⁴³.

Public administration in general

The comment made above on the housing supply sector on parts of public administration can be applied to other municipal departments in Rostock. Isolated problems may arise now and again, but overall it can be sensed that e.g. the Rostock municipal authorities are on the way to an appropriate intercultural sensitivity in regard to migrants, particularly in the areas which have regular client contacts with this element of the citizenry in everyday working life. The longstanding network relations to migrant associations and other initiatives are here highly visible. Not least, the demand at these institutions for intercultural further training is to be positively assessed.

Police/ Federal Border Guard

The same comment can be made about the police and the Federal Border Guard ("Bundesgrenzschutz", since 1.7.2005: "Bundespolizei") in the region: the association Diên Hồng e.V. for example has been running practical training courses funded by the XENOS programme for officers of the Federal Border Guard for over a year, in which how the officers should deal appropriately with non-Germans is the subject of discussion.

The memorandum "Immigration and integration in the newly-formed Federal states" draws a slightly less optimistic conclusion and thereby describes, doubtless accurately, still widespread attitudes in the various different authorities: "There seems in general both in politics and administration not to be an awareness of the opportunities offered by immigration. The personal attitudes of public sector employees also play a role in this in some cases. As politics and administration set an example however, further education in this sector is absolutely essential."¹⁴⁴

¹⁴³ Author's personal experience

¹⁴⁴ Memorandum: Immigration and integration in the newly-formed Federal states. Opportunities, risks, tasks. p.8, Magdeburg 2002.

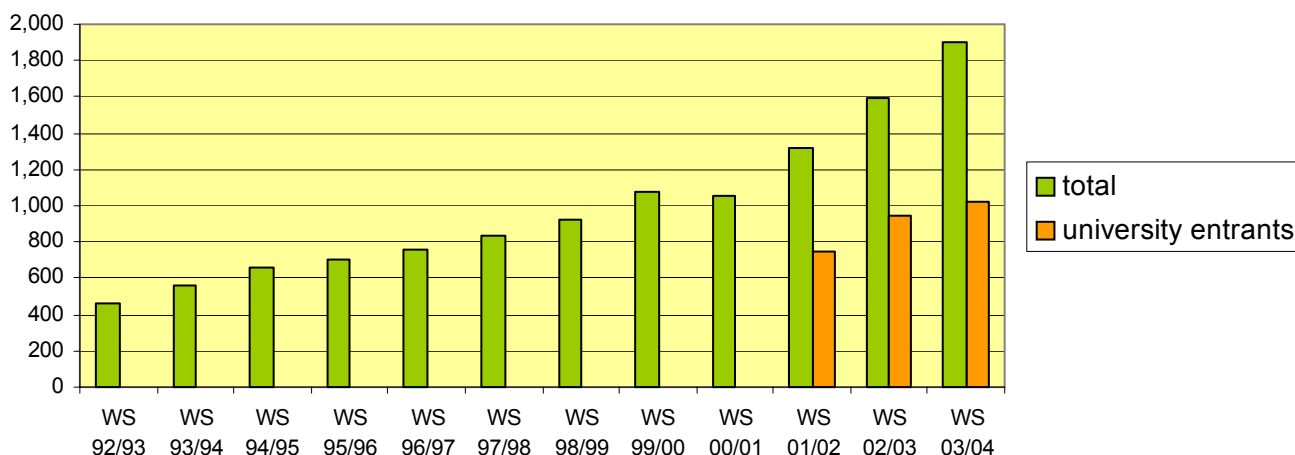
2.3 Education sector

Because of the many overlappings in the individual sectors under examination, education has already been dealt with briefly in the “Public sector” section. These considerations will not be further elaborated here. The following observations will therefore deal exclusively and very briefly with the state’s places of higher education.

The state of Mecklenburg-Vorpommern has two universities steeped in tradition in Rostock and Greifswald; the University of Music and Theatre of Rostock (HMT); the University of Wismar – university of technology, economics and design; the universities of applied science of Neubrandenburg and Stralsund and the University of Public Administration and the Administration of Justice in Güstrow.

M-V had the lowest proportion of foreign students in Germany as late as the 90s¹⁴⁵. The number of foreign students was only rising very slowly. Since the start of this decade the increase has accelerated. The percentage in 2002 was 4.7%¹⁴⁶ of all students in the state and was thus roughly equal to the percentage of foreigners in the population. Conspicuous in the last four years is the higher-than-average proportion of foreign university entrants of about 15% of all students. These university entrants currently make up about half of all foreign students in the state. Should this trend continue and the majority of these students remain in the state, the number and proportion of foreign students will rise significantly within a few years.

Foreign students in M-V 1992-2004



Source¹⁴⁷

A major exception in the origin of students is represented by the HMT in Rostock: 450 students from 32 nations currently study here, in WS 2002/2003 199 of the 462 students were foreigners¹⁴⁸. The percentage at the University of Wismar lag was also above the state average: 350 foreign students were registered for the winter semester 2003/2004 (8.4% of all

¹⁴⁵ Nikolaus Werz: Ausländische Studierende in Mecklenburg-Vorpommern, in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg-Vorpommern, Wiesbaden 2004, p. 137.

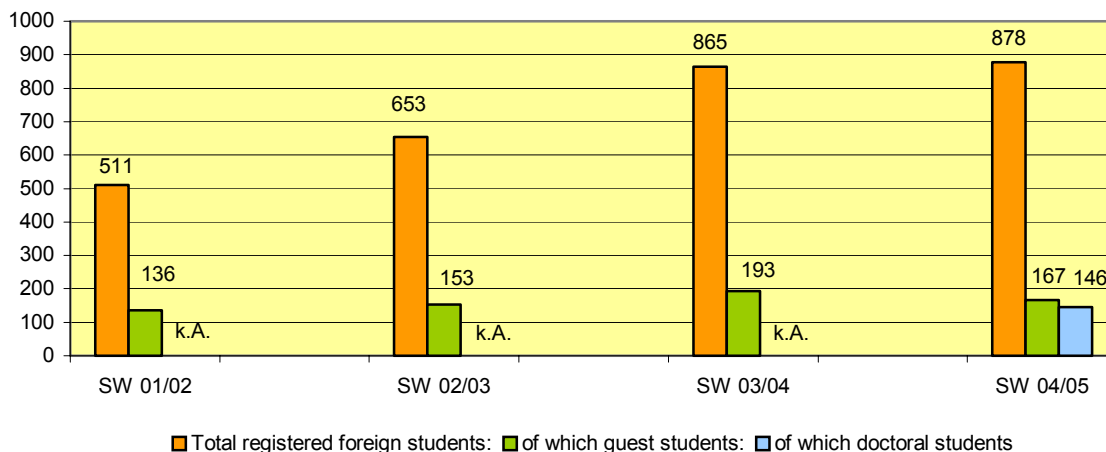
¹⁴⁶ www.wissenschaft-weltoffen.de

¹⁴⁷ www.kultus-mv.de/_sites/hochschule/download/auslaend_stud92-04.pdf and www.wissenschaft-weltoffen.de

¹⁴⁸ Nikolaus Werz: Ausländische Studierende in Mecklenburg-Vorpommern, in: Nikolaus Werz, Reinhard Nuthmann (Ed.): Abwanderung und Migration in Mecklenburg-Vorpommern, Wiesbaden 2004, p. 142.

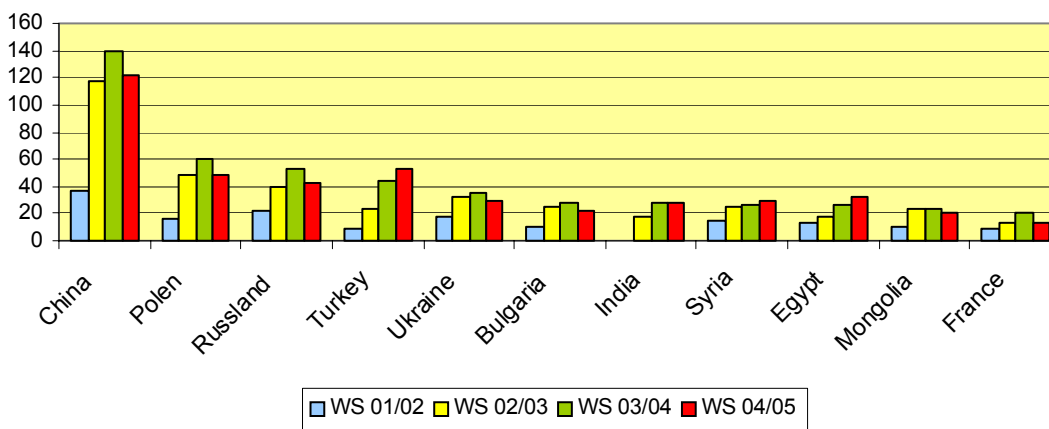
students), the percentage of foreign first-years was 14.5% at 174¹⁴⁹. About 50 foreigners are currently studying at the University of Neubrandenburg, including 10 from China¹⁵⁰. According to available sources, there have up to now been no foreign students at the University of Public Administration and the Administration of Law.

Foreign students at the University of Rostock



Source¹⁵¹

University of Rostock: the largest country groups of foreign students 2001 to 2005



Source¹⁵²

It was not possible to locate systematic statistics on the employment of foreign research and teaching staff. It may however be assumed that universities are employing an increasing number of specialist foreign staff.

¹⁴⁹ www.uni-protokolle.de/nachrichten/id/22454/

¹⁵⁰ Erster Chinese verteidigt Diplom an FH, in: Ostseezeitung, 86, 14.04.2005, p.6.

¹⁵¹ Data: academic foreign department of the University of Rostock to the authors. WS means winter semester. Guest students generally study for 1 to 2 semesters at the University of Rostock as part of the European ERASMUS mobility programmes or the exchange agreements within university partnerships.

¹⁵² Data: academic foreign department of the University of Rostock to the authors.

3. Conclusion and outlook

The public discussion of immigration and integration in Mecklenburg-Vorpommern must in the future differentiate much more clearly between the necessary professional and social integration – not assimilation! - of migrants living here (strongly characterised by state directed allocation of ethnic Germans, Jewish emigrants and asylum seekers) as the primary ethical question and the necessary and thus desirable enlistment of skilled – also foreign – workers and foreign companies setting up as a functional-economic challenge. This necessity applies particularly to the industrial-productive sector, research/development, e.g. in information and communication technologies, biotechnology and medical technology.

A social consensus needs to form and become dominant in everyday cultural life that acceptance of interculturality in all areas of life in the state is a decisive factor in its future viability. The memorandum “Immigration in the new federal states” already quoted several times in this analysis, comes to the same conclusion for all the new federal states: “Strengthening the awareness of multiculturalism is thus of central significance.”¹⁵³

Holger Bonin comes to the following conclusion for Germany in his dossier “The future of work”: “An attractive environment for skilled foreign workers in Germany and more incentives to stay in Germany would improve the chances of stopping the brain drain, that is the emigration of the qualified classes and thus of knowledge and potential(…).” As perhaps the most important location factor for people whose objective is to create new knowledge and products beyond the boundaries of the known is “the presence of kindred spirits”¹⁵⁴. These skilled workers are of decisive importance in ensuring sustainable innovation capability and making M-V an industrial centre of high technology. Against the background of a forecast medium-term shortage of skilled workers in Germany, M-V is in competition with other (frequently more attractive) regions in Germany and Europe.

Particular challenges for Mecklenburg-Vorpommern derive from these observations. It was brought out in the previous chapters that the initial economic and social conditions are not comparable with the German “average”. In making a self-financing economic life a reality, the state is far more dependent than other German regions on a marked increase in competence training in research and development. Attractive basic conditions in the widest sense for skilled workers from all countries are thus an important location factor and a prerequisite of the state’s future viability. Not engaging in broad and sustainable intercultural opening out in all areas of society in the region would doubtless rob M-V of important chances for the future.

¹⁵³ Memorandum: Zuwanderung und Integration in den neuen Bundesländern. Chancen. Risiken. Aufgaben, p.7, Magdeburg 2002.

¹⁵⁴ Holger Bonin (Bonner Forschungsinstitut zur Zukunft der Arbeit) quoted from: Dossier: Zukunft der Arbeit “Willkommen und Goodbye”, p.3/4, www.politikerscreen.de/static/dossier/Arbeit/22.htm.

The same applies to the current – and probably also future – principal sector of the state economy - tourism. The most important key aspects are briefly summarised again here (full presentation in chapters 1.2.3.):

- 20% market share of the German tourism market,
- 2.3% share of foreign tourism in Germany,
- 130,000 people earn income from tourism (c. 20% of people in employment in M-V),
- Risk of the sector stagnating, if no new shares of the market are opened up.
- Tourism acceptance problems in the local population are also seen to be connected to the growth area “foreign tourism”.

The tourism industry in M-V is therefore probably the sector of the economy in the state which most strongly needs to open up interculturality in the near future out of economic necessity – and at all levels: tourism planning and regional marketing, adapting the individual enterprises to an international clientele and promoting a cosmopolitan climate in the region.

Interculturality, starting with strategic planning and reaching through to service to customers, needs to be a natural component of all professional activity in this sector. Meanwhile, the necessary processes of professionalisation are of still waiting to be initiated and conceptually underpinned, whether it be with regard to an increasing variety of customer groups (not only the foreign ones!), whether it be in respect of work in and with intercultural worker teams or the requirement of knowledge of a range of foreign languages (not just English!). Intercultural competence as a general competence needs to become a stronger focus of training and further training.

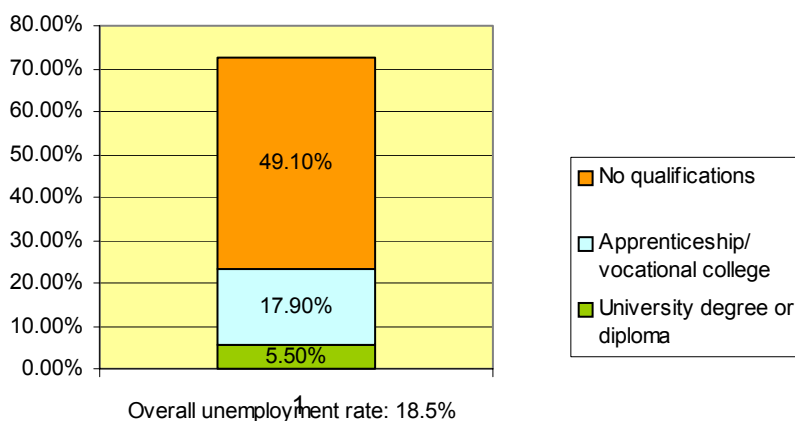
A further focus in reference to the intercultural workplace in M-V is the problem of integrating the immigrants already living in the state. A change of perspective is necessary to that effect, to pick up the threads of potentials rather than deficits and to exploit them. Any expectation of being able to integrate all migrants directly into the job market in a short time would be unrealistic. “Innovative approaches to a solution, demanding however time and creativity, and alternative interim solutions need to be found. This is also a question of preserving social stability and employment capacity.”¹⁵⁵

The professional integration of immigrants in the state will continue in the future to be geared to economic necessities. Realistic chances of improvement – say a demand-induced integration of immigrants in the state job market – are eminently detectable in individual sectors, as the example of medical-nursing staff illustrates. The tourism sector and its current challenges provide the ideal framework for measures to link the potential supply to the potential demand – from the social and socio-political point of view as well. The key here lies on the one hand in the fundamental recognition that interculturality is not to be seen and understood as a (diffuse) threat, but as a real (and possibly unique) future opportunity for the development of the state. On the other hand, with a view to the migrants already living in the state, the readiness to recognise these people’s potential must increase and it must be targeted as capital to promote the state’s future.

¹⁵⁵ Klaus Henning Busch/Gerd Zimmer: Abschlußbericht der wissenschaftlichen Begleitung des IFDM Mecklenburg-Vorpommern, ITF, Rostock/Schwerin 2003

It must however openly be stated that one of the most important causes of the high unemployment among migrants in the state is related to qualifications. The specific overall East German job market features additionally intensify the effects: 50% of the unqualified working population in the east of Germany were unemployed in 2002¹⁵⁶.

Proportion of qualification levels in the unemployment rates of all civilian workers (not including trainees) in East Berlin and the new federal states 2002



Many migrants count here – despite earlier qualifications from their country of origin – de facto as unskilled or not sufficiently qualified and are thus affected more than average by unemployment. The primary key to successful professional qualification definitely lies in having a professional qualification profile in conformity with the market.

Suggested instruments and measures

The action requirements and strategies and methods of implementation differ from sector to sector. These should be outlined here in the character of recommendations for putting them into practice.

Proposed areas of action:

- The research and development sector and connected sphere, objective: *strengthening the soft location factors of cosmopolitanism/intercultural competence* (scientific and public institutions, communities, politics), development of intercultural competence as a general competence of those working in this field.
- Public administration in general – objective: *contribution to the development of attitudes and ethical stances/development of intercultural competence as a general competence of those working in this field*. The fact that the sector is very employment-intensive and one of the region's largest employers means that its office-holders decisively affect the public appearance and perception of the region; in the final analysis, role models are crucially implemented here.
- Tourism (particularly hotel and restaurant industry, wellness and health facilities) as a formative, significant and employment-intensive sector of the economy with major growth potential and *a need to catch up in the field of intercultural competence*.

¹⁵⁶ Alexander Reinberg/ Markus Hummel: Fachkräftemangel bedroht Wettbewerbsfähigkeit der deutschen Wirtschaft, in: bpb, supplement of weekly Das Parlament, B28/2004, p.3, Bonn 2004.

Proposed levels of interaction for the further development of intercultural competence within the scope of the Leonardo da Vinci pilot project “European Intercultural Workplace”:

- Cosmopolitanism and intercultural “role model” for M-V the tourism state – support for the development of ethical stances which understands plurality as normality, gives attitudes, motives and activity a positive slant: there are no “good” and “evil” foreigners (for instance: “the Pole” may be: a senior guest, a weekend tourist, a colleague, a so-called moonlighter, my boss, an artist etc.),
- Interculturality in customer relations, intercultural competence as a prerequisite of a quality service
- Work in intercultural teams,
- Intercultural aspects in the employer – employee relationship,

Prospects for continuing activities to develop intercultural competence within the framework of the “European Intercultural Workplace” project

The situational analysis elaborated within the scope of the project attempted to compile relevant information on the subject of migration in Mecklenburg-Vorpommern and to make connections to create as comprehensive a view as possible of the situation, possible developments and connected fields of action.

Within the scope of a Leonardo project which is limited not merely in terms of time, that needs to lead to concrete results in the form of training offers to improve occupational training and further training, there is an additional need to focus on one or few fields of action.

In view of the particular importance of the service sector/tourism sector which has been brought out, the emphasis will probably be laid here. This doesn't mean concentration only on one sector, however. The development of intercultural competence is a cross-sector challenge in training and further training. The training materials to be prepared in the international consortium of project partners thus also need to be usable in other sectors. The partners themselves emphasise different aspects.

Objectives will be honed in the following work package of the project with the presentation of case studies. In this connection, “good practice” as well as “bad practice” examples will make the requirements for further training activities more concrete and lead to a design for training offers.

The elaboration, testing and transfer of the materials subsequently to be worked out will be the purpose of make these usable for instates and businesses in the target countries. Businesses in the state of Mecklenburg-Vorpommern will profit from this, but exploitation and sustainable anchoring of the project results should and must continue to be grasped, the goal aspired to being as broad cross-regional transfer as possible. In the initial phase it will be possible to cooperate intensively particularly with institutions which have already been active recently in this area in our region and can demonstrate ad good-practice examples from their project experience.

It is again conspicuous that these are predominately projects which have worked or are currently working within the framework of various European initiatives and national federal programmes: the operating partners from the just recently concluded Equal-I development partnership “New profiles for the Rostock region”, the XENOS project WIR “On the way to intercultural understanding...” of the association Diên Hồng e.V. and others.

The object in the further course will be ensuring sustainability, particularly from gaining disseminators (universities, chambers, further training providers, political committees), regionally as well as nationally.

The objective is to achieve continuity beyond projects and special programmes in a continuous process of intercultural sensitisation and competence development in the different social sectors.

Rostock, June 2005

The authors

The project partners wish expressly to invite interested companies, institutions and individuals to cooperate in the project.

The website of the project organiser offers an overview of the project, City University Dublin: www.EIWorkplace.net e-mail: info@EIWorkplace.net

A short presentation in German can be viewed at the site of the German project partner Institut für Projektbegleitung und Kompetenzentwicklung –pro-kompetenz-: www.pro-kompetenz.de.

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