Social Policy in Germany

Edited by

Jochen Clasen and
Richard Freeman
Contents

List of tables and figures ix
Notes on contributors x
Preface xiii

The German social state: an introduction 1
Richard Freeman and Jochen Clasen

The modern German state 2
Politics 4
Economic organisation 6
The social state and social policy 9
An outline of the book 13
Guide to further reading 16

Part I Social welfare in Germany – past and present 19

1. The historical development of German social policy 21
   Eve Rosenhaft
   Absolutism and Polizeystaat 22
   The ‘social question’ and the beginnings of industrial society 23
   Bismarckian social legislation 26
   The ‘new course’ in social policy, 1890–1914 30
   The First World War and after: the birth of the modern welfare state 32
   National Socialism 34
   The foundations of social policy in West Germany after 1945 37
   Guide to further reading 41
2. The impact of unification 42
   Steen Mangen
   The socio-economic impact of unification 43
   The transition and the welfare agenda 48
   The funding agenda 49
   The administrative agenda 53
   Testing the limits of the German social state 55
   Guide to further reading 57

Part II Social provision and social policy 59

3. Social security – the core of the German employment-centred social state 61
   Jochen Clasen
   A brief history of social security 62
   Structures, institutions and principles 64
   The Schmitz family – an illustration 69
   Achievements and gaps in the system 72
   The politics of social security 75
   Paying for care and the cost of unification 78
   Conclusion 80
   Guide to further reading 81

4. Health care policy 83
   Michael Moran
   The importance of health care policy 83
   Principles 86
   The system in practice 89
   Achievements and problems 92
   Conclusion 99
   Guide to further reading 100

5. Housing policy and the housing system 102
   Mark Kleinman
   Housing policy in the post-war period 106
   Structure and operation of the housing system 109
   Owner-occupation 109
   Social housing 111
   Private rented housing 115
   Housing outcomes 116
   Supply of housing 116
   Demand for housing 117
   Dwelling stock 118
Contents

Housing costs 118
Urban renewal and gentrification 120
Housing shortage and homelessness 120
Assessing housing policy in West Germany 121
Housing issues in the new Länder 123
Prospects for the 1990s 126
Guide to further reading 127

6. Education and training 129
Claire Wallace
The early roots of education and training 130
Secondary education in Germany 131
Higher education 134
Vocational training 136
The consequences of recession 139
The consequences of unification 142
Gender divisions 144
Minority youth 145
Conclusion 146
Guide to further reading 147

7. Personal social services 148
Walter Lorenz
The historical background 149
Welfare services in the German Democratic Republic 153
Developments in the Federal Republic of Germany 154
Main services and service providers 156
Policy developments in the 1970s and 1980s 162
The effects of German unification on the new Länder 165
Priorities for future developments 168
Guide to further reading 168

Part III Social divisions 171

8. Women and social policy 173
Prue Chamberlayne
The position of women East and West 175
Policy developments in West Germany 179
Policy developments in East Germany 183
Unification 185
Summary 188
Guide to further reading 188

9. Ethnic minorities and social policy 191
Norman Ginsburg
<table>
<thead>
<tr>
<th>Contents</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Migration and settlement</td>
<td>191</td>
</tr>
<tr>
<td>German citizenship: the ethnic German identity</td>
<td>192</td>
</tr>
<tr>
<td>From guestworkers to foreigners</td>
<td>194</td>
</tr>
<tr>
<td>Asylum seekers</td>
<td>196</td>
</tr>
<tr>
<td>Legal status of foreigners</td>
<td>198</td>
</tr>
<tr>
<td>Ethnic minority employment and social welfare</td>
<td>200</td>
</tr>
<tr>
<td>Politics, policy and racist violence</td>
<td>202</td>
</tr>
<tr>
<td>Conclusion</td>
<td>205</td>
</tr>
<tr>
<td>Guide to further reading</td>
<td>206</td>
</tr>
<tr>
<td>References</td>
<td>207</td>
</tr>
<tr>
<td>Index</td>
<td>227</td>
</tr>
</tbody>
</table>