

Transnational Skills and Mobility Partnerships (TSMP)

Contextual factors, conceptual design and application

Prof. Dr. Michael Sauer and Jurica Volarević

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1 Introduction

“We commit to invest in innovative solutions that facilitate mutual recognition of skills, qualifications and competences of migrant workers at all skills levels, and promote demand-driven skills development to optimize the employability of migrants in formal labour markets in countries of destination and in countries of origin upon return, as well as to ensure decent work in labour migration.” (United Nations 2019: 26)

The Global Compact for Safe, Orderly and Regular Migration defines *Global Skill Partnerships (GSP)* as an innovative means of meeting the above-cited commitment. However, *GSPs* are very limited in number and scope, and empirical analyses of them are, to date, relatively rare. This study helps fill this gap in data by presenting and examining existing *GSPs* or *GSP*-like approaches (e.g., transnational training partnerships). In particular, the study focuses on the experience with such practices in the Republic of Kosovo.

The aim of the study is to take stock of the various conceptual discourses on and practical experience with transnational training partnerships. Using Kosovo as a case study, the study details the structure of such partnerships and the processes they entail. It documents the experience of those involved and catalogues the factors contributing to success. Drawing on the practical example of Kosovo, we propose a means of categorizing the

various practices that will help structure the empirical diversity of such approaches and render them conceptually feasible. The study also aims to fill a gap in research on countries of origin and to deepen our understanding of how benefits are distributed among those involved in the migration process.

A fundamental question explored in what follows is the extent to which a common conceptual understanding of training partnerships exists. Having taken a closer look at existing terms in use (i.e., *GSP* and *Skills and Mobility Partnerships*), we have found this to not be the case. We therefore offer a conceptual synthesis of these terms as an alternative. Our proposed term, *Transnational Skills and Mobility Partnerships (TSMP)*, incorporates a broad scope of empirical approaches by being open to different substantive orientations and, unlike the term *GSP*, cannot be reduced to individual empirical examples of practices in use (Chapter 3.1).

We define a *TSMP* as a multifaceted, structurally elaborate partnership that is informed by a holistic conceptual framework. A framework of this kind is necessary in order to delineate various spatial, analytical and procedural foci. Drawing on the variety of existing training partnership typologies, we offer in section 3.2 our own typology and suggest applying a more finely tuned modality matrix to classify *TSMP* approaches.

Central to this study is the empirical example of a holistic *TSMP* approach, which we present and examine in depth in Chapter 4. This project, carried out in the Republic of Kosovo, involved a joint effort on the part of the Kosovar Ministry of Labour and Social Affairs (MLSW), the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) and the Landesverband Bayerischer Bauinnungen (LBB) in designing a systemic approach to labor migration that was combined with an incremental reform of the Kosovar VET system. The summary analysis featured in Chapter 5 takes a closer look at how *TSMP* approaches can, against the background of experiential data, be captured in analytical terms, particularly with regard to their typology, scalability, transferability and their adaptability.

Based on a review of the literature examining transnational training partnerships, this study explores different types of partnerships and the structures and dynamics that have informed them. Because efforts involving an analytical approach to the examination of transnational training partner-

ships remain rare, the overview we provide here is based on a small number of relevant studies. Our literature review is closely linked to a systematic documentation of our empirical experience with the development, implementation and evaluation of training partnerships (in Kosovo). In order to gain additional insight into the dynamics of implementation and various trends in transnational training partnerships, we surveyed 24 institutions, asking them about their understanding of such partnerships and their practical experience with such approaches. Due to the low response rate, we draw selectively on these results, which are not representative.

Michael Sauer and Jurica Volarević authored this expert opinion paper in early 2020.

2 Context

The impact of demographic change as well as Germany's strong economy and encouraging employment figures¹ have fostered the country's deepening interest in the global competition for skilled workers. Understanding the dynamics of this competition involves viewing it in the context of the challenges associated with digital transformation as well as the rapidly changing world of work and qualifications needed.

Both Germany and Europe are rapidly aging. According to the 14th population projection issued in 2019 by Destatis, Germany's Federal Statistical Office, by 2060, there will be about 42.7 million people of working age in the country, which marks a decrease of 9.1 million (17.6 %) from 2019. While the Federal Employment Agency's (2019) analyses of skilled labor shortages do not currently point to a national, cross-industry shortage of skilled workers, there is evidence of broad, and in some cases nationwide, shortages in certain occupational areas (i.e., construction-related fields, health and nursing, and specific technical jobs) (June 2019). According to a recent labor market report issued by the German Chambers of Industry and Commerce (DIHK 2019), the skilled labor shortage represents the most serious risk to business in the domestic economy. Nearly 50 percent of the companies surveyed (approx. 23,000) reported being unable to fill vacancies due to the shortage of skilled workers. Unsurprisingly, the majority of companies surveyed are therefore open

to recruiting skilled workers from non-EU countries. A study presented in 2018 by the Institute for Employment Research (IAB) (Fuchs, Kubis and Schneider 2018) underscores the need to step up efforts to increase labor migration and to develop strategies to ensure a sustainable supply of skilled labor in Germany. The study concludes that German employers must become significantly more attractive to skilled foreign workers. According to the IAB, 260,000 people would have to immigrate to Germany every year until 2060 to make up for the country's skilled labor shortage.

At a top-level meeting held at the Chancellery on 16 December 2019 that included representatives of the federal government, the Länder, business and trade unions, Chancellor Merkel heralded the Skilled Immigration Act, which has since come into force (1 March 2020), as a paradigm shift that will render Germany well-positioned to compete globally for skilled labor. According to the federal government, securing the demand for skilled workers is one of the greatest challenges for Germany as a business location.

In order to improve the country's present and future capacity to compete globally for qualified workers, the federal government introduced at the end of 2019 its *strategy to recruit skilled workers from abroad* (BMW 2019).² Prepared under the leadership of the Federal Ministry for Economic Affairs and Energy (BMW), the strategy builds on three

1 This was the case until the outbreak of the COVID-19 pandemic. As this publication was under final preparation just as the pandemic began, the scope of our analysis does not include the pandemic and its effects.

2 The plan to secure skilled labor, referred to as the Skilled Labour Concept, which was presented by the federal government in 2011 (BMAS 2011), outlines instruments and measures with which the government supports companies, unions and employers' associations in their efforts to secure the next generation of skilled labor. The concept contains five priority areas, referred to as "skilled labour paths" to increasing labor force participation and improving qualification levels within the workforce. The fifth path, *ensuring the integration and immigration of skilled workers*, aims to improve the integration of (unemployed) migrants into the workforce and provide faster, more transparent procedures for assessing the equivalency of professional qualifications acquired abroad. In 2011, immigration as a route to securing skilled labor was ranked lower in importance relative to the other four.

pillars and includes a variety of targeted measures that involve several ministries at once. The third pillar of the strategy is to focus specifically on immigration from outside the EU. The legislative basis for this is provided by the Skilled Immigration Act (FEG), which came into force on 1 March 2020 and reduces the bureaucratic barriers faced by skilled workers from abroad, thereby making it easier and more attractive for them to come to Germany.

INFOBOX Concerted Action on Nursing (KAP)

Considered within the context of what Hans-Peter Tews (1993) refers to as the structural transformation of age,³ Germany is already grappling with a nursing staff shortage of anywhere between 50,000 and 100,000, depending on the estimate. In a worst-case scenario (extrapolated from the current dynamic), the continued structural transformation of age will result in a shortage of skilled workers on the order of 1.3 million full-time positions in the healthcare and social services sector by 2030 (Augurzky and Kolodziej 2018). The extent to which this shortage has become a matter of priority for the federal government – bearing these forecasts and challenges in mind – is evinced by the fact that three ministries spent nearly 12 months discussing measures to resolve the issue with relevant actors in various fields. In spring 2019, the Ministry of Health (BMG), the Ministry for Family Affairs (BMFSFJ) and the Ministry of Labour and Social Policies (BMAS) presented their findings in a Concerted Action on Nursing (KAP) campaign. Efforts to make nursing careers more attractive by improving pay scales, training and working conditions is a key element of the 180-page paper.

KAP measures are aligned with the federal government's broader strategy for recruiting skilled workers (BMG 2018: 134), which means that recruiting skilled workers abroad also plays a central role in the nursing and healthcare sectors. The focus here is to improve marketing efforts and introduce language training, upskilling and in-

tegration measures while reducing bureaucratic barriers. The newly founded German Agency for Health and Nursing Professions (DeFa) aims to help nursing professionals abroad manage and navigate the administrative burdens they face in coming to Germany.

The German Competence Centre for International Professionals in the Health and Care Professions (DKF), which was launched at the end of October 2019 with funding from the Ministry of Health, is to support the ministry in developing a corresponding pilot project. It remains to be seen how the recently established center will work with established actors (i.e., BMWi, BMZ, GIZ and BA/ZAV) in developing, monitoring and implementing measures designed to attract nursing professionals from abroad.

As countervailing trends in demographic change across the “global north” and the “global south” grow, labor mobility has captured the attention of development cooperation, which focuses in particular on the effects of labor mobility in countries of origin. The challenges here include the *brain-waste* problem, information asymmetries in decision-making processes, the further development and use of qualifications (in the country of origin) or the documentation of learning effects along migration corridors. The concept of transnational training partnerships involves a similar approach that takes into account the problems faced in destination countries as well as the extant conditions in countries of origin.

³ For Tews, there are three dimensions to this structural transformation of age: a demographic, societal (e.g., changing family and household structures), and an epidemiological dimension (e.g., observable and expected changes regarding disease prevalence among the elderly).

3 Transnational Skills and Mobility Partnerships (TSMPs) – conceptual approach

The term transnational training partnerships refers to a specific and relatively new form of labor migration. It is used in this analysis as an umbrella term for transnational models that link development-oriented migration with (vocational) training policies and thereby aim to equitably distribute the benefits of skilled labor migration. In practice, a variety of terms are used that mostly refer to specific forms of skilled labor migration. The two most common terms, *Skills and Mobility Partnerships (SMP)* and *Global Skills Partnerships (GSP)*, are introduced and critiqued below. This definitional patchwork of terms suggests the need for a new term that can be useful in a variety of empirical approaches.

We therefore introduce the concept of *Transnational Skills and Mobility Partnerships (TSMP)* as a viable option. Well aware of the fact that other terms, and *GSP* in particular, are already in wide use, it would be justifiable to draw on it (or others) as an umbrella concept. However, doing so would require a re-interpretation or conceptual expansion of the term in order to capture the breadth of empirical practice and the different types of skilled labor migration. We therefore have chosen instead to argue in favor of introducing a new more definitionally inclusive term that can be applied with broader consistency.

3.1 Transnational training partnerships

3.1.1 Skills and Mobility Partnerships (SMPs)

As defined by the OECD (2018), *Skills and Mobility Partnerships* are those approaches and frameworks that aim to share the benefits of migration through a modality that is both defined and supported by the involved partners. In the absence of an *SMP*, the benefits of skilled migration tend to flow primarily toward destination countries, resulting in a benefits bias. *SMPs* thus address the negative effects associated with skilled migration, such as brain drain or the erosion of vocational education and training (VET) systems in the countries of origin. *SMP* approaches seek to build and expand the pool of human resources in countries of origin while increasing international mobility in specific sectors. Introducing an *SMP* requires first determining the quantitative and qualitative supply of labor and the demand for labor in these sectors in the countries of origin and destination countries. The goal here is to leverage the potential of labor migration while avoiding negative effects. The rationale of *SMPs* is rooted in the premise that the costs of cross-border skills transferability are lower than the returns gained by skills development in countries of origin (OECD 2018: 2). *SMPs* are characterized by the need to establish a partnership among equals that is manifested, for example, in the demand for technical and financial

assistance in skill formation and skills transfer. In short, the OECD envisions three key elements that make up an *SMP*: skill formation and recognition; partnership; and mutual benefit, that is, an implementation of the *triple-win* concept.

INFOBOX Triple Win

Defining migration as a potentially beneficial process is often associated with the *triple-win* narrative. The concept of a *triple win* has been commonly used in international contexts since 2003. This can be traced back to the Global Commission on International Migration established in 2003 by former UN Secretary-General Kofi Annan. Annan defined the *triple win* as an opportunity to generate benefits through migration for migrants, countries of origin as well as destination countries (United Nations 2006). *Triple win* migration thus refers to those forms of labor migration that take into account the different interests of the three stakeholders – the migrant, country of origin and country of destination – and which seek to facilitate an equitable distribution of migration benefits. Although individual countries or institutions have agreed on appropriate regulations and standards for labor migration (e.g., the WHO's *Global Code of Practice* on the International Recruitment of Health Personnel, WHO 2010), there is to date no comprehensive framework for regulating the fair or socially ethical recruitment of health workers from third countries. The *triple-win* approach can fill this gap, provided specific criteria for collaboration and determining both benefits and costs have been delineated. However, current *triple-win* models in use sometimes fail to meet this requirement and may therefore be accused of, in some cases, amounting to little more than empty talk.

Drawing on bilateral agreements between the Federal Employment Agency and the respective ministries of labor in partner countries, Germa-

ny's GIZ and ZAV (central placement services) are taking a holistic multi-stakeholder approach in line with that advocated by *Sutherland* and *Clemens*⁴ (United Nations 2017, Clemens 2015) to *triple-win* projects in Bosnia and Herzegovina, Serbia (through February 2020), the Philippines and Tunisia by bringing together public and private sector actors from the countries of origin and Germany. All legal and formal aspects of information regarding skilled workers, their selection and preparation, as well as the distribution of costs and the recognition of professional qualifications in the destination country are worked out in advance by both governments who then sign a contractual agreement. Thanks to the vast wealth of experience gathered by the GIZ's *triple win* project, the first to be launched by the German government for conceptual development and piloting back in 2010, this project is often viewed as a flagship project among German *SMP* approaches. As such, it focuses heavily on the needs of employers, skilled workers and countries of origin and continues to deliver essential insights relevant to the development, implementation and transferability of comparable approaches (SVR and MPI 2019: 48).⁵

Most empirical examples of *SMPs* have never moved beyond pilot project status or remain within a narrowly defined niche. This is primarily due to the fact that bilateral programs are often restricted to specific target groups. To support the development of *SMPs*, the OECD (2018: 6–7) has argued that the conceptual underpinnings of the approach be expanded to include the involvement of a broader scope of *stakeholders* and the institutional development of origin countries' capacity to initiate, manage and monitor *SMPs*. The goal here is to better match skills and labor market needs among origin and destination countries and to improve the ways in which programs for the integration of returning migrants are managed.

4 See also Chapter 3.1.4 on the United Nations *Sutherland* Report (2017) and the following Chapter 3.1.2 on the *Clemensian* definition of the term Global Skills Partnerships.

5 For an in-depth discussion of the *triple win* approach, see GIZ (2019), Angenendt (2015), Brennan and Wittenborg (2015), Castles and Ozkul (2014), Abella, Gächter, and Tschank (2014), Wickramasekara (2011), and Thränhardt (2008).

3.1.2 Global Skills Partnerships (GSP)

The concept of *Global Skills Partnerships*,⁶ as defined by Michael Clemens, is likely to be the most widely applied approach to transnational training partnerships. Clemens (2015: 1) defines a GSP as

- involving an ex ante bilateral agreement
- that is established between public and private institutions
- and aims to link skill creation and skill mobility in such a way that
- migrants, origin countries and destination countries mutually benefit from the partnership.

Participating institutions in the destination country agree to provide the knowledge and financial resources required to foster skill formation in the country of origin. These skills, however, must be aligned with the needs of labor markets in both the country of origin as well as the destination country. This approach effectively amounts to *outsourcing* educational services (van de Pas and Mans 2018: 9). For their part, participating institutions in the country of origin agree to provide the qualifications defined in the process. The partnership foresees that a share of those who acquire these skills will migrate to work in the destination country after completing their training. In turn, the education of those who don't migrate and stay, increases the stock of human capital in the country of origin. GSPs explicitly take into account the framework conditions of individual labor markets as well as the needs of employers in the participating countries of origin and destination. The GSP approach also explicitly focuses on secondary levels of education and does not include tertiary educational institutions. Skills acquisition or development essentially takes place before migration and thus leverages the differentials in training cost structures, which creates an additional financial incentive to move training to the country of ori-

gin.⁷ A Clemens-informed GSP approach is driven by a development imperative that explicitly seeks to strengthen the country-of-origin perspective and which can therefore enhance benefits for all stakeholders.

To illustrate the implementation of the GSP rationale, Clemens cites so-called *two-track* courses of study in which, for example, nursing professionals are trained in a "*home track*" for work in their country of origin and, at the same time, in an "*away track*" that is designed to prepare students for labor markets in a specific destination country. Ideally, the training provided in both courses of study will overlap considerably. The *away track* includes additional modules that are aligned with a destination country's specific requirements (e.g., language courses, quality assurance). The higher tuition fees collected for the *away track* can help subsidize training provided by the *home track* program.

Clemens' approach has been prominently incorporated into the *Global Compact for Safe, Orderly and Regular Migration (GCM)*, which was adopted by the UN General Assembly on 19 December 2018. Investing in skills development and facilitating the mutual recognition of skills, qualifications and competences is defined within the Compact as an essential objective (Nr. 18). *Global Skills Partnerships* are identified as key to achieving this goal. The GCM underscores the need to build global partnerships for the development of qualifications through bilateral and international relations, thereby strengthening the idea of training and promoting skill formation among potential migrants.

The empirical implementation of GSP programs, at least those in line with the more narrow Clemens approach, has remained limited to isolated cases and niches. It is therefore all the more important to identify and examine various case studies in order to determine effectiveness, scalability and transferability.

6 The European Training Foundation (ETF) defines *Global Skills Partnerships* as one of eleven support measures for migrants regarding employment and qualification (*Migrant support measures from an employment and skills perspective, MISMES*). MISMES are interventions designed to improve migrants' labor market integration and/or make more effective use of migrants' skills (ETF 2015).

7 Hooper (2019: 4) highlights the massive difference in costs, for example, for a three-year nursing apprenticeship in Morocco or Tunisia (around US\$14,000) compared to Germany or England (US\$80,000 to US\$100,000).

3.1.3 Evaluation

Though there is no gold standard among existing terms in the field, the concept of a *Global Skills Partnership*, despite its limited scope, seems to be gaining acceptance as the standard nomenclature, as its use in the *GCM* suggests. It should be noted that while the *GCM* adopts Clemens' concept, it applies a rather broad definition thereof.⁸ For example, as applied by the *GCM*, the term GSP can involve training measures that take place in the country of origin as well as in the country of destination, which goes beyond Clemens' original definition of the concept. The *GCM*'s use of the term thus implies transnational skills and mobility partnerships.

Many *triple-win* models have a blind spot with regard to the often implicit bias toward destination countries when it comes to the distribution of migration benefits. These models often fail to satisfactorily answer “Who wins what?” or “How is the *triple win* conceived? A true partnership that reflects the principle of justice as defined by *John Rawls* would have to prioritize a transfer of resources to the country of origin.⁹ Other closely related issues here include the lack of circularity, access to social services, the transferability of social security benefits, as well as migrant workers' security and the precarious conditions they are often subject to. In addition, the underlying structures governing these projects are generally not able to moderate or manage the complexity of processes involved. Beyond remittances, other intended (or unintended) benefits for the countries of origin are often not sought, let alone achieved. Furthermore, the mere presence of remittances is generally not considered to be a marker of project quality per se, because of the fact that their impact must be considered relative to each specific context. In addition to distribution bias in the benefits

of migration, other criticisms of *triple-win* models include an insufficient differentiation of the actors involved and the narrow scope of a term limited to only three types of actors. If we consider the key role played by employers at the meso level, these approaches should instead be referred to as *quadruple win* or *multiple win* approaches, thereby emphasizing the need to differentiate among the actors involved.

Because many projects fail to move beyond the pilot stage, it is difficult for many of them to empirically document their sustainability in terms of durability and cost efficiency. This is due to the fact that many projects fail to move beyond the pilot stage or remain limited in scope. Assessing the short-term effects of these projects usually involves focusing on financial issues rather than taking a broader, holistic view of developments.¹⁰

Implementing a *multiple win* approach clearly requires coherent management from start to finish that weaves together the – at times divergent – logic underlying development, social, education and labor policies as well as economic, domestic, foreign and security policies.

In the brief summary of the two concepts presented, we can distinguish between a narrow and a broad interpretation of training partnerships. A broad interpretation of the term includes a number of bilateral exchange programs that feature some aspect of skills development or training that is broadly partnership-driven. Examples of such programs include traditionally bilateral development programs, which are usually financed through public funds. This interpretation of the term is open to explicitly addressing the social rights of workers in the targeted economic sector and taking into consideration the impact such programs can have on other areas such as inter-

8 “Build global skills partnerships among countries that strengthen training capacities of national authorities and relevant stakeholders, including the private sector and trade unions, and foster skills development of workers in countries of origin and migrants in countries of destination with a view to preparing trainees for employability in the labour markets of all participating countries” (United Nations 2019: 27).

9 John Rawls' (1973: 83) theory of justice is based on two principles of justice: the principle of equal basic liberties and the difference principle. The normative difference principle states that benefits in a society should be distributed in a way that is advantageous to those who are worst off.

10 Thus, if we look at average unemployment rates across an entire country, skilled labor migration can be legitimized as a kind of *triple win* (e.g., by drawing on the statistics documenting the surplus of nursing professionals in Serbia). However, this indicator does not provide any information on the regional structure of sector-specific labor markets and thus on the regional availability of nursing services (cf. the situation in Serbia, Sauer and Perišić 2014). So-called *cream-skimming* effects can also not be determined by drawing on average labor market figures.

national relations, migration management, development cooperation, social policy or regional integration (Plotnovika 2014).

A narrow interpretation of training partnerships draws much more heavily on economic approaches bearing the core rationale of differential training costs (e.g., *GSP*) and economic investment in human capital and labor market integration. These types of partnerships often involve *stand-alone* collaborations that are less focused on linking up various policy areas and are usually not rooted in broad frameworks designed to govern such activity.

The *GSP* approach as introduced by Clemens reflects a narrow interpretation of transnational training partnerships, as it essentially refers to a single model: *dual-track* vocational training in the country of origin. The cost advantages of training in the country of origin over training in the destination country constitute the main structural incentive here. Furthermore, the *GSP*-focus relies on a specific modality in programming: bilateral partnerships involving state actors. These types of partnership excludes private-sector models and ignores multilateral (e.g., regional) initiatives. In practical terms, these partnerships are usually narrowly focused on the healthcare sector. The global union federation of workers in public services Public Services International (PSI) criticizes the narrow, rather technical application of skills development in the *GSP* approach, as doing so may result in short-term efficiencies, but fails to consider or integrate a long-term holistic perspective (van da Pas and Mans 2018: 22).

3.1.4 Transnational Skills and Mobility Partnerships (TSMP)

The concept of transnational skills and mobility partnerships (*TSMP*) proposed here aims first and foremost to acknowledge and understand the diversity of empirical approaches, models and projects found in employment, education, migration and development policies. It is thus open to the complexity of these approaches. It also links training processes and the recognition of qualifications acquired to issues associated with (circular) migration, thereby aiming to create benefits for all involved partners. As a concept, *TSMP* is based on a broad understanding of what constitutes a

skill (and thus also qualification) by considering different institutional and social levels of both formalized and non-formalized skills. With *TSMP* arrangements, there are no limitations to the setting in which a partnership is carried out. In fact, the conceptual design of the concept includes private-sector actors in the sense of a *multi-stakeholder* partnership – as called for in the United Nations Sutherland Report (2017: 7) – as well as in the sense of a *multiple wins* concept. *TSMPs* are thus goal-driven arrangements that take into account the specific situation of the actors involved. *TSMP* can also be described as quasi-voluntary agreements that are driven by the interests of the actors involved whose actions take place within the context of interdependent utility functions.

Our *TSMP* concept draws on key characteristics of the *GSP* concept and, in light of the criticisms outlined here, expands these characteristics in order to provide definitional flexibility without compromising relevance in empirical practice and thereby facilitate a holistic understanding of transnational training and mobility partnerships. In this context, transnational skills and mobility partnerships (*TSMP*) can be defined as ...

... an agreement between institutions that aims to link up issues associated with skills and training placement, the recognition of qualifications and (circular) migration across different policy fields in such a way that this creates a fair distribution of benefits to key stakeholders.

We thus define a *TSMP* to be a multifaceted, structurally elaborate partnership that is informed by a holistic conceptual framework. Approaching the subject matter from a holistic perspective is required in order to delineate various spatial, analytical and procedural foci like those featured in Sauer and Meyn's analytical framework (2018).

In our holistically framed understanding of the term, *TSMP* represents a fundamental reconstruction of what skilled labor migration is or can be. We consider *TSMP* arrangements to be appropriate for achieving positive effects at different levels in both origin and destination countries, and as a means of distributing benefits more equitably

among the actors involved. We also see *TSMP* as an appropriate means of addressing skills shortages, particularly when complemented by specific measures targeting mobility and skill formation. Finally, these training and mobility partnerships are instruments that can be applied to pool resources and capture the complexity of change management in both origin and destination countries, with regard to their respective future qualification, skills and employment needs.

3.2. Establishing typologies and categories

The literature offers two well-known typologies that seek to structure the empirical diversity of *TSMP* approaches and thus reduce complexity. These two efforts will be referred to below as the OECD typology and the Hooper typology. In the following sections, we will present the broad outlines of each, and subject each to a critical assessment.

3.2.1 OECD typology

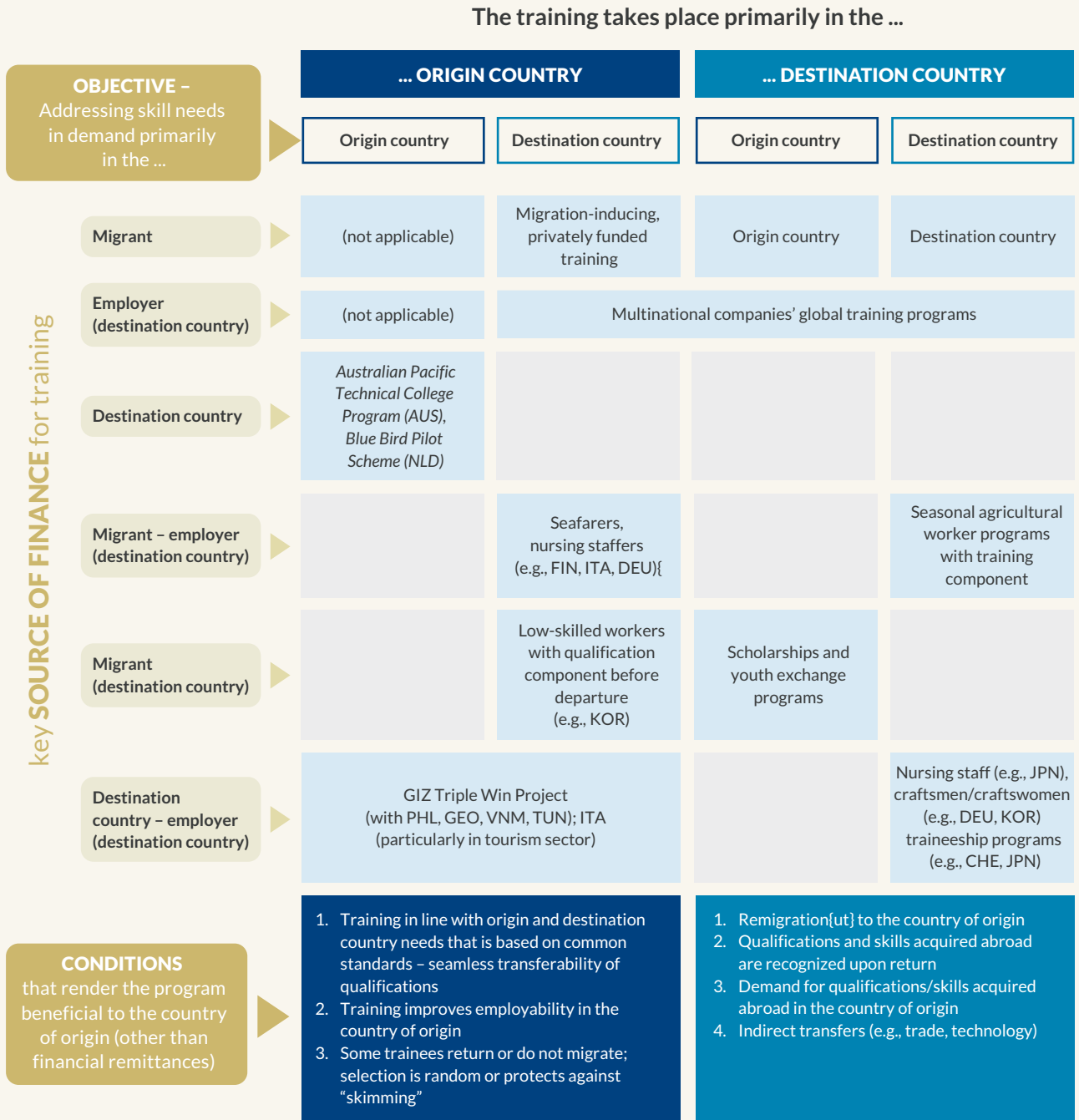
The diverse examples of *skills and mobility partnerships* (SMPs) often differ with regard to cost structure and allocation, underlying migration type, overall goal, the location in which training is provided, and the modality of the partnership involved. The OECD categorizes SMPs on the basis of these criteria, and translates the results into the typology presented in Figure 1. The OECD typology structures a variety of empirical cases along the three dimensions of financing, the location in which training is provided, and the location (origin or destination country) in which the intervention is intended to have an impact. See Figure 1 on the following page.

The analysis does not explicitly justify the categories it uses, nor does it specify the underlying rationale for their delineation. Moreover, the classification of individual cases results in a mixture of specific practical projects (e.g., the *Blue Bird Pilot Scheme*) on the one hand, and general categories (e.g., *trainee schemes*) on the other. Thus, in this regard, the OECD typology is not consistently and rigorously applied. Nor does it offer any explicit definition of the identified types.

3.2.2 Hooper typology

In a *policy brief* entitled, “*Reimagining Skilled Migration Partnerships to Support Development*,” the Migration Policy Institute’s Kate Hooper (2019) undertakes a typological classification of skills partnerships in which she contrasts “traditional” models with *Global Skill Partnership* (GSP) models. She distinguishes these two types on the basis of three categories, including content (“What does it offer?”), target group (“Who does it target?”) and the benefits accruing to the origin country from migration (“What are the key development benefits for countries of origin?”). See Figure 2 on the next page.

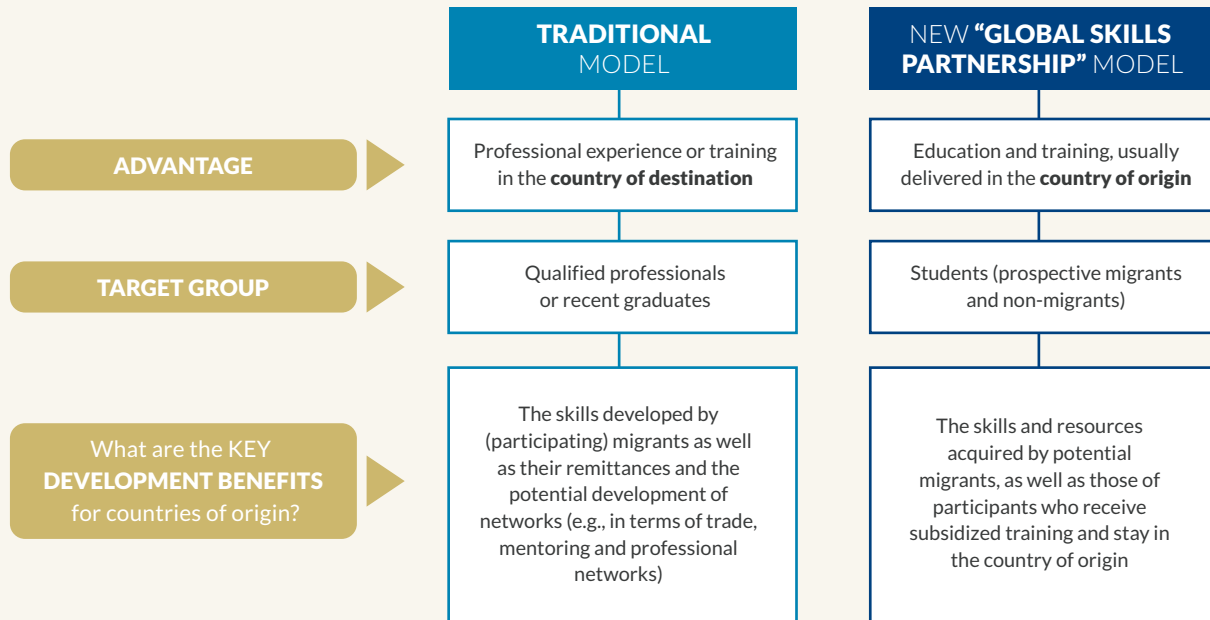
FIGURE 1 OECD typology



Source: OECD (2018)

| BertelsmannStiftung

FIGURE 2 Hooper typology



Source: Hooper (2019: 5)

| BertelsmannStiftung

Under this framework, traditional skills partnerships would include temporary work placements, traineeships, and various forms of vocational training and further education. Such training programs typically take place in the destination country, with participants subsequently offered the possibility of finding temporary or long-term employment there. The paper identifies qualified professionals and recent graduates as key target groups, though it is not entirely clear whether university graduates or apprentices are implied here. Countries of origin derive indirect benefits from these traditional skills partnerships via the skills, earnings and experiences gained by the program participants. This manifests mainly in the form of remittances and individual-level knowledge transfer. Despite the identification of target groups noted above, these traditional forms empirically address primarily low skill-level labor (e.g., seasonal agricultural or restaurant and hospitality work), with migrants offered special training programs to adapt their skills to destination-country requirements.

By contrast, *global skills partnership* models involve training programs carried out in the country of origin, and are aimed at potential migrants and non-migrants alike. Generally designed for the long term, these models explicitly aim to enhance institutional capacities among participating actors in the country of origin. Benefits for the countries of origin thus no longer derive exclusively from the skills, earnings and experiences of potential migrants; rather, they also relate to non-migrants and the development of local institutions, for example through improvements to the education system.

Part of the Hooper typology's charm is that it highlights the genuinely distinct nature and innovative character of *global skills partnerships*. However, the blanket category of the traditional model is too broad-brush to capture the diversity of the empirical approaches it contains. Moreover, the reduction of innovative approaches to the *GSP* model per se excludes any consideration of other innovative mobility and skills partnerships. The focus

on the distribution of benefits within countries of origin is warranted from the development-policy perspective, especially given the criticism raised here of the *triple-win* narrative. However, a holistic perspective would be more useful.

3.2.3 Sauer-Volarevic typology

In this section, we endeavor to develop a useful typology of our own, taking into account the recent findings by Clemens, Dempster and Gough (2019). The resulting three-element type system is proposed below. In classifying specific cases, we ask the following questions:

- Where are the training measures being offered, and in what form?
- What sort of recognition for existing qualifications is being sought?
- How are the benefits arising from migration distributed, in the sense of an explicit or implicit *triple-win* approach?

Once these questions have been answered, empirical approaches can be assigned to one of three types: “skilled labor mobility,” “training partnerships” (in the destination country) and “vocational education and training (VET) partnerships” (in the country of origin).

Under the **skilled labor mobility** type (type 1), migrants gain access to mobility through the validation and recognition of their existing qualifications. One example of this type would be the *triple-win* approach taken in projects designed to recruit nursing professionals, like the GIZ program in this area.

In **training partnerships** (type 2), an extensive (vocational) training and skills-development process takes place largely in the destination country. Examples include the LBB Project (Kosovo), which is described in detail below, and the GIZ-World Bank-ANAPEC project in the hospitality sector (Morocco).

INFOBOX German-Moroccan Partnership for Vocational Training and Skilled-Labor Acquisition¹¹

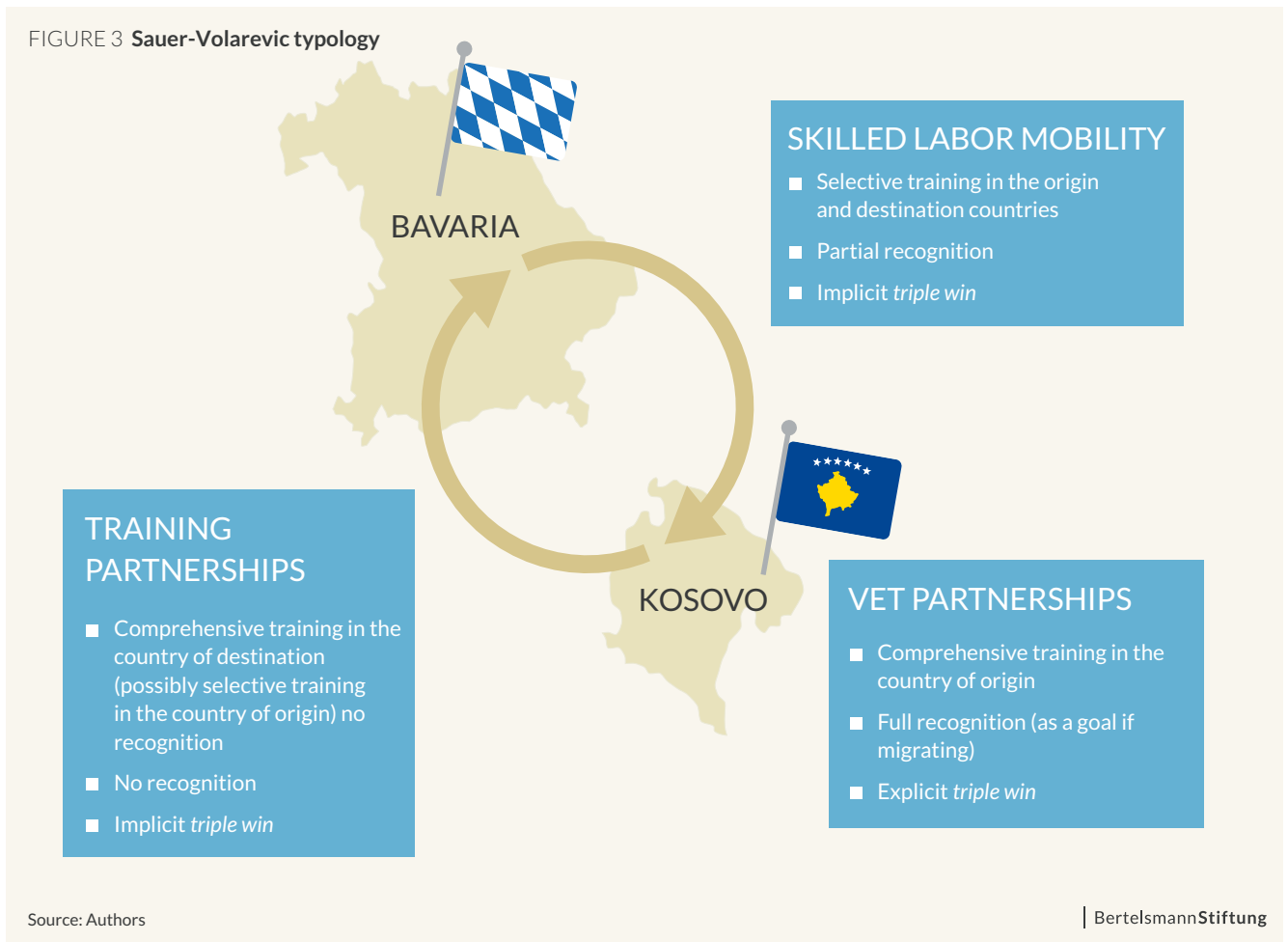
Working on behalf of the Moroccan National Agency for the Promotion of Employment and Skills (ANAPEC), GIZ is implementing a project called the *German-Moroccan Partnership for Vocational Training and Skilled-Labor Acquisition*. Since 2017, a total of 110 Moroccan high-school graduates in the program have completed three years of dual vocational training with employers in Germany’s hospitality and construction sectors (GIZ 2019). Funded by the World Bank, the project has seen GIZ work closely with employers’ associations (the German Hotel and Restaurant Association, or DEHOGA) in Thuringia and Bavaria. In August 2019, a new cohort of 100 trainees entered the program. These individuals are now engaged in two- to three-year vocational training courses in Germany, with half working in the hospitality sector, and the other half in the construction sector.

VET partnerships (type 3) employ what is referred to under the *GSP* framework as the *dual-track* approach. The vocational training measures are implemented primarily in the country of origin, or are designed to have their impact primarily within the origin country. While widely recognized as contributing to general development, they also have the explicit aim of encouraging knowledge transfer and enhancing domestic institutional development. The majority of the vocational training is shifted to the country of origin, thus simultaneously benefiting (potential) migrants and non-migrants. This increases the quality and quantity of skilled workers overall. Moreover, the gains are realized within a shorter period of time, immediately after the end of the first year of training, rather than in the form of knowledge transfer through circular migration, which usually materializes only after a span of five to 20 years. The Bau Academy’s bricklayer project (Kosovo) is one example of a VET partnership.

The “skilled labor mobility” and “training partnership” types seek to generate conventional effects

¹¹ See also Azahaf (2020)

FIGURE 3 Sauer-Volarevic typology



such as relieving pressure within origin-country labor markets or reducing skills shortages within destination countries, while also producing more general income, human capital, financing and knowledge-transfer effects. It is assumed that all three key categories of actor – migrants, countries of origin and destination countries – will benefit. However, the benefits for countries of origin are in some cases limited to remittances and a decrease in pressure within domestic labor markets. Indeed, benefits for the countries of origin are rarely explicitly targeted or identified as primary goals. In contrast, VET partnerships focus quite deliberately on generating structural institutional-capacity gains within the countries of origin. All else being equal, the origin country thus benefits more substantially from the partnership, with the *triple-win* or *multiple-win* narrative being explicitly rather than implicitly pursued.

Like the other efforts presented here, this typology too must contend with the criticism that its selection of comparative criteria ultimately seems arbitrary, and that the typological classifications could change depending on this selection. In addition, the typology is unable to assign all cases with perfect distinctness. This means, for example, that there are border cases that exhibit elements of the skilled labor mobility type, but which also strengthen vocational education systems in the country of origin. Moreover, the judgment that the skilled labor mobility and training partnership types pursue the goals of the *triple-win* narrative only implicitly is certainly a simplistic one. For example, by influencing the way in which knowledge is transferred, both types can contribute deliberately and thus explicitly to development in the country of origin.

Ultimately, the outcome of any effort to develop a typology will depend on the specific objective. It is this that legitimizes the individual elements of the approach; and if the sum result is a specific gain in knowledge, the endeavor can be deemed a success even in the face of criticism. However, it must also be noted that the knowledge won by applying typologies – especially when analyzing complex arrangements such as *TSMP* – is limited. Thus, in the following section, we supplement the typologies outlined above with a categorization framework that encompasses the full range of essential variables constitutive of *TSMP* arrangements. Applying this framework helps us meaningfully classify the empirical cases.

3.2.4 Modality matrix

This categorization framework, which we will refer to as the *TSMP* modality matrix, represents an attempt to reproduce in a structured manner the key variables relevant to the analysis and implementation of *TSMPs*. The proposed categorization offers a finer-grained and – as necessary – comparative assignment of attributes.

Drawing on the terminological framework developed here, we can describe empirically observable characteristics of *TSMP* arrangements using the four categories of “training and skills development,” “mobility,” “partnership,” and “financing.” This is accompanied by a fifth residual category of “other,” which encompasses all relevant issues that cannot be assigned to one of the first four categories. The “training and skills development” category addresses the modalities by which skills are taught and recognized. The “migration/mobility” category encompasses issues relating to the character of the mobility. The “partnership” category deals with the definition and design of the partnership that serves as the basis for the training measures and migration processes. The “financing” category includes issues relating to the structure, scope and sources of program financing.

In the appendix of this study, we offer an overview of the issues and factors underlying each category, including explanations, and provide a tabular illustration that uses the modality matrix to describe the Kosovo case study.

4 Kosovo as a case study

4.1 Context

While Kosovo's population structure is portrayed as one of the country's comparative advantages (Republic of Kosovo 2011) – the state has Europe's youngest population, with an average age of about 29 – this circumstance is at the same time a significant challenge for the society.

Kosovo's **labor markets** are characterized by multiple structural problems, including an extremely low labor-force participation rate, particularly among women; a high level of long-term unemployment; an extremely high level of youth unemployment; and a very high incidence of informal economic activity. According to the most recent data from the Kosovo Agency of Statistics, the unemployment rate in the fourth quarter of 2019 was 25.9%, and the employment rate was 30.7% (Kosovo Agency of Statistics 2020).

Primary-, secondary- or tertiary-level students make up about 26% of the population (470,000 individuals) (ibid. 2019). However, around one-third of all young Kosovars are **not in education, employment or training** (NEET). This figure illustrates the immense challenges facing any reform of the education sector, particularly with regard to the status passage between (tertiary) education and the labor market. The lack of highly skilled and vocationally trained young people in Kosovo remains one of the most significant obstacles to development for the country's society, and par-

ticularly for the Kosovar economy. The financing provided for vocational education in the country is comparably meager. Vocational schools are subject to the same financing formula (about €23 per head) as general-education schools. As a consequence, most such schools lack the basic infrastructure (e.g., workshops) necessary to provide practical training. Although the idea of a dual or cooperative approach to vocational education and training has many advocates, most three-year curricula almost exclusively entail instruction in an in-school context, without hands-on job-related learning opportunities.

The country's **economy** faces a host of challenges. The growing trade deficit is a barrier to development, and makes Kosovo dependent on remittances from abroad, particularly from members of the diaspora, as well as on financial support from the international community. Remittances from abroad totaled €800 million in 2018. Fully 40% of these originated from Germany (Central Bank of Kosovo 2019). The Kosovar economy has a weak production base, and is not internationally competitive. Additional challenges arise from the implementation of legal reforms, the fight against organized crime, and the prevalence of patronage. In sum, Kosovo can be characterized as a *remittance- and aid-based* economy, which underlines the overall societal significance of migration and the diaspora.¹²

Kosovo's population has a long history of migration, and **migration** is an essential aspect of

¹² According to Myant and Drahokoupil (2011), a *remittance- and aid-based* economy is characterized by a low level of political and economic development, with informal institutions clearly playing a significant part in this development. Additional features of this form of economy include a high level of exposure to international market conditions abroad, a (traditionally) high level of labor migration, a proliferation of micro- and small enterprises, and the great importance of remittances that are mainly spent for consumption and imports rather than on investments.

the Kosovar nation and its narrative (Gashi and Haxhikadrija 2012). This is manifest especially (but not solely) in the deep-running and diverse ties held by many families to the diaspora. Much of social life has been and remains strongly influenced by historic and current migration flows. The country's rudimentary social security system, in particular, is boosting the importance of individual risk-management strategies such as migration-based financial-support systems (Sauer 2012).

The large migration flows of 2014 and 2015¹³ must be seen in the context of a basic desire to promote migration, which, in combination with the path-dependency of migration decisions, the role of the diaspora and other more specific factors (e.g., lax border controls), led to a situation in which irregular immigration to the EU was possible with a low level of financial risk (FES 2015, UNDP 2015). Particularly in comparison with the often protracted and expensive avenues for legal immigration, irregular entry into the EU represented a popular alternative (Sauer 2019, Halili and Ibrahim 2017, Möllers et al. 2017).

The German government responded with two key interventions. With the Act on the Acceleration of Asylum Procedures (1), passed in October 2015, Albania, Kosovo and Montenegro were classified in Germany as safe countries of origin. This change to the asylum legislation was accompanied by revision of the Ordinance on the Employment of Foreigners. The so-called Western Balkan Regulation (2) simplified the criteria for finding and taking up employment in Germany for citizens of Kosovo, Bosnia and Herzegovina, Serbia, Montenegro, and North Macedonia.¹⁴

Given Kosovo's specific experience with migration issues since 2015, the Kosovo Ministry of Labor and Social Welfare (MLSW) and the Employment Agency of the Republic of Kosovo (EARK) have focused increasingly on the topic of labor migration, and are at least implicitly pursuing a coherent labor-migration policy. The goal of this approach is to open up new legal avenues for labor migration, while additionally optimizing existing legal migration opportunities in order to curb irregular forms of migration. Four categories of intervention have been identified as part of this approach to managing labor migration.

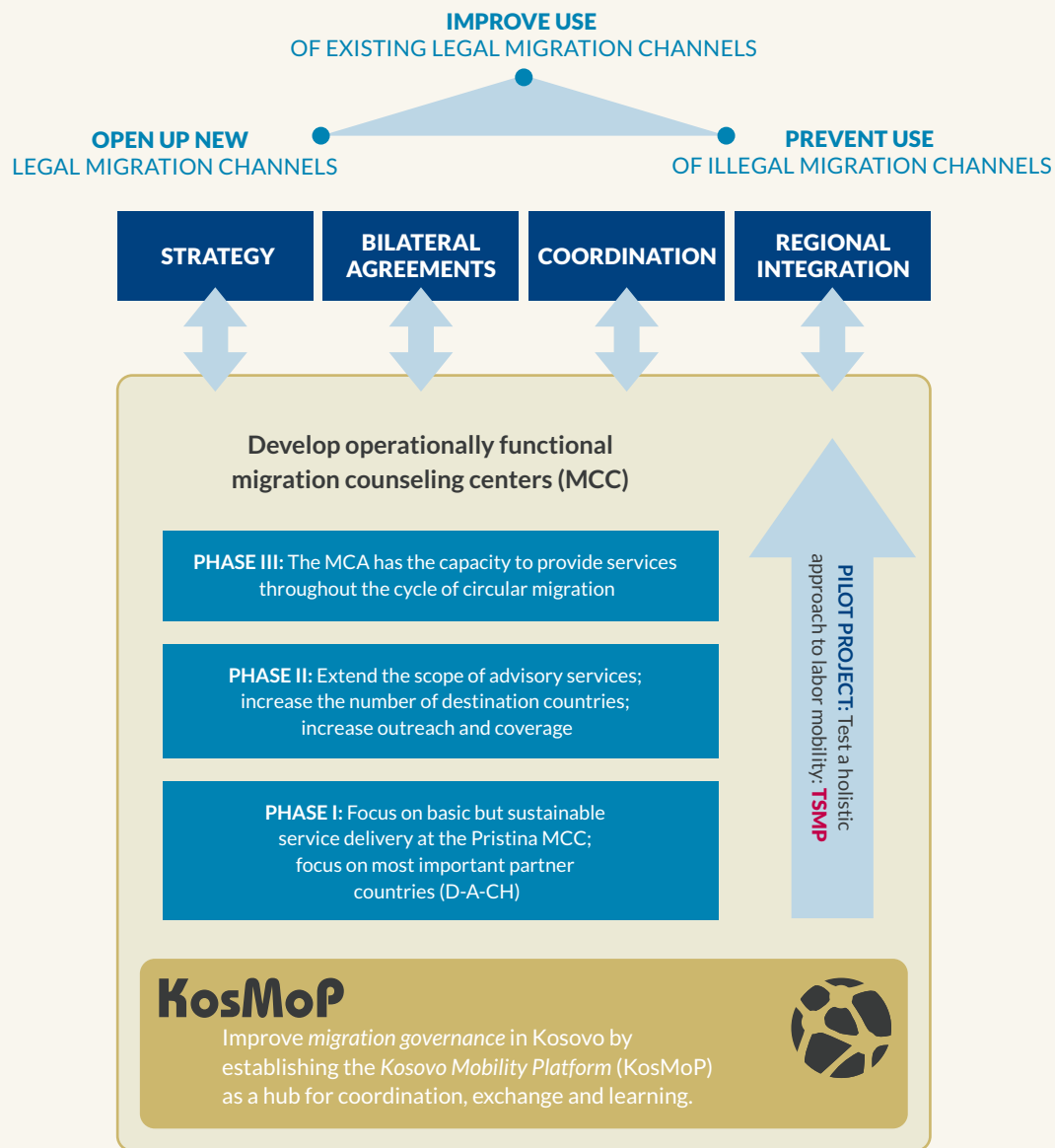
The first area of activity involves the formulation and implementation of a strategic approach to labor migration (1), while also focusing on aspects such as regional integration, stakeholder networking and the development of strategic bilateral partnerships. Organizational development (2) is centered on establishing and expanding efficient structures that enable modern migration-related services to be provided. The piloting (3) area of activity encompasses holistically conceived pilot projects centered around transnational training and mobility partnerships. The management and networking (4) field of activity aims at the development of a management structure for labor-migration processes. One solution currently under discussion envisions the establishment of a stakeholder network in the form of a public-private partnership. The so-called *Kosovo Mobility Platform (KosMoP)* is intended to act as a discussion and governance platform, while also serving in an advisory role for the Employment Agency.¹⁵

13 At the end of 2014 and through the first half of 2015, a massive migration movement gripped the Republic of Kosovo. Within just a few months, more than 50,000 Kosovars – about 2.5% of the total population – left the country.

14 The following data illustrate the impact of this regulation to date for the case of Kosovar. From 2016 to the end of 2018, nearly 54,000 Kosovar citizens (corresponding to approximately 3% of Kosovo's population) were granted work permits under the changed employment regulation. Due in large part to sometimes significant waiting times at the German embassy in Pristina, the number of work permits is reflected in a significantly lower number of work visas granted. Nevertheless, the number of work visas for Kosovar citizens has clearly increased considerably: In 2015, the German embassy in Pristina issued 3,350 visas (including 121 work visas); in 2017, this number rose to an impressive 11,960 visas (of which 6,293 were work visas). A good 70% of the increase during this period can be attributed to the effects of the West Balkan Regulation (Deutscher Bundestag 2019).

15 The Kosovo Mobility Platform is intended to serve as a coordination mechanism and as a learning and capacity-building instrument for all participating stakeholders, while at the same time acting as a think tank focused on optimizing migration's potential. *KosMoP* is expected to address the return and reintegration of migrants through improvements in migration-related management. The *KosMoP* initiative is supported by the Institute of Southeastern Europe for Health and Social Policy, in conjunction with the Employment Agency of the Republic of Kosovo. *The Kosovo Mobility Platform* is currently on hold, as organizers are still finalizing the financing and the allocation of responsibilities.

FIGURE 4 MLSW policy approach



Source: Sauer and Kllokoqi (2017), p. 109.

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4.2 tQMP Bau, Kosovo

The MLSW has been searching since 2015 for arrangements that meet the above-developed definition of transnational skills and mobility partnerships. Without using this term explicitly at the beginning, the MLSW's core objective within bilateral and multilateral partnerships was and is to pose the question of the distribution of benefits from the perspective of the country of origin, and to call for a balanced allocation of the benefits.

This approach has culminated in a memorandum of understanding signed in February 2016 by the MLSW, the Bavarian State Association of Bavarian Construction Guilds (LBB), and GIZ. In this agreement, the participating actors committed on the one hand to placing young Kosovars in vocational-training positions in LBB member companies in Bavaria's construction sector. On the other hand, it was contractually stipulated that the German parties to the agreement would make a contribution (at that time unspecified) to the improvement of vocational education and training within Kosovo's construction sector. The project integrates and combines the areas of vocational training, labor migration and development policy, and thus can be defined as a transnational skills and mobility partnership.

The selection of the construction sector for the pilot project was deliberate. The decision was based on considerations relating to the economic structure, the possible growth potential, the current and future demand for skilled workers, and the partnership structure in Kosovo and in Germany. The selection of sectors followed a review of relevant statistics and analyses, and drew extensively on the expert knowledge of the participating actors and affected stakeholders. Ultimately, however, it must also be acknowledged that a certain element of chance and the presence of specific windows of opportunity played a role in the decision-making process. The project features two components, which are strictly speaking independent, but which, given the context of their origin, can best be understood in combination. They are presented in the following sections.

The tQMP Bau pilot project was conceived on the basis of the experiences and lessons learned from

two local predecessor projects. These are the two projects outlined in the infobox, led by the Employment Promotion Agency Kosovo (APPK) and Heimerer College. Both projects were focused on training and placing nursing staff from Kosovo within Germany.

Infobox APPK and Heimerer College as predecessor projects

Since the 2015 training year, Diakonie Württemberg has leveraged its international training network to support the migration of young people from Kosovo to Germany, with the goal of enabling these young Kosovars to complete vocational training in the field of elder care and subsequently take up skilled employment in Germany. Diakonie Württemberg is supported in this project by the Employment Promotion Agency Kosovar (APPK, Agjensioni i Perkrahtjes se Punesimit ne Kosovë), an NGO, and in certain aspects by GIZ and the MLSW. In addition to handling placement activities, the APPK provides language and intercultural training for the young Kosovars in their home country (Flachenecker 2015). According to data provided by Diakonie, between 350 and 400 young people from Kosovo have been placed in nursing-care training through the project. Nearly 90% of the young Kosovars from the first two years of the program, having completed their training, are now employed as nursing professionals in Germany. One criticism of the program's approach is related to the fact that the majority of participants in the program had already completed medical training in Kosovo which, however, is not recognized in Germany. As a result, participants had to repeat some of their training in the German vocational training system. Current plans are to extend the project to other federal states in Germany.

Since 2010, the private Heimerer College (formerly called QEAP Heimerer) in Pristina has offered a *dual-track* bachelor's nursing degree. The basic program is nationally accredited, and was developed with reference to EU standards in order to ensure compatibility with the European Qualifications Framework. Expanding upon the mandatory content, an *away track* offers language and specialist modules focused specifically on the German job

profile (e.g., social law, documentation and quality assurance). The goal with this training program is to win full recognition for the qualification received within Germany. Between 2010 and 2019, more than 1,800 students received a bachelor's degree in this program, with 35% doing so in the *away track*. Since the start of the program, around 50% of graduates have been placed as skilled workers in Germany. According to the college, 90% of those completing their training in Kosovo successfully find employment as skilled workers. At €1,850 per year, tuition fees are comparable with those charged by other private universities in Kosovo. The placement fee for *away track* graduates, which is paid by the interested companies in Germany, is at the lower end of the market-standard range of €4,000 to €12,000. The goal of the college and the affiliated research institute is that the skilled workers graduating from the bachelor's program ultimately return to the country.

4.2.1 Vocational training partnership: LBB Initiative

This component, unofficially known as the *LBB Initiative*, started on 1 September 2017 with eight young Kosovars, who at that time began their two- to three-year vocational training in the construction trades at a total of three Bavarian LBB member companies. In the LBB Initiative's second training cohort, which began in September 2018, 13 young Kosovars started vocational training in construction-related trades at a total of eight LBB member companies. In 2019, the LBB project subsequently placed 17 young people from Kosovo in companies in Bavaria.

During the selection process, applicants receive intense training, particularly with respect to language skills and knowledge about the upcoming application process (e.g., writing workshop, interview training). After potential trainees have been

selected, they receive more extensive language training, and can participate in preparatory seminars on specific issues (e.g., on arriving, living and working in Germany). The potential trainees also receive support with their visa process and with arranging travel. The participating LBB member companies are given bilateral coaching sessions with regard to administrative, infrastructural and cultural requirements, and the special features associated with the recruitment, arrival and integration of the trainees.¹⁶

With the beginning of the second cohort's apprenticeships, an integration program was also launched; this was carried out by DIJA¹⁷, a Kosovar diaspora and supported by GIZ. Seeking to optimize the integration of the trainees coming to Germany, the so-called *Buddy Program* helps orient arrivals by providing, for example, a welcome package with information and tips on integrating into German society and one's professional environment. In the first weeks after their arrival in Germany, as well as during the training program itself, the young people (as well as the companies providing the training) are provided with support and given advice relating to any potential questions. Other measures focus on teaching basic life skills and intercultural competences, while also providing career guidance and helping to identify career opportunities in Germany and Kosovo. The trainees and the companies providing the training are thereby offered a network that extends beyond the training relationship.

Although the project is intended to promote circular migration, participants are not contractually obligated to return. It is thus based on the principle of voluntary action. The envisaged circular nature of the migration is intended to help identify and realize development potential.¹⁸ At the end of their training (members of the first cohort finished their apprenticeships in August 2020), participants are to be given incentives for a (temporary) return to Kosovo. This may take the

¹⁶ The following videos offer an impression of how the LBB Initiative is incorporated and implemented: CIM (2018) and DIMAK (2018).

¹⁷ The Society of Albanian Academics, or DIJA (in English: "knowledge"), is a nonprofit association founded in 2010 in Munich. It engages in and provides support for academic activities, knowledge transfer, intellectual exchange, and networking and cooperation between partners and institutions from Albanian- and German-speaking countries, as well as other EU countries.

¹⁸ Circularity is not necessarily understood here in the sense of a permanent return. Rather, the concept should also be seen as encompassing shuttle migration, temporary returns or a virtual "return." Virtual return refers, for example, to certain forms of knowledge transfer via digital media (e.g., *e-health* applications in the medical and nursing-care fields, or virtual classrooms for training in the trades).

form of specific job offers, but could also involve support with a job search (placement), financial support for jobs (e.g., wage subsidies; for example, the financial support made available by the Center for International Migration and Development in its programs for returning skilled workers or workers in the diaspora), or support in establishing a new company.

All project partners (LBB, GIZ and MLSW) are contractually obliged to provide equal amounts of financing to support the envisioned services. The trainees receive a small sum to help cover the cost of their travel to Germany.

4.2.2 VET partnership: Bau Academy

The goal in establishing this binational VET partnership is to improve the quality of vocational education and training in Kosovo's construction sector in line with the requirements of the construction industries in both countries (Kosovo and Germany). This binational partnership takes the interests of both countries into account, thus targeting a fair, mutually beneficial outcome over the long term. A pilot process in Kosovo is piloting the qualification, the assessment of competences and the equivalency review for the selected reference profession of bricklayer. The process is being overseen by a German-Kosovar steering committee. This group is made up of public and private actors from Kosovar and Germany that are directly or indirectly participating in the project, and which are concerned with the development and recognition of education standards and programs, as well as with the improvement of vocational training and further education.¹⁹ Since September 2019, the Pristina-based *Bau Academy* – a joint venture between Kosovar and German construction companies – has offered a three-year vocational training program for bricklayers that is oriented toward the professional standards of the German dual VET system, while at the same

time being geared to the needs of Kosovo's labor market. The vocational training standard for the bricklayer trade described here was accredited by the Kosovar authorities in 2019. Once approved, the standard applies across the entire Kosovar VET system, and corresponding programs can be offered in both public and private vocational-education schools. See Figure 5 on the next page.²⁰

4.2.3 Evaluation

Since the signature of the first memorandum of understanding for the establishment of a bilateral skills and mobility partnership in February 2016, 38 young people in three cohorts have been placed in Germany's dual VET system. In addition, the new vocational-education standard for bricklayers was accredited in 2019 by the National Qualification Authority of the Republic of Kosovo. The first cohort of young people subsequently began pursuing vocational training as bricklayers in Kosovo in September 2019.

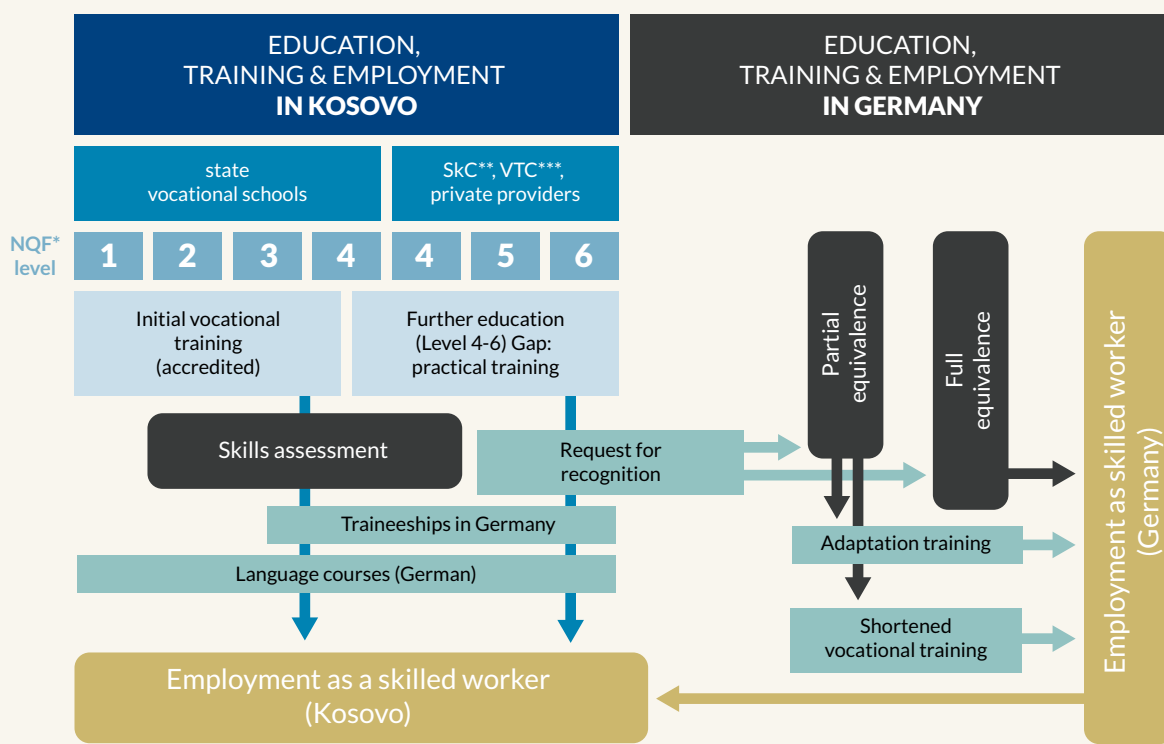
The selection of the construction sector for the implementation of the pilot approach was based on a systematic analysis of socioeconomic, political and social conditions, and corresponds with the MLSW's labor-migration policy approach. The construction trade was selected particularly on the basis of a short- to medium-term forecast of the demand for skilled workers within this field in Germany and in Kosovo.

As noted above, GIZ has provided support to the MLSW since 2015 that is focused on establishing and extending capacities for the development and implementation of a labor-migration policy. In this way, Kosovo's Ministry of Labor and Social Welfare has been able to take a leading role in shaping the LBB Initiative, representing the origin-country perspective at the program planning stage as well as during the subsequent program implementation.

¹⁹ The steering committee functions as a conduit for the regular exchange of information between the participants regarding their various Kosovo-related activities, and as a venue for developing common approaches to improving qualification and recognition processes. This exchange, combined with advance coordination and potentially complementary measures implemented by the participating organizations, is expected to produce synergies for all involved. Functioning much like an advisory board, the participating organizations consult with one another in a collegial manner, making their information, expertise and experience available to the others. GIZ supports this process of exchange both logistically and financially.

²⁰ Courtesy of Andreas Meyn.

FIGURE 5 Routes to recognizing skills and qualifications acquired in Kosovo



* national qualifications framework, ** skill centers, *** vocational training centers

Source: Authors' illustration, reproduced with the generous consent of Andreas Meyn

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The bilateral skills and mobility partnership described here has produced a coherent and holistic project in Kosovo that successfully combines the labor-market, education, and development and migration policies within both countries, Germany and Kosovo. Participating stakeholders praise in particular the strong involvement of (potential) employers and companies providing training (in Kosovo and Germany) as initiators, drivers and sponsors of the project.

The project has a diverse range of **impacts**, which can be distributed across a variety of analytical categories (micro vs. meso vs. macro; origin country vs. destination country):

- Apart from remittances, which are of tremendous importance to many Kosovar families and Kosovar society more generally,²¹ the potential domestic benefits of the skills and mobility partnership depend strongly on the quantity and quality of return migration. Involving the Kosovar diaspora in efforts to integrate young trainees, and provide vocational and career guidance (in Germany and Kosovo), is seen here as a key factor in identifying and supporting circular migration pathways.²²
- The VET system in Kosovo is being enriched with a new vocational-education standard, and new VET elements are being piloted, with the

21 See also: *Das gekappte Rettungsseil* (ESI 2006).

22 One example of return-migration incentives already being implemented in Kosovo is the return-migration and diaspora expert program offered by CIM (2020). An EU-wide youth-mobility program for third-country nationals that drew on and expanded upon the existing ERASMUS+ program would help support circular migration. Kosovo is currently only partially eligible, but could soon participate fully in these mobility programs.

link between systematic practical learning in the workplace and theoretical learning in the schools showing particular promise. It is as yet too early to assess the degree to which these recent changes are leading to structural change within the system.

- The project will make future workers more employable and more productive, and train workers for occupations in the Kosovar and German labor markets that are in high demand.
 - One positive effect for German employers is observed in the short-term availability of trainees and the constant influx of skilled workers. Training costs for the bricklayers currently in the *Bau Academy* program are significantly lower than the costs associated with the equivalent vocational training in Germany, although the precise expenses cannot be definitively quantified.
 - The possible impact of the skills and mobility partnership on the VET system in Germany is less obvious than in Kosovo. However, the project certainly has the potential to inform a discussion on the fundamental question of where and under which conditions vocational training and qualification measures should be carried out, and how foreign VET systems can benefit from the experience in Germany. The actors participating in the skills and mobility partnership pilot explicitly²³ welcomed an approach to the export of VET practices that rejected the simple copying of solutions. This course of action, taking the form of a policy-learning approach, has proved successful, thus far.
 - There is also the question of how competences acquired abroad can be more easily recognized and integrated. Accordingly, VET structures and processes in both of the participating countries are being discussed (though with somewhat different scope), with the aim of creating more flexibility and enhancing the ability to adapt to the dynamically changing working world. The two chambers of crafts and skilled trades participating in the project (HWK Dortmund and HWK Upper Bavaria/Munich) have supported and accompanied these adaptation processes within the German and Kosovar VET systems. Further analysis through an organizational-sociology lens of dynamics able to trigger participation in these and other transnational partnerships would seem to be extremely relevant.
- The **challenges** in realizing the skills and mobility partnership in Kosovo are found primarily in the following areas:
- Strategic migration-policy considerations and management issues (e.g., as envisioned in the context of the Kosovo Mobility Platform) have yet to be made a top priority by the government.
 - At times, plans and resources for the implementation of target-group-specific programs in support of return migration and reintegration are lacking.
 - The interpretations of the (positive) impact of the VET partnership focus mainly on effects relating to labor-market benefits, remittances and migrants' individual incomes. However, this approach fails to consider other relevant aspects (e.g., the further development of the VET system in Kosovo).
 - The lack of congruity between the national VET systems and their respective qualifications (e.g., with regard to the structure and nature of skill formation) creates friction in the implementation of the partnership.
 - Germany's inflexible and sometimes non-transparent procedures for recognizing occupational qualifications create uncertainty when planning migration processes.
 - The lack of qualified companies able to offer training in Kosovo results in a limited number of practical learning opportunities.

²³ For a discussion on the limits to the export of German VET system elements, see, for example, Euler (2013) or Heusinger (2014).

- Resource limitations within Kosovo's public vocational-education system (e.g., a lack of equipment, insufficiently qualified training staff and a lack of staff overall) make it more difficult to design suitable VET curricula for the reference occupation at the interface between public and private educational institutions.

The skills and mobility partnership presented here induces positive effects in many respects. In the current phase of the pilot project, it is important to document and evaluate these experiences in order to consolidate them and respond to questions about scalability and transferability with facts. The partnership could potentially become a driver of a specific form of mobility between Kosovo and Germany, thus creating economic and social added value that can contribute to achieving the *Global Compact for Migration's* goal no. 18. The combination of the themes of labor migration and vocational education within the origin country expands the migration discourse within the development-cooperation field, while also enabling a better allocation of the dividends from mobility between destination countries (in this case Germany), countries of origin (here, Kosovo) and the migrants themselves.

The systematic integration of local partners into the entire process, along with the orientation of the project toward the strategic goals of the Kosovar Ministry for Labor and Social Welfare, helps make the project more sustainable and furthers the participating partners' organizational development. The holistic combination of different themes, sectors and actors requires cooperation between a very wide variety of entities, a factor that has proved empirically to be both motivating and facilitative of synergies. The interplay of these elements has helped overcome siloed thinking on the technical, sectoral and institutional levels, resulting in a well-targeted cooperation that incorporated the complexity of the topic. Looking forward, the aim will be to sustainably institutionalize the pilot project's management functions, while shifting further responsibility to the participating institutions within the country of origin.

Transnational skills and mobility partnerships are generally limited to pilot projects or specific

niches. However, the genesis of the Kosovar example as sketched here shows that such projects can be both transferable (for example, from the healthcare sector to the construction sector) and scalable. That said, it is also important to note that the majority of labor migration takes place outside the skills and mobility partnerships described here. The total volume of migration from Kosovo to Germany driven by the *TSMP* projects can be roughly estimated to have involved about 1,000 individuals for the 2015 – 2019 period.

5 Analysis

5.1 Taking stock

As hypothesized, we face a data and information gap on transnational training partnerships. Systematic efforts to evaluate such partnerships that result in broadly applicable lessons learned are rare. Thus, any effort to rigorously assess *TSMP* implementation and the impact such schemes have on the stakeholders involved, is currently limited in scope.

TSMP projects usually involve a rather small number of participants, as most labor migration takes place outside a *TSMP*. They are expensive and require patience, they compete with private-sector placement activity and often have to contend with local concerns regarding labor migration. The low profile of *TSMP* projects in relation to the overall scale of labor migration holds true even for the case study of Kosovo, where *TSMP* schemes have been successfully scaled and applied to other sectors. Training partnerships tend to be donor-driven and mostly geared toward the needs of target countries. Only in rare cases do these partnerships seek a genuine *triple* or *multiple win* in the *Rawlsian* sense of achieving a balanced distribution of migration benefits. Another problem plaguing many *TSMP* efforts is the fact that measures are often discontinued once the pilot phase has ended, due in large part to high operational costs or poor management. In other words, the projects lack *ownership*. Unsurprisingly, *TSMP* arrangements are thus sometimes viewed as a lesser instrument in managing migration, despite the growing atten-

tion they've drawn by being included within the framework of *Global Skills Partnerships* in the *GCM*.

Their potentially challenging attributes notwithstanding, we can nonetheless characterize *TSMP* schemes as useful tools with immense potential in efforts to manage labor migration because they can effectively link placement efforts with the recognition and application of skills and qualifications. One of their aims is to generate tailor-made qualifications that benefit both origin and destination countries. The *TSMP* model marks an innovative approach to labor migration management that stands out for its explicit incorporation of the interests of countries of origin, the various actors involved and different thematic fields. This requires analytical flexibility and a deeper engagement with issues specific to individual actors and the relevant policy fields. As a cross-cutting intervention, *TSMP* schemes can provide a durable response to issues associated with certain qualitative and quantitative imbalances in the labor supply and demand found in the respective origin and destination countries.

Positive outcomes of the practical examples examined include higher human capital and employability, increased productivity, higher incomes, improved labor force participation rates, positive fiscal policy impacts, positive effects on trade and investment, and remittance growth. However, these effects are rarely subject to systematic analysis. Most analyses are based largely on descriptive statistics and anecdotal evidence.

Future TSMP research and activities will have to take these circumstances into account. However, this modality is clearly associated with greater efficiency gains as compared with the suboptimal modality of unregulated forms of labor migration.

5.2 Criteria for success

A criterion crucial to the success of the Kosovo case study lies in the specific constellation of the actors involved. As seen in the private-sector *Heimerer* pilot project featured above, actors from both Kosovar and German institutions who believe in the idea of a TSMP have joined forces to ensure measures are successfully implemented. Individual private-sector actors in the Bavarian construction industry who recognized the power of a TSMP to attract skilled workers while also building institutions in Kosovo have proved essential here. These individuals bring their experience with the TSMP approach in Kosovo to the institutional landscape in Germany (municipal structures, local entrepreneurial networks, chambers of crafts and skilled trades, LBB, Bavarian state ministries, etc.), which helps create a more diversified landscape of institutional support. The *tQMP Bau* project is thus, accordingly, co-designed and implemented by the LBB and the HWK Munich/Upper Bavaria.

As for Kosovar institutions, the political and administrative leaders of the MLSW and EARK have had the visionary foresight to recognize the potential of managed labor migration and have rigorously demonstrated their commitment to developing and implementing the project. Following a reshuffling of ministerial posts in 2017, the momentum of this visionary force lost considerable traction. However, this was offset by the fact that the TSMP measures were already anchored within the administrative processes of MLSW and EARK, which allowed the project to continue relatively free of disruption even without ministerial support. Representatives of the *Kolegji Heimerer* have played an important role in initiating and implementing the pilot project in Kosovo – es-

pecially as mediators between the German and Kosovar private sectors. The integrated CIM expert (IF) working in the MLSW and the EARK between 2015 and 2018 was able to communicate the needs and requirements of the Kosovar and German institutions involved. Equally noteworthy is the significant role played by DIMAK²⁴ – in particular its mobility elements as well as the capacity-building support it has provided to local institutions as part of the broader implementation of TSMP measures.

The success of TSMP projects will certainly always depend to some extent on motivation levels and individual commitment. However, it's possible to achieve considerable autonomy from individuals and/or individual institutions by communicating and promoting the potential of a TSMP arrangement. In addition, this involves conducting potentiality analyses on a regular basis in order to align measures with the needs of both origin and destination countries and developing, from the outset, a management framework.

In summary, we can identify the following as relevant **success factors**:

- The early and consistent **involvement of the private sector**: Triple-win programs in particular, which refer strongly in their terminology to the macro and micro levels, tend to neglect the relevance of the meso level. However, as demonstrated here, the (organized) private sector is particularly important when it comes to ensuring pilot project sustainability. Future efforts to consider and design transnational training and mobility partnerships should therefore pay more attention to the institutional level.
- The partnership must be informed by the resolve to prioritize the **needs of the country of origin** (while also taking into account the needs of the destination country, particularly with regard to its skilled labor shortage). Such thinking is fundamental to the success of TSMP

²⁴ In cooperation with the MLSW and with support from GIZ, the German Information Centre for Migration, Training and Careers (DIMAK) was opened in Pristina in May 2015. Among other things, the center provides advice on legal migration opportunities to Germany and is involved in building and developing the requisite local institutional capacities. Since opening its doors in Kosovo, DIMAK has served as a model for the development of similar advisory efforts in other countries.

projects, at least if success is defined in terms of a “true” *multiple win*.

- Establishing a sustainable, country-of-origin-based **governance structure** and instituting **expectation management** early on in the process are essential to the successful design of viable *TSMP* projects.
- Another success factor involves ensuring consistency in **preparing and testing the measure**. This is not the case with the Kosovo project, at least not in terms of a structured and documented analysis. However, because planning for the project was based on a synthesis of analytical evaluations, the stakeholders involved unanimously agreed that the *TSMP* measures intended for the construction sector are, in principle, designed to target a *multiple win* outcome. Evaluating experiences gained through predecessor projects was particularly helpful in ensuring realistic and sustainable planning. We therefore recommend conducting a comprehensive **potential or feasibility analysis** before starting a *TSMP* project. Any such analysis should include, at a minimum, the following building blocks:
 - **Language:** There is consensus across a range of evaluations that adequate language preparation is essential to successful migration. This is particularly true for occupational qualifications in which individual-related services play a major role, as is the case with nursing services. There are thus logistical and financial implications involved that need to be considered when planning measures. The cost of language training accounts for a large share of the total cost. The question of how costs are shared or the extent to which migrants themselves make copayments suggests that there is a selection effect at work that will influence the structure of program participants.
 - **Integration:** Successful integration begins prior to departure by preparing for the destination country in the country of origin. In addition to language skills, any such preparation should involve the acquisition of intercultural skills relevant to social and everyday life. Acquiring such skills is important for migrants as well as the companies (and institutions) involved.
 - **Return migration:** Not all *TSMP* approaches for which empirical data has been collected have consistently gathered information regarding the issues of return migration and reintegration. Where return migration is (contractually) stipulated from the start (e.g., the GIZ project in Georgia²⁵), this kind of data collection takes place on a regular basis. However, in most cases, there are no reliable findings on career paths in the country of origin after return, which could be determined through retention studies. In the case of more recent projects (e.g., *tQMP* Bau, Kosovo) for which no cohort has yet to complete the training cycle, it’s difficult to make any reliable statements about the willingness to return. Informal discussions with trainees, however, show a unanimous desire to remain in the destination country for the time being so as to be able to work in the profession one has learned. The experience derived from longer-running projects (e.g., the APPK project) that do not mandate a return to the origin country after achieving qualification confirms this estimation. A non-representative survey of Kosovar trainees who have completed vocational training in Germany (organized by the HWK Dortmund) and are currently working in the country shows that there is basically a great openness to/interest in returning, especially if the term “return” is understood in the sense of a temporary return, shuttle migration or as a form of virtual knowledge transfer.

25 In 2013, the Centre for International Migration and Development (CIM) launched in cooperation with local partners a three-year pilot program for circular migration as part of the *EU Thematic Programme on Migration and Asylum*. The objective of the project was to strengthen Georgia’s capacity to develop and implement mobility partnerships. In addition to supporting the Georgian institutions involved in promoting potential-oriented migration and preventing brain-drain, the project focused on testing a pilot program promoting circular migration in skilled labor. A total of 28 Georgian skilled workers participated in the program.

INFOBOX Potential and feasibility analysis²⁶

Labor-market analyses, with the aim of developing a deeper understanding of specific requirements and challenges in origin- and destination-country labor markets: At a minimum, such analyses should consider the issues of labor supply and labor demand, as well as interventions and institutions that ensure the functioning of the labor markets. A labor-market analysis of this kind would extend well beyond a simple look at national unemployment-rate averages among certain occupational groups (e.g., nursing staffers). Multilevel quantitative and qualitative observations produce different conclusions than those deriving from purely descriptive analytical procedures. Analyses of this nature can be used to identify occupations in which there is no medium- to long-term risk of a skills shortage throughout the entire country of origin, and for which there is consequently no risk of producing a brain drain.

VET analyses: Here too, it is important to shed light on both the supply and demand sides with regard to occupational competences and qualifications. Relevant questions include: “What competences are needed by the economies in the origin and destination countries?”, “How is the labor force currently trained in the country of origin?”, “Is there a need in the origin country for the skills provided in the destination country’s vocational-training institutions? Is there overlap here?” and “To what degree or at what points are local VET institutions prepared to accept the import of vocational training?”

Market and sector analyses: An overview of the sector potentially to be addressed should be compiled that includes basic data (e.g., regional priorities, business-sector structure, structure of trade associations), economic indicators (e.g., sectoral growth rate, turnover, primary sales markets), labor-market data (e.g., skills profiles, age structure, labor demand) and possible economic ties to the destination country (e.g., strategic partnerships, investments, sales markets). This sectoral analy-

sis should reveal the presence of challenges and development potential.

Migration-policy analyses: These examine the framework in which a *TSMP* project is to take place. In addition to demographic and general policy conditions (e.g., support for labor migration by the origin-country government), this analysis must reveal the basic structure of migration patterns (e.g., motivations, types of migration, role of diaspora), and describe existing migration-management structures in the origin and destination countries. This is also the place to discuss the expected generation (and allocation) of migration-related benefits, as well as the means by which measures will be financed and sustained.

5.3 Transferability and scalability

The cases serving as the focus of this analysis provide examples where successful approaches have not only been scaled incrementally, but experience has been transferred intersectorally. This begins with the lessons learned from the *TSMP* projects in Kosovo’s health sector that have been successfully transferred to the construction sector. In some cases, successful elements were also transferred to projects in other sectors (e.g., the restaurant and hospitality industry and other handicraft trades). The project’s partners have expressed interest in transferring the project to other sectors (e.g., IT and mechatronics).

In addition to demonstrating the transferability of the *TSMP* idea, the case of Kosovo illustrates the scalability of each approach. Having matured beyond the pilot phase, the Heimerer, LBB and APPK projects have seen their structures and processes adopted by institutions. Through these three channels alone, more than 100 young Kosovars now migrate to Germany each year to receive training or engage in employment. Given these numbers relative to Kosovo’s total population and the total annual volume of labor migration, it seems clear that the *TSMP* programs in Kosovo

²⁶ The modality matrix (see Appendix) incorporates the analyses described here in the context of the “other” category. The aim is to determine which methods are to be used to render an anticipatory judgment of the sectors/occupational fields to be selected.

have become a feature of the country's migration activity. One can therefore concur with Clemens, Dempster and Gough (2019: 14), who point to the *TSMP* case studies in Kosovo, with their holistically designed frameworks, as a blueprint for future projects in other countries. However, this should not obscure the fact that there are conditions specific to Kosovo and the individual case studies that must be taken into account when trialing them in a different national context. The factors specific to Kosovo include:

- Kosovo is Europe's youngest nation as a state and in terms of its demographic structure,
- Kosovo's cultural migration history,
- the economic importance of migration for Kosovo, (remittance and aid-based economy),
- the specific constellation of actors, with certain individuals serving as catalysts in creating the project,
- Kosovo's geographical proximity to Germany as well as its, political, economic and migration-related ties to the country,
- the specifics of VET frameworks in Kosovo and
- Kosovo's aspiration to become an EU member state and its participation in the corresponding association process (e.g., support for certain mobilities through the ERASMUS+ program).

6 Conclusion

The issue of skilled labor shortages has become a topic of heated debate in all walks of life, evoking everything from a sense of panic to that of a gold rush on the horizon.²⁷ Skilled labor migration is often seen as a means of responding to the problem of qualitative and quantitative imbalances in labor supply and demand.

Drawing on a critical analysis of the literature on transnational training partnerships, this report takes stock of different conceptual approaches to and empirical examples of training partnerships. We have also introduced a new concept: *transnational skills and mobility partnerships (TSMP)*. Viewed in holistic terms, the concept of a TSMP arrangement represents a fundamental reconstruction of what skilled labor migration is or can be. We believe TSMP models can, in addition to generating positive effects across various levels in both origin and destination countries, distribute benefits more equitably among the actors involved. We also see TSMP strategies – when complemented by specific training and skills measures – as an appropriate means of addressing skills shortages. Finally, these training partnerships can pool resources while addressing the complexity of change management – with regard to future qualification, skills and employment needs – in both origin and destination countries.

As multifaceted, structurally elaborate partnerships, TSMP arrangements are informed by a holistic conceptual framework. The analytical framework elaborated by Sauer and Meyn (2018) may serve as a guideline to creating this kind of partnership. We argue that TSMP schemes can significantly improve migration agendas. It's important, however, that any applied analytical framework be grounded in an interdisciplinary understanding of the TSMP model. Doing so allows different perspectives (e.g., economic cost-benefit considerations, institutional theory approaches) and analyses to be combined. Given their inherent complexity, designing TSMP approaches involves a coherent integration of various policy fields (e.g., labor market and education policies), different levels of analysis (i.e., micro, meso and macro), both origin and destination countries' interests, and the underlying migration processes (e.g., the cycle of circular migration).

A key goal of this study is to identify the conditions under which migration and qualification approaches can be designed to benefit migrants, their countries of origin and destination countries. Further research in this area should explore the scope of advantages and disadvantages emerging in migration processes and identify more precisely how gains and costs are allocated among

²⁷ Evidence of emotionally charged reactions to this issue can be seen in the online comments to reporting on the skills shortage, for example, in Die Zeit (2019).

the actors involved. A stronger understanding of these dynamics could facilitate a reassessment of the *triple-win* discourse, which often fails to explain how benefits and costs (including opportunity costs and social costs²⁸) are shared among the stakeholders. Many *triple-win* approaches require at the very least that all stakeholders yield gains from migration and agree on how to share its benefits and costs. However, these agreements rarely specify the details of the latter point. Thus, issues of justice or fairness are not meaningfully addressed.

At several points in this study, we have emphasized the importance of developing a vertically and horizontally integrated approach across sectors, institutions and individual actors to creating successful *multiple-win* scenarios. Formulating such an approach requires leveraging goal- and results-driven know-how, experience and structures as well as the cooperation of diverse partners while balancing potentially divergent objectives and interests. Developing an innovative approach able to navigate complexity and address challenges requires openness, courage and curiosity among its architects. It also demands that all stakeholders believe that their cooperation will bring them benefits.

The *tQMP* Bau case study in Kosovo featured in this study stands as a good practice example that reflects a “true” *triple win* approach able to generate both *communities of practice* and *communities of trust*. Like Clemens, Dempster and Gough (2019), we therefore see it as a blueprint for other projects. However, this should not obscure the fact that, due to the very specific circumstances found in Kosovo (as outlined above), any attempt to simply copy the approach and apply it 1:1 in another context will prove ineffective.

Along with our typology and the *TSMP* modality matrix presented here, we offer a set of tools that can be used to capture, compare and interpret the spectrum of *TSMP* approaches in use. This makes it possible to identify both the traits shared by different models and the common challenges they face in adapting specific approaches.

Looking forward, empirical research in this area should explore more thoroughly the deep grammar of migration policies in countries of origin and the role these countries play in managing migration. This study serves as a frame of reference for further discussion and analyses concerned with transnational training partnerships.

Given the current state of research on this issue, and particularly in light of the German Federal Ministry of Health’s recent efforts to recruit skilled workers, the question arises as to whether either established or other interventions currently in planning incorporate a more holistic understanding of *TSMP* arrangements and can therefore deliver on the promise of a *triple- or multiple-win*. The tools developed in this study lend themselves to the task of answering this question.

We hope that the structural framework and ideas offered here not only spark further interest in the field of skilled labor mobility but contribute to discussion on other avenues of research in the field.

28 For more on the social costs, see Kapp (1971), and for more on social costs with regard to the nursing/care sector, see Sauer, Maier-Rigaud and Schulz-Nieswandt (2012).

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Annex

TABLE 1A Case study tQMP Bau (Kosovo) categorization and typology (modality matrix)

QUALIFICATIONS		MODEL	
CATEGORY	LEAD QUESTION & EXPLANATION	LBB Project	Bau Academy
Type of qualification	Which qualifications are provided? Vocational training, job-related professional skills, intercultural skills, language skills, social skills	Vocational training	Vocational training
Level of qualification	Which qualification levels are provided? Pre-mobility courses, pre-occupational training, adaptation qualification, vocational training, adult continuing education, tertiary level; can also involve the German and/or European Qualifications Framework (GQF or EQF)	Level 4 of the EQF	Level 4 of the EQF
Qualification location	At what point in the migration cycle, or where, are (which) qualifications provided? Before leaving origin country, after arrival in destination country, after returning to origin country, ongoing in origin and/or destination country	Germany (preliminary language and intercultural training in Kosovo)	Kosovo (traineeships in Germany)
Recognition	How does the recognition process work and/or which qualifications are recognized? Portability, transferability, level of recognition, certification	Not planned	Aims for full recognition
Skills assessment	Are informal qualifications taken into account? If so, how?	Not explicitly planned for	Planned
Training/ educational content	Who is responsible for the development and design of training/ educational content? Private or public educational institutions or upstream educational institutions in the country of destination or origin, among others	Education providers in the destination country	Education providers in the origin country
MIGRATION		MODEL	
CATEGORY	LEAD QUESTION & EXPLANATION	LBB Project	Bau Academy
Type of migration	What type of migration is involved and on what legal basis is mobility realized? Educational migration, labor migration, migration for the purpose of training or traineeships	Residence permit for the purpose of in-company training and further training (Section 17 (1) of the Residence Act)	Residence permit for the purpose of an adaptation qualification or to take up employment (§ 17a and § 18 para. 4 German Residence Act)
Migration duration	What is the length of the planned-for migration duration? Short-term (e.g., traineeships) or long-term (e.g., permanent residence)	Three years with optional subsequent employment	Depends on residence permit
Placement & selection	How does placement and selection take place? Involvement of public and/or private service providers from the origin and/or destination countries, range of placement and support services (provide information, orientation and/or pre-departure training); role of migration counseling centers	Placement through LBB, DIMAK and EARK	No placement activities currently planned
Integration services	What are the envisaged integration services? Preparatory courses, support while in residence, buddy programs, diaspora involvement	Buddy program	No integration activities currently planned
Circularity	Is migration circular in nature? If so, under which terms? Voluntary or contractually mandated return, shuttle migration, full-freedom of movement, return incentives	Activities planned to commence as of fall 2020; not yet specified	Traineeship during training in Germany; other circular measures not yet planned
Return migration & reintegration	What incentives are there for return migration and what reintegration services are envisaged? Employment services, vocational guidance and career planning, wage subsidies, business startups, reintegration measures	CIM Returning Experts Programme; EARK Placement Services; bilateral GIZ program measures	CIM Returning Experts Programme; EARK Placement Services; bilateral GIZ program measures

Source: Authors

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TABLE 1B Case study tQMP Bau (Kosovo) categorization and typology (modality matrix)

PARTNERSHIP		MODEL	
CATEGORY	LEAD QUESTION & EXPLANATION	LBB Project	Bau Academy
Actor morphology	<i>What is the structure of the partnership?</i>	LBB – GIZ (DIMAK) – EARK/MLSW	Core: <i>Bau Academy</i> (Kosovar private sector) – Amberg Bau (German private sector) – GIZ – MEST
Type of agreement	<i>What type of agreement underlies the partnership?</i> Bilateral, multilateral, regional, global, G2G, PPP, private sector	PPP – bilateral	PPP – bilateral
Subject of the agreement	<i>What is the agreement about?</i> Job placement, selective qualification, vocational training projects, social agreements, sectoral cooperation (e.g., health), economic integration agreements	Discussion of opportunities to improve vocational training in the Kosovar construction sector; placement of Kosovars in vocational training in Bavaria; build trust for further projects	Establishing a dual-track vocational training program for bricklayers in Kosovo that is heavily based on German training standards; placing trainees in the away track
Migration benefits	<i>Is the question of how benefits are distributed in the partnership (keyword: triple win) explicitly addressed?</i>	<i>triple win</i> : Support for the development of VET structures in Kosovo is embedded in agreement	<i>triple win</i> : Establish and develop local institutions aimed at developing a skilled labor supply that is geared to meet demand in both Kosovo and Germany
Evaluation	<i>How is the project and, in particular, the distribution of benefits (“Who gets which piece of the pie?”) evaluated?</i>	No plans at present	No plans at present
Governance/ regulatory modalities	<i>What governance and/or regulatory arrangements are foreseen within the partnership or how is the project linked to insitutional frameworks in both the origin and destination countries?</i>	LBB – GIZ – EARK/MLSW; in the future: <i>KosMoP</i>	Steering committee
FINANCING		MODEL	
CATEGORY	LEAD QUESTION & EXPLANATION	LBB Project	Bau Academy
Types of costs	<i>What costs are incurred in the context of preparation, placement, integration, return, reintegration, qualification/skilling, and to what extent are costs reported in the individual cost items?</i>	Preparation (application process, language and preparation courses), visa and travel costs, buddy program: €2.500 per person (authors’ estimate)	Unknown
Financing modalities	<i>How are the costs allocated?</i>	Officially, as per cooperation agreement: split equally among LBB – GIZ – EARK/MLSW In practice (authors’ estimate): GIZ: 50%, LBB 20%, MLSW/EARK: 15%, personal contribution of participants: 15%	Investments on the part of the private agency executing the project, GIZ subsidies, tuition fees paid by trainees; who covers placement costs not yet known
Other	<i>Are there other external funding sources, for example in the form of a migration support fund or a special credit line?</i>	–	In the future: trainee-ship funding provided by ERASMUS+

Source: Authors

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TABLE 1C Case study tQMP Bau (Kosovo) categorization and typology (modality matrix)

OTHER		MODEL	
CATEGORY	LEAD QUESTION & EXPLANATION	LBB Project	Bau Academy
Objective	<i>What is the specific objective of the project?</i>	Open new channels for legal labor migration through vocational training; increase the human capital of Kosovars in occupations where adequate training is currently not available in Kosovo; improve the vocational training system	Kosovar youth employability has improved: train bricklayers in Kosovo to meet German standards while also reflecting the needs of German and Kosovar companies; in-company and inter-company trainers in Kosovo are qualified to teach the occupational requirements of the bricklaying trade
Feasibility study	<i>Which methods are used for an anticipatory assessment of the sectors/ occupational fields to be selected?</i> Labor market analyses, vocational training analyses, market and sector analyses, migration policy analyses, among others	Labour market and sector analyses; expert survey	Labour market, sector and vocational training analyses; expert survey
Project status	<i>Is this a pilot measure or a permanent project?</i>	Three cohorts in training; ongoing	One cohort in training; ongoing
Scope	<i>How many participants have completed the program, how many institutions are involved?</i>	38 trainees, 8 training companies (2017–2019)	10 trainees (2019)
Dominant discourse	<i>Can a dominant discourse be identified in the project?</i> Maximizing economic profit, human capital, human development, <i>triple win</i> , <i>decent work</i> , <i>fair recruitment</i> , sustainable growth	Securing skilled labor, training/skill formation (human capital), <i>triple win (Rawls)</i>	Securing skilled labor, training/skill formation (human capital), <i>triple win (Rawls)</i>
Typological classification	<ul style="list-style-type: none"> • OECD typology • Hooper typology • Sauer-Volarevic typology 	<ul style="list-style-type: none"> • Traineeship • Traditional model • Training partnership: 	<ul style="list-style-type: none"> • Triple win • GSP model • VET partnership

Source: Authors

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