

Approaching the European Social Model

EU-Enlargement and Social Organizations

Chris Lange

Abstract

The enlargement of the European Union by ten countries in May 2004 has been an important step for the non-profit organizations in the social field – though more important for those in the new than for those in the old member states. After taking a look at the development of these organizations in the neighboring countries Poland and the Czech Republic, this article focuses on the expectations of social organizations and the question of cooperation, at cross border activities in social services, as well as at some gender specific issues before it closes with some general European developments concerning all social organizations.

Zusammenfassung

Die Erweiterung der Europäischen Union (EU) im Mai 2004 um zehn Länder war auch für die Non-Profit-Organisationen im Sozialsektor ein wichtiger Schritt – allerdings für diejenigen in den neuen Mitgliedstaaten mehr als für diejenigen in den alten. Zunächst wird in diesem Artikel ein Blick auf die Entwicklung gemeinnütziger sozialer Organisationen in den Nachbarstaaten Polen und Tschechien geworfen, dann stehen die Erwartungen auf beiden Seiten und anschließend die Zusammenarbeit im Vordergrund. Dem folgen grenzüberschreitende Aktivitäten im Sozialbereich und einige frauenspezifische Aspekte, bevor der Artikel mit europäischen Entwicklungen schließt, die für alle sozialen Organisationen in der EU von Bedeutung sind.

Schlüsselwörter

Europäische Union - Sozialwesen - Non-Profit-Organisation - Mitgliedschaft - soziale Organisation - Polen - Tschechien

1. Introduction

Since the end of ‚communism‘, the Middle and Eastern European Countries (MEEC) struggle to create a democratic state and to develop a civil society. Many new organizations have been founded in countries which for more than 40 years did not know private organizing and civic engagement. The social security systems of these countries are gradually being shaped under very difficult circumstances, and non-governmental organizations (NGOs) in the social field¹ have been founded (*Munday 2003*). The acces-

sion to the European Union will influence the construction of the social security system and hopefully strengthen the NGOs as actors of civil society.

The social organizations of Germany have dealt with the EU-enlargement rather peripherally; obviously they are not expecting severe changes in their realm of work and for their organizations. The leading question of this paper is still: what does EU-enlargement mean for social organizations? From a mainly German perspective, this question is being looked into under four aspects:

- ▲ fears and hopes of social NGOs,
- ▲ cooperation between social NGOs,
- ▲ cross border activities in social services and
- ▲ selected gender specific aspects.

But first, some basic and very general data will be given about the EU-enlargement followed by a summary of major commonalities and differences of social NGOs in the two accession countries, Poland and Czech Republic, which share borders with Germany. In a third step, the four aspects above will be focused on before finishing with some final remarks as to what all European member states and their social organizations are facing concerning the European integration.

2. EU-Enlargement: Basic Information

With the latest enlargement of the European Union in May 2004 by the accession of Lithuania, Latvia, Estonia, Poland, Czech Republic, Slovakia, Slovenia, Hungary, Malta, and Cyprus (South) the number of inhabitants of the EU-countries rose from about 379 to 465 millions and 20 languages are now acknowledged as official languages. The ten new members had to accept 70-80 000 legally binding regulations and directives in all political fields, the so-called *aquis communautaire*, which the old ones acquired since the founding of the European Economic Community in 1957. However, many transition regulations have been implemented. A transition phase is also possible for the free movement of persons – and Germany passed a law restricting free movement of people from the eight MEEC only a few weeks before the accession (*Deutscher Bundestag 2004*).

3. Social Organizations in Poland and the Czech Republic

While most NGOs in the formerly communist countries are young (except for instance church based organizations in catholic countries like Poland) social NGOs in the old member states look back on long, very diverse histories due to the wide variety

of societal and social systems those member states have developed over the last about 150 years.

After 1989, Poland and the Czech Republic – like all MEEC – have had to reorganize their social structure and create legal structures for social services as well as for the organizations delivering these services. A study by *Igor Tomeš* (2004) and his colleagues describes the commonalities and differences of the four states Poland, Czech Republic, Hungary and Slovakia and analyses the legal framework and status of organizations providing social services in these countries. According to this expertise, all four countries struggle with the same problems, namely:

- ▲ decentralization in order to bring the services as close to the clients as possible,
- ▲ de-etatization and the opening of social services to ‚civic initiative‘,
- ▲ the need to move from residential care (which used to be the regular kind of service in the communist countries and is still very common) to a service enabling the clients to remain in their familiar environment,
- ▲ the need to restructure the methods of financing to support the most efficient services regardless of their being public or private, not-for-profit or for profit and
- ▲ the need to increase the participation of the clients financially and in their choice of services (*ibid.*, p. 12).

Thus, decentralization and diversification, de-etatization and participation, financial and legal structures (including clear responsibilities and the necessary funding) are the most urgent problems – and all of them directly affect social NGOs. Particularly the relationship between state administrations and NGOs is a difficult one. Another study about the same four countries reveals (*Holzer 2004*)², that

- ▲ the relationship is hardly institutionalized (in contrast to e.g. Germany),
- ▲ the participation of NGOs in the political decision-making is not institutionalized,
- ▲ personal contacts are still more important than official forms of communication,
- ▲ the NGOs consider the quality of the relationship as quite poor, in particular their acceptance by the administration (*ibid.*, p. 15 f.).

Of course, differences exist as well. Poland was the first of the ‚transitional societies‘ to restructure its social sector and to pass legislation regulating social service and the respective providers as early as 1990. A new legislation on public utility activities has placed NGOs on the same footing as the public services. In the Czech Republic in contrast, most laws

DZI-Kolumne Globalisierung

Die weltweite Öffentlichkeit hat den Beginn des neuen Jahres wie in einem Schockzustand erlebt. Die Tsunami-Welle in Südostasien tötete neben weit mehr als hunderttausend Einheimischen auch Tausende von Europäern und viele Menschen aus anderen Teilen der Welt. Wie weggeschwemmt waren in Deutschland Themen wie Hartz IV, der Start des Toll-Collect-Mautsystems oder die Diskussion um Nebenverdienste von Politikerinnen und Politikern. Emotionen beherrschen seit zwei Wochen das Bewusstsein vieler Menschen, die Medien und die Politik. Eine unvergleichliche Hilfsbereitschaft war eine der Folgen: mehr als 350 Millionen Euro privater Spenden wurden in nur zwei Wochen allein in Deutschland gesammelt. Und die Politik tut weitere 500 Millionen Euro an staatlichen Finanzhilfen hinzu. Viele Kommentatoren sind sich einig: die Katastrophe offenbart, wie sehr die Welt inzwischen zusammengerückt ist.

Die Globalisierung ist zur substantziellen Lebenswirklichkeit geworden. Dem wird – schon vor Monaten entschieden – auch die „Soziale Arbeit“ im Kleinen und mit bescheidenen Mitteln von dieser Ausgabe an folgen. Die Zusammenfassungen der Artikel werden künftig auch in englischer Sprache erscheinen und in Ausnahmefällen sollen einzelne Artikel ganz in Englisch abgedruckt werden. Mit dem Beitrag „Approaching the European Social Model“ von *Chris Lange* wird der Anfang gemacht. Das DZI folgt mit dieser Neuerung Hinweisen aus dem Redaktionsbeirat und von Hochschulen, die einer größeren internationalen Sprachkompetenz deutscher Sozialberufler eine zunehmende Bedeutung beimessen, unter anderem im Hinblick auf eine bessere Teilhabe deutscher Organisationen und Unternehmen an der Entwicklung des Sozialwesens in den Staaten und Gremien der Europäischen Union.

Ein besonderer Dank der Redaktion gilt der Kollegin *Doris Hertlidschke*, die mit ihren guten englischen Sprachkenntnissen einen Großteil der zusätzlichen Aufgabe übernimmt. Meinungen unserer Leserinnen und Leser zu der Neuerung sind der Redaktion sehr willkommen.

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of the communist area are still in force, but first steps were taken in 1999 when a new social-legal protection for children was established, and in 2003 when volunteer and church affiliated organizations were provided a legal basis. In Poland the financing of the NGOs is regulated by contracts and they have an equal standing to services of the state administration, whereas in the Czech Republic the NGOs are very dependent on the good will of the administration. The churches and their organizations Caritas and Diaconia are important providers of social services in both countries – whereas the Catholic Church is dominant in Poland, both denominations play a significant role in the Czech Republic. However, there also exist umbrella organizations for not-church based organizations: WRZOS in Poland and SKOS in the Czech Republic. *Tomeš* study points out the positive aspect of the Czech organizations, being their high flexibility and great ability for innovations (for more details see the country reports in *Tomeš et al. 2004, Documentation 2002a*).

All in all, rather market-oriented structures of the social sector prevail in the new member states. In Hungary for instance, commercial providers have the same chances to get contracts for social services than do non-profit organizations (*Documentation 2004*), and therefore, social NGOs have a difficult standing.

4. EU-Enlargement and Organizations in the Field of Social Services

In the process of creating a European social model, social NGOs are challenged to act as advocates of those who do not have a voice, as actors of civil society who take on responsibility for the societal and living conditions, and as providers of social services who offer these services at the best quality possible. On the background of the 'state of affairs' in the new member states described above the accession to the European Union has been an important step. Therefore the expectations of social NGOs, their fears and hopes (particularly in the new member states) the cooperation between social organizations in the old and new member states, cross border activities and some important gender aspects will be looked at more closely in the following paragraphs.

4.1 Fears and Hopes of social NGOs

One of the reasons why German social NGOs had not occupied themselves much with the EU-enlargement was that they obviously did not expect negative changes. Even in the border regions to Poland not much attention was given to this issue. Although labor migration in many industrial branches had

been a major subject of public discussion and research (*European Foundation 2004*), it was not an issue of worry in the field of social services. In the contrary, since the lack of trained personnel particularly in residences for the elderly has led to a state of emergency in the field of care (Pflegenotstand), some representatives of social organizations hope for an easing of the situation, expecting that trained staff from Middle and Eastern European countries might fill the gaps.

The level of income and wealth differs tremendously between Germany and the MEEC. Therefore, social service professionals employed by German social organizations fear loan dumping as well as a change to the worse for the quality standard in social services. On the other hand the new member states fear that they will loose trained staff and that therefore the situation in their countries will deteriorate dramatically. Already the migrating of nurses and doctors to the west has created problems in some countries (*Pallokat 2004*). Social NGOs of all member states are challenged to achieve common standards in all fields of social services by ways of e.g. indicators which should be established EU-wide (*Documentation 2002b, Social Protection Committee 2001*). Also, a Social Academy for organizations in the social field of all member states (an idea which has been repeatedly articulated by the President of the German Diaconia) could be one step to deal with these problems.

Social organizations in the MEEC hope that the integration into the EU will create pressure to continue the democratization process and to improve the communication between state agencies and social organizations. They hope for a better recognition, especially concerning the financing of services, where the self-interest of state agencies often dominates. More legal security and better standards of financial controlling, the still necessary modernization of the state administration including a new thinking as to the common good, are also areas of hope which representatives of social NGOs formulated at conferences. Besides these hopes, however, new problems arise after the accession particularly in regard to EU-funding: whereas during the accession phase NGOs could utilize voluntary work as their co-financing contribution, this is no longer possible. They are now treated like the NGOs in the old member states in EU-funding programs and need to find co-funding. But many of them are constantly at the edge of financial collapse and will therefore need *public* co-funding. This however, is very difficult because often the public administra-

tions are very reluctant or even consider social NGOs as their opponents. To be able to receive EU-funding in spite of these problems social NGOs in the new member states hope for better cooperation with NGOs in the old ones. Another one of their hopes is to make better use of new technologies, e.g. to create an independent information platform on EU-funding and for intermediate funding.

Whether or not these hopes and fears will come true, how the wide field of social and health services will develop, what the real affects of the EU-enlargement will be for social NGOs in the old as well as in the new member states cannot be evaluated yet, but will be an interesting research question in the years to come. The need for closer cooperation of social organizations, however, is unquestionable.

4.2 Cooperation between Social Organizations

Networks and various forms of cooperation in the ‚ideological families‘ (especially catholic, protestant, Jewish, Red Cross) have existed long before the communist system collapsed. But after the changes following November 1989, these networks and cooperation received new tasks and a new importance. Beyond these traditional networks, new ways of cooperation and partnerships – not least on account of the planned accession to the EU – came into existence. The Nondenominational Welfare Organization for instance, the big umbrella organization for humanitarian, but not religion based organizations in Germany, developed an ‚interregional partnership system‘ between its organizations and similar organizations in Poland, and established a center for the coordination of these activities in Salzgitter, a town in Lower Saxony (*Documentation* 2001). Many more cooperation activities do exist, but they often depend on personal contacts of individuals and are therefore rather arbitrary and not very structured and sustainable.

Pursuing the objective to investigate the need for cooperation and for networking between German social NGOs and NGOs in the four countries Poland, Czech Republic, Slovakia, and Hungary (see 4.3), the Observatory’s study (*Holzer* 2004) shows that a lot of activities have unfolded over the last years. As one of the main results, the study diagnoses the following areas as most important for cooperation and counseling (*ibid.*, p. 27 f., 31 ff.):

- ▲ education and qualification of personnel,
- ▲ setting and ensuring of quality standards for social services,
- ▲ support in advocacy,

▲ professional exchange of information and experiences and

▲ EU-funding, where transnational partnership is required as well as know-how about applying and processing.

The financial situation is one of the most problematic areas for most NGOs in these countries and funding is therefore one of the important links to the European Union. But EU-funding usually requires transnational cooperation – thus supporting the exchange of experience and know-how in the field of social services. Moreover, the Observatory’s study found that NGOs in the accession states cooperating with partners in old EU-countries were better able to use the EU-funding than those without and that – since the process of applying is very complicated and time consuming – the know-how of the old member states’ NGOs is highly appreciated and asked for in the new member states (*ibid.*, p. 24 ff.).

4.3 Cross Border Activities in Social Services

Like for the cooperation activities mentioned above, European funding has also been important for cross border activities. EU-programs like PHARE and ACCESS were installed to prepare the accession of the new members – not in the social area alone but in all political fields. The INTERREG-programs were specifically designed for border regions, but the European YOUTH-program and the educational program LEONARDO DA VINCI were used as well. EU-funding has thus been an incentive for cross border cooperation. At the same time, the high symbolic value of taking part in a EU-funded project should not be underestimated.

Euregio Neisse is a good example for cross border cooperation and will therefore be described briefly (*Hüttner* 2002, *Steinert* 1999). Three countries meet at the river Neisse: Poland, Germany, and the Czech Republic. The sub-national entities look back on a long history of close relations until 1945 when the German Nazi Army occupied the Czech and Polish area. The founding of the GÜSA-project Euregio Neisse in 1996 (eight years before the accession) as a research and networking project links back to these old relations. GÜSA was financed by INTERREG-program, and was finished when the two phases of possible financing by EU-funding ended (see www.inf.hs-zigr.de/guesa for the final report). Nevertheless, the University of Görlitz/Zittau, a university town at the border to Poland and the Czech Republic, has been trying to continue the work with other means of funding. The goals of the GÜSA-project were:

- ▲ to carry out a survey about the existing cross bor-

der cooperation and contacts in social services,
▲ to improve cross national cooperation in social work in the fields of children and youth, women, homeless, migrants, school and delinquents by initiating respective working groups,
▲ to improve intercultural contacts and competences by organizing the working groups in tri-national teams.

Through GÜSA many contacts between social institutions (public and private) in the three countries were established at grass roots level. Besides networking, adult training and education was a major focus of GÜSA and included intercultural communication, professionalization of social work, methods of interaction in groups, quality management in social work, as well as studying the three languages Polish, Czech, and German. At the same time the importance of the European idea, the ‚European added value‘, was conveyed to people who beforehand had no access to and/or no interest in ‚Europe‘.

But cross border activities also take place in other constellations as well, not only in Euregios. So far, no study has been conducted on cross border services with the new member states asking for instance, if the number of services across borders has increased on account of differences in salaries. At the borders to neighboring countries to the West, however, an increase can be observed, but the actors are still confronted with a lot of practical problems because of the different social systems (*Documentation 2002c*).

4.4 Selected Gender Aspects

In the GÜSA-project outlined above, some gender specific details are already obvious because mainly women were involved as social workers and as ‚clients‘. In the working group ‚women‘ some of the differences between the German and the Polish as well as the Czech organizations relate to the fact that in the organizations of the new member states women worked mainly as *volunteers*, whereas in the German organizations many were paid *employees*. For this reason (and a few more), the interests and expectations varied greatly. But still, the women managed to work and learn together – in particular the different legal, the social political conditions concerning women in the three countries, the financing of services for women like shelters, trafficking and violence against women, gender specific drug counseling, support for families with disabled children, and so forth. The main achievement is certainly that the women got to know each other, the living conditions, problems, strategies for solutions etc., and

thus worked towards a better understanding (*Steinert 1999*, p. 54-59).

‚Poverty prostitution‘ (*ibid.*, p. 8) and women trying to escape their plight is another gender-related issue for social NGOs in the region. Trafficking in women from the MEEC (not only those of the new EU-members) is a problem which social NGOs running women’s shelters in, for instance Berlin, are facing too, where an increasing number of women without a legal status are searching for help. At the European level, the Commissioner for Employment and Social Affairs has acknowledged trafficking in women and children as a problem which the EU needs to tackle, and has included this issue into the DAPHNE-program as well as launched a Framework Decision of the Council to combat trafficking in 2002.

European policies in regard to gender are of quite some relevance to the new member states, because the existing legally binding ‚directives‘ for gender equality, which mainly concern equal treatment at the workplace, have to be implemented in these states and the progress has to be reported to the European Commission. Although the European gender mainstreaming policy also includes equal participation and representation of women and men in *all* spheres of political, economic, and cultural life, this policy was not seriously applied in the screening and negotiation process before the accession: neither did the financial accession programs, like PHARE, contain gender mainstreaming with respect to the participants and beneficiaries, nor did the Commission assess the very low representation of women in the Czech and Polish institutions as a democratic deficit that needs to be changed (*Lorenz-Mayer 2003*). Also, the annual government progress report shows that gender equality is reduced to equal opportunities in the labor market and does not imply the transformation of social and political systems to create gender justice (*ibid.*, p. 67 f.). Thus, gender issues and gender mainstreaming still have a long way to go before they are an accepted part of all European policies as well as of all national policies in the 25 member states.

5. Social Organizations and European Developments

In the European integration process, social organizations in all EU-member states are confronted with questions concerning their future development. Two important streams of development, which they need to take two into account, are outlined in the following. At the European level, a new political instrument has been developed over the last years – a soft me-

thod, which is applied in political fields where no concrete competences have been transferred to the European level: the method of open coordination. It means, that the national states have to develop so-called action plans in several fields of social policy (employment, care, combat against poverty, youth, migration etc.) which meet the goals that were set beforehand by the European Council, the highest decision making body consisting of the state and government leaders. The European Commission, the supranational institution initiating and executing all European legal acts, then evaluates the action plans and monitors their implementation. In order to make comparisons possible, common indicators are being developed (*Documentation* 2002b).

Ever since the European Commission had published a communication on „Services of General Interest in Europe“ in 1996, a discussion has been going on in and among social NGOs and has grown in importance with several more documents published by the Commission. The issue in question is, whether or not organizations providing social services on a not-for-profit basis should be treated like ‚regular‘ market enterprises and the European Single Market principles therefore be applied to them, especially the free movement of services (Art. 49 ff. EC-Treaty) and the prohibition of financial aid granted by the state which might distort competition (Art. 87 EC-Treaty). The underlying reason for this debate is that for market-like structured social systems including the providers of the respective services the market competencies of Europe may be valid and thus the Commission’s influence would increase in the field of social services. There are three options: The first is that social NGOs and their services will be defined as not being part of a market (non-economic) and thus completely be exempt from European regulations. But this option seems to be rather unlikely.

The second option is that social NGOs will be defined as market actors and quite generally fall under European competition law, but exceptions will be possible. These exceptions would then need to be negotiated between all actors involved. As a third option, the issue would be detached from the two poles ‚market/economic‘ versus ‚non-market/non-economic‘ and the social NGOs’ services be considered a third way of activity (*Evers; Lange* 2004), which would then imply a completely new discussion at the European level.

6. Final Remarks

The two streams of development – the method of open coordination and services of general interest –

will certainly influence the integration process. With the latest enlargement of the EU by ten new members, two more to follow (Romania and Bulgaria), and one more to want to join the Union (Turkey), the European integration process is indeed an experiment at a huge scale. For social organizations this experiment contains opportunities as well as dangers. The tremendous differences in the social systems and in the social services, in income and wealth, as well as the ‚heritage‘ of the communist regimes and many more factors make this an experience with an open and uncertain outcome. Social organizations are challenged to play an important role in this process as actors of civil society and as advocates of their clients.

Note

1 In this article, the expression non-governmental organizations (NGOs) or simply social organizations is used most of the times and not the expression non-profit organizations (NPO) because in the new EU-Member States the state administrations and agencies are the most relevant counterparts of these organizations. In Germany, mainly the members of the umbrella organizations: German Red Cross, Caritas, Diaconia, Workers’ Welfare Organization, Jewish Welfare Agency and the Nondenominational Welfare Organization (Paritätischer) belong to this category.

2 This study was conducted by the Observatory for the Development of Social Services in Europe (in the following: Observatory) – an institute financed by the German Federal Ministry of Family, Seniors, Women and Youth which does networking, policy consultancy, conference organizing, secondary analysis, research and publishing about issues of social services and European integration.

3 GÜSA stands for ‚Grenzüberschreitende Vernetzung Sozialer Arbeit in der Euregio Neisse‘ = cross border networking of social work.

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Non-Profit-Management im Spannungsfeld der Globalisierung

Ansätze zu einer kritischen Epistemologie für handlungsorientierte Berufe

Antonin Wagner

Zusammenfassung

Diese Ausführungen basieren auf Erfahrungen, die der Autor in der Ausbildung für Non-Profit-Management (NPM) an der New School University in New York gemacht hat. Aufbauend auf einer kritischen Epistemologie für handlungsorientierte Berufe werden vier Ausbildungsmodelle verglichen und auf ihre Tauglichkeit für das Management von Non-Profit-Organisationen (NPO) in einem globalen Umfeld geprüft. Die meisten Vorzüge weist das „interpretivistische“ Modell auf, in dem sich die Auszubildenden mit dem Kontext eines beruflichen Handlungsfeldes auseinandersetzen und so für die Bedeutung der eigenen kulturellen Prägung menschlichen Handelns sensibilisiert werden. Dieses Modell zeichnet sich dadurch aus, dass die Lerninhalte mittels eines Aushandlungsprozesses auf den kulturellen und ethnischen Hintergrund der Studierenden abgestimmt werden. Zudem wird im interpretivistischen Ausbildungsmodell eine Unterrichtspädagogik praktiziert, die den Sinn der angehenden Berufsleute für das Machbare stärkt und auch die letztlich betroffene Klientel im Klassenzimmer zu Worte kommen lässt. Es geht also beim Anliegen, Angehörige handlungsorientierter Berufe auf das Spannungsfeld der Globalisierung vorzubereiten, um mehr als eine bloße Internationalisierung der Ausbildung. Es geht vielmehr darum, Handlungsansätze zu vermitteln, die den globalen Dilemmas unseres Zeitalters angemessen Rechnung tragen.

Abstract

This paper is a reflection on how to best incorporate a global perspective into a non-profit management (NPM) curriculum. The beginning deals with the impact of globalization on the management of public and private sector organizations around the world. Later on it challenges the universalistic assumptions underlying many NPM curricula and proposes an interpretivist epistemology for teaching NPM in an increasingly global environment and looks at the many conceptual boundaries that get in the way of teaching NPM with a global awareness and points to the potential for a critical pedagogy to determine program content and teaching method. As a practi-