

# Transnational Skills Partnerships between Ghana and North Rhine- Westphalia

An Exploratory Study



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## Executive Summary

This exploratory study discusses the potential for a transnational skills partnership in the construction sector between Ghana and the German state of North Rhine-Westphalia (NRW). Ghana is considered to be a particularly suited partner country due to its young workforce, democratic and economic stability and high regard for technical and vocational education and training (TVET). This high regard, though, is not matched yet by a high level of formal training; in particular in the construction sector, informal “on the job training” training is the norm. Most workers are not employed in the public sector but operate as independent contractors and those with formal qualifications find it often hard to compete with them. Formal education is also criticised for being too theoretical and providing not enough hands-on experience.

Based on this assessment, this study recommends a type of partnership, where the TVET sector could benefit from further development in terms of standards, employability and balancing practical and theoretical aspects of formal education. This would be a significant addition to the established benefits of the triple-win approach where the destination would benefit from the supply of skilled labour while the country of origin and the migrants themselves would benefit from upskilling and remittances.

In this **Type 2.5** approach, some fundamental skills (for example equivalent to a German Bauhelfer /construction assistant) would be taught in Ghana along with the German language, with the potential to access further specific training after migration to Germany. This approach could ease the entry into the programme and might help avoid drop-outs. Even if participants decide not to continue the programme in Germany, they would have acquired skills which would be useful in the Ghanaian context. This “Type 2.5” approach could be integrated very well into the curriculum of the Ghanaian National Vocational Training Institute (NVTI). German language training could be provided by the German Academic Exchange Service (DAAD) and the Goethe Institute.

Furthermore, existing (German) businesses in Ghana could provide opportunities to students to gather practical experience and potential in-country-employment at a later stage (i.e. instead of /after return migration). Additionally, the Ghanaian Business Association and the Delegation of German Industry and Commerce in Ghana (AHK Ghana) are relevant stakeholders which could prove beneficial in implementing skill partnerships.

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## List of Abbreviations

AHK	<i>Delegation of German Industry and Commerce in Ghana</i>
ATU	<i>Accra Technical University</i>
BECE	<i>Basic Education Certificate Examination</i>
BTI	<i>Bertelsmann Transformation Index</i>
CBT	<i>Competence Based Training</i>
CCTU	<i>Cape Coast Technical University</i>
CGD	<i>Centre for Global Development</i>
CGPA	<i>Cumulated Grade Point Average</i>
COLTEK	<i>College of Technology Education in Kumasi</i>
COTVET	<i>Council for Technical and Vocational Education and Training</i>
DAAD	<i>German Academic Exchange Service, German Academic Exchange Service</i>
DAF	<i>Deutsch als Fremdsprache – German as a foreign language</i>
ERP	<i>Economic Recovery Programme</i>
FDI	<i>Foreign Direct Investment</i>
GCM	<i>Global Compact for Safe, Orderly and Regular Migration</i>
GDP	<i>Gross Domestic Product</i>
GEBSS	<i>Graduate Entrepreneurial &amp; Business Support Scheme</i>
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i>
GPRS	<i>Growth and Poverty Reduction Strategy</i>
GSGDA	<i>Ghana Shared Growth and Development Agenda</i>
GSS	<i>Ghana Statistical Services</i>
HDI	<i>Human Development Index</i>
HND	<i>Higher National Diploma</i>
HoD	<i>Head of Department</i>
ICT	<i>Information and Communication Technology</i>
ILO	<i>International Labor Organization</i>
IMF	<i>International Monetary Fund</i>
JHS	<i>Junior High School</i>
JSS	<i>Junior Secondary School</i>
KNUST	<i>Kwame Nkrumah University of Science and Technology</i>
MELR	<i>Ministry of Employment and Labour Relations</i>
MOU	<i>Memorandums of Understandings</i>
NDC	<i>National Democratic Congress</i>
NEP	<i>National Employment Policy, National Employment Policy</i>
NPP	<i>New Patriotic Party</i>
NRW	<i>North Rhine-Westphalia</i>
NTVETQF	<i>National TVET Qualification Framework</i>
NVTI	<i>National Vocational Training Institute</i>
NYEP	<i>National Youth Employment Programme</i>
PASCH	<i>Schools: Partners of the Future</i>
SAP	<i>Structural Adjustment Programme</i>
SHS/SSS	<i>Senior High School / Senior Secondary School</i>
STEPP	<i>Skills Training and Employment Placement Programme</i>
tQMP	<i>Transnational Qualifications and Mobility Partnerships</i>

TTU  
TVET  
VC  
WHO  
WUSC

*Takoradi Technical University*  
*Technical and Vocational Education Training*  
*Vice Chancellor*  
*World Health Organization*  
*World University Service of Canada*

## 1. Introduction

Fair migration is one of the central concepts in establishing good governance of transnational labour migration (Bertelsmann Stiftung, 2015). In order to achieve fair migration, innovative concepts have been developed in recent years which extend beyond the long-standing “brain drain” discussion on the loss of “human capital” through migration (Beine, Docquier, & Rapoport, 2008). In its Fair Migration Agenda, the ILO lists central points such as ensuring fair recruitment and promoting bilateral agreements for well-regulated and fair migration between member States<sup>1</sup>. This includes triple-win-programmes which seek to benefit countries of destination, countries of origin, and the migrants themselves simultaneously. In Germany, such programmes are primarily initiated by the German Development Cooperation (GIZ), and triple-win-programmes such as the Germany-Philippines Bilateral Labour Agreement (BLA) on Nurses have received international praise. In the course of the deliberations on the Global Compact for Safe, Orderly and Regular Migration (GCM), a concept developed by the economist Michael Clemens from the Centre for Global Development (CGD), was identified as a potential new development in fair migration. This concept, known as ‘**Global Skills Partnerships**’, is based on “a bilateral agreement through which a country of destination gets directly involved in creating human capital among potential migrants *in the country of origin* prior to migration” (Clemens, 2015; *emphasis in the original*)

In a recent policy paper on fair migration, Najim Azahaf (2020) identifies three types of transnational qualifications and mobility partnerships (tQMP; see also Sauer & Volarevic, 2020). These include **Type 1**, “Adjustment qualification in Germany”, which builds upon the traditional hiring of migrant labour, often through bilateral agreements. In this context, migrants have usually acquired their skills training in their country of origin but receive additional training in Germany to adjust to any nation-specific standards. The above-mentioned health sector triple-win-project can be seen as a more sustainable form of such a partnership. In **Type 2**, “Training in Germany”, migrants only acquire language skills in their country of origin while the vocational training takes place in Germany in accordance with the specific standards and regulations of the destination country. **Type 3**, “Training in the country of origin”, refers to the Global Skills Partnerships concept by Clemens (2015). This multi-stakeholder approach is based on investment in the educational sector of the country of origin and seeks to establish a two-track program. Students can choose between a home track, where they receive training for the *domestic labour* market, and the *abroad track*, which qualifies them for labour migration to a specific destination country. This approach relieves the country of origin of the burden of training of worker, who then leave the country, while still being cost effective for the destination country. Even when additional language and integration courses are taken into consideration, a full qualification programme in the destination country would be more expensive than this program. This third type of programme holds widespread appeal but has not been fully implemented anywhere yet.

So far, the potential applications of this concept have focused primarily on the healthcare sector (van de Pas & Mans, 2018; van de Pas & Hinlopen, 2020). These concepts for global skills partnerships can be seen as a much-needed development and concretization of the commonly referenced, but rarely specified, calls for “circular migration” programmes (Wickramasekara, 2011; Rother, 2012; 2016). The next step however would be to move from conceptualization to

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<sup>1</sup> <https://www.ilo.org/global/topics/labour-migration/fair-migration-agenda/lang--en/index.html>

implementation starting with pilot studies. For this, a recent study recommends partnerships between countries of destination and Sub-Saharan African countries (Clemens, Dempster, & Gough, 2019).<sup>2</sup>

Ghana is particularly suited for such a partnership because the country is politically and economically stable and Germany is considered to be “one of Ghana’s most important development partners”, cultivating political, economic, cultural, and social ties with the nation (BMZ, n.d.). Within this positive international relationship, the German state of North Rhine-Westphalia (NRW) is of particular significance, since it has a longstanding partnership with Ghana which was formalized in 2007 with a focus on sustainability.

The aim of this exploratory study is to identify: 1.) Which sector(s) would be the most suitable for a vocational training partnership between Ghana and NRW, 2.) Which Ghanaian stakeholders would be suitable partners for such a program, and 3.) Which form of partnership would be most suitable.

In order to address the three research goals, this exploratory study was conducted in two phases. In Phase I, data on the political-economic situation, the labour market, and the education system in Ghana was compiled. In addition, an initial assessment of potential sectors was made regarding their suitability for a skills partnership. These findings were presented at an interim conference with the Mercator and Bertelsmann Foundations and consensus was reached that the construction sector held the most promise. Thus, Phase II focused specifically on completing an in-depth assessment of the construction sector.

The structure of this report mirrors this process to a degree. In the first chapter we provide an overview on the relevant political and socio-economic data of Ghana. We then briefly discuss the sectors we examined regarding their potential for a transnational skill partnership with the main focus on the construction sector. The following section discusses the educational framework and potential stakeholders for a skills partnership, namely the National Vocational Training Institute (NVTI) and Technical Universities. This is followed by a chapter on German language training, looking at the current role of German language training in the curriculum and potential stakeholders. After introducing some perspectives from the business sector, we close with a conclusion and recommendations on stakeholders and which type of skill partnerships we consider most suitable.

Both primary and secondary sources of data were utilised in generating this report. Secondary sources included documents from the websites of the College of Technical and Vocational Education Training (COTVET), the Technical and Vocational Education Training (TVET) division of the Ministry of Education, the Ministry of Employment and Labour Relations, the Ministry of Health, and the Ministry of Gender and Social Protection, as well as from technical universities and the Kwame Nkrumah University of Science and Technology (KNUST). In total, 13 semi-structured interviews were conducted. The respondents included representatives from the COTVET, TVET Division of the Ministry of Education, the Ministry of Employment and Labour Relations, and the Ministry of Health. Further interviews were conducted with representatives of German language training institutions, of the business sector, and researchers.

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<sup>2</sup> Two reports published in 2020 also focus on Africa as a continent that has been especially affected by brain drain and recommend rethinking existing policies: The “Jahresgutachten des Sachverständigenrats deutscher Stiftungen für Integration und Migration. Gemeinsam gestalten: Migration aus Afrika nach Europa“ (SVR, 2020) and the MEDAM Assessment Report „European and African perspectives on asylum and migration policy: Seeking common ground“ (MEDAM, 2020). Both studies highlight the need to establish more pathways for legal labour migration.

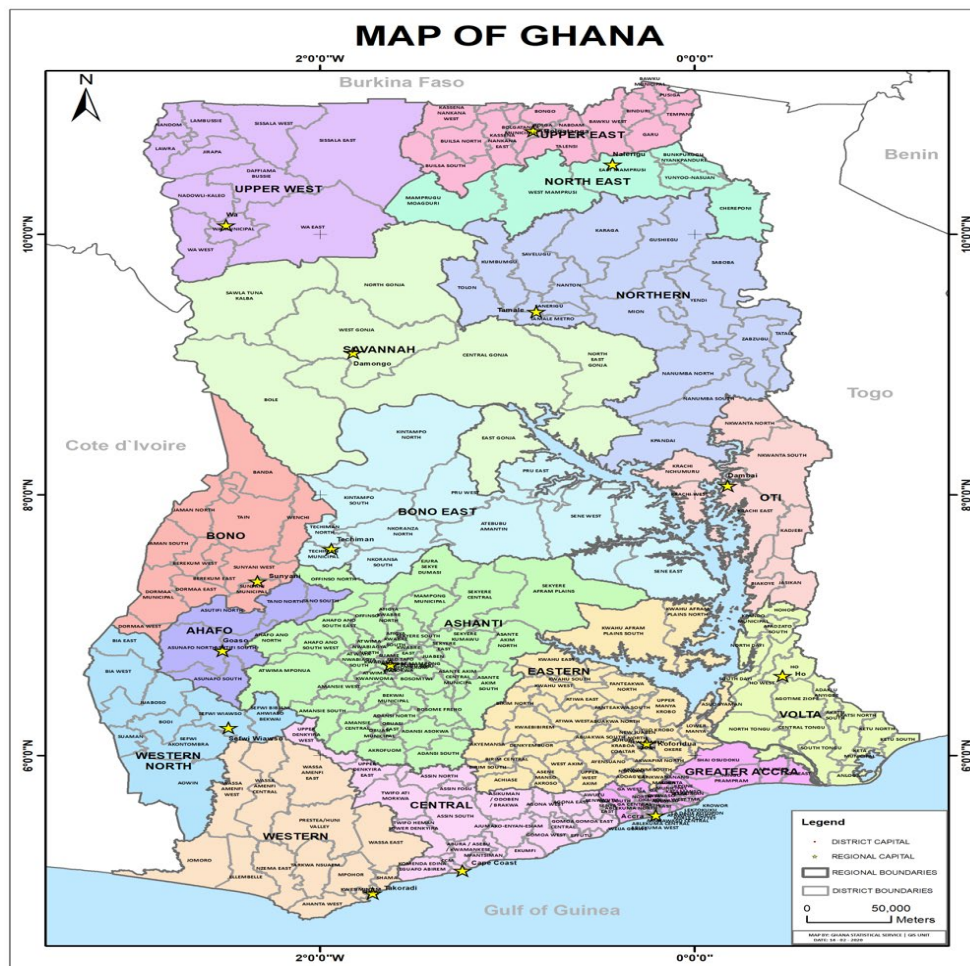


## 2. Political and Socio-Economic Data

### 2.1. Political Situation in Ghana

Ghana occupies an almost central position among the countries situated along the Gulf of Guinea in West Africa. It has a total land area of 238,533 sq.km and shares borders with three countries: Cote d'Ivoire to the west, Burkina Faso to the north and Togo to the east (Figure 1). Administratively, Ghana is divided into sixteen regions, which are further divided into 260 districts. The major ethnic groups in Ghana are the Akans, Dagbani, Ewe, Ga-Adangbe, Gurma, Guan, Gurunsi, and Bissa. The official language of the country is English, but other foreign languages are spoken and can be acquired through formal education. Even though there are many indigenous languages, some criticize the lack of institutionalized instruction of these languages, which has led to a loss of indigenous languages (Adogpa, 2015).

**Figure 1: Map of Ghana Showing Boundaries, Regions, Capital Cities**



Source: Ghana Statistical Services (GSS), 2020

Ghana is recognised as one of the most politically stable countries in West Africa, having overall well-functioning public institutions, good governance, and a stable economy (Freedom

## 2. Political and Socio-Economic Data

House, 2020). However, economic development is largely unevenly distributed (Bertelsmann Transformation Index (BTI), 2020, pp. 11, 14). In their report for 2020, Freedom House continued to rank Ghana as “free”, with a Global Freedom Score of 82/100, making it the only country (aside from the island of Cabo Verde) to retain this ranking in a region which has recently seen a rapid decline in political rights and civil liberties (Freedom House, 2020). Additionally, Ghana is ranked among the top three countries in Africa with regard to freedom of the press and speech, and scores among the highest in keeping academic and educational freedom free from political influence (Freedom House, 2020). Remaining weaknesses can be found in areas such as vigilante groups<sup>3</sup>, corruption, judicial independence, discrimination, and political violence (Freedom House, 2020). In their most recent country report, the Bertelsmann Transformation Index (BTI) praises Ghana’s “role as a beacon of democratic development in West Africa” while voicing some concerns in the area of good governance, particularly related to fiscal discipline (Bertelsmann Transformation Index (BTI), 2020, p. 36). In order to raise the trust of the population in the government, more transparency in public administration is demanded as well as a more efficient implementation of political goals. With recent efforts to provide tuition-free secondary education and practice fiscal consolidation, the government seeks to implement election promises and a promising developmental agenda (Bertelsmann Transformation Index (BTI), 2020, p. 3). Despite the remaining domestic difficulties, Ghana stands out internationally as an African country with a reputation for democracy, adhering to international agreements including debt-repayment. In many areas, Ghana relies on international cooperation and has been a “cooperative, constructive and reliable partner in the international arena”, as well as a reliable peacekeeper in the region (Bertelsmann Transformation Index (BTI), 2020, p. 34). Ghana is a part of the G20 Compact with Africa (CwA) which promotes private investment in Africa, including in infrastructure and has signed a “reform partnership” with the German Federal Ministry for Economic Cooperation and Development (BMZ) in December 2017 (G20 Compact with Africa, n.d.).

In the three decades since independence, Ghana has maintained a stable democratic political system. In 1992, Ghana returned to multi-party politics which led to the development of solid political structures and institutions, and free and fair general elections, which have resulted in peaceful transitions of power from one government to the next (Whitfield, 2009). The latest general election was held in December 2020 where incumbent president Nana Akufo-Addo of the New Patriotic Party (NPP) was re-elected in the first round with 51.6 percent of the votes; initially, his competitor, former president John Mahama of the NDC (National Democratic Congress) disputed the outcome. However, on March 4, 2021, the Supreme Court of Ghana, rejected his claims of irregularities and errors; Mahama accepted the judgement, although he disagreed with the process.

The NPP’s loss of votes resulted in a parliament with both parties winning the same number of seats; in addition, a sole independent parliamentarian won a seat. This is the first time Ghana has had a tie in parliamentary seats. The situation has led to some tension and there were cases of violence during the campaign; however, overall, the process has been relatively peaceful. Due to the equal numbers, a speaker of parliament from the major opposition party NDC was elected. This has raised expectations for cooperation in the 8<sup>th</sup> parliament since the incumbent NPP is expected to liaise with the opposition speaker of parliament.

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<sup>3</sup> Politically motivated and controlled security groups, see: <https://www.diiis.dk/en/research/vigilante-groups-of-ghanas-political-parties-pose-a-serious-threat-to-security-in-the-0>

## 2. Political and Socio-Economic Data

Ghana's democratic governance has created an environment which fosters the continuity of policies in all sectors, including TVET (Brierley, 2012; ESID, 2016). Furthermore, Ghana has been among the few Sub-Saharan African countries which has developed coherent policy schemes for TVET, which are essential for reducing poverty and building sustainable livelihoods (Haßler, et al., 2019; Papier, 2017). Apprenticeships are also an increasingly common form of employment in Ghana, although they lack social recognition and safe earning schemes (Hanson, 2005). Ghana's stable environment has attracted several development partnerships both within and outside the African continent. This includes the decade-long cooperation between Ghana and North Rhine-Westphalia, which was formalized with a partnership agreement in 2007 (Gesellschaft für Internationale Zusammenarbeit (GIZ), 2021). These overall positive factors could provide the country with social and political capital for global skills partnerships, particularly in the area of technical and vocational training.

Ghana has adopted a National Migration Policy (NMP) in 2016. The goal of the NMP *is to promote the benefits and minimise the costs of internal and international migration through legal means with the rights and security of migrants well respected in order to ensure socio-economic development in Ghana. Within the context of this overall goal, the main objective of the NMP is to promote a comprehensive and sustainable approach to migration management which will enhance the potential of migration for Ghana's development* (Ministry of Interior, 2016, p. 5)

The Ministry of Interior is yet to actualise the full implementation of the NMP. The Ghana National Commission on Migration is mandated to manage migration in line with the NMP. The Commission is comprised of representatives from MDAs, academia, NGOs, civil society, diaspora groups, the Media and other interest groups (Ministry of Interior, 2016, p. 11). However, as a recent study found, the formulation process of this policy was heavily influenced by the external agenda of the EU (Segadlo, 2021).

### 2.2. Demographics

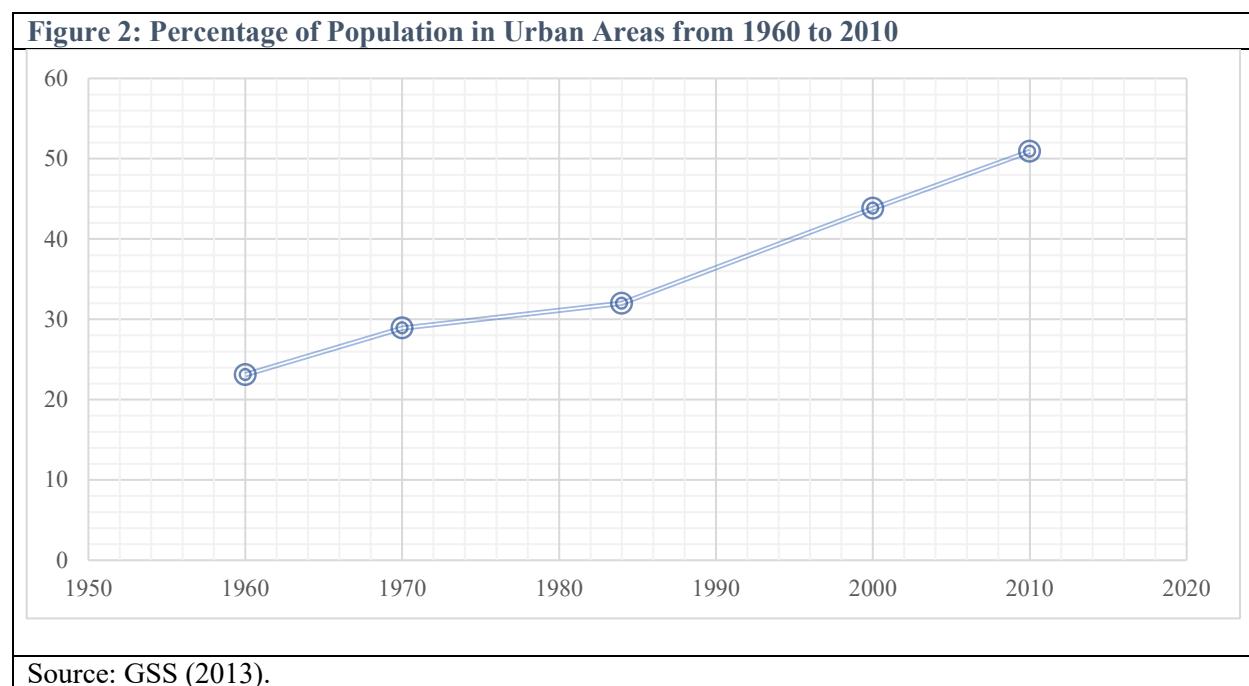
The demographics of Ghana's population have had a critical influence on the nature of the educational system in the country, as well as the extent to which such acquired skills acquired match the development needs of the country and beyond. Since 1960, when Ghana conducted its first national census, the country has gone through significant demographic changes. The population nearly tripled from almost seven to almost 25 million by 2010, the last time a census was held (the one planned for 2020 was delayed due to the pandemic). Except for the data recorded in 1960, when there were more males than females, there have generally been more females than males in Ghana. This is reflected in the decreasing sex ratio since 1960 from 102.2 percent to 95.2 percent (Table 1).

## 2. Political and Socio-Economic Data

Year	Total Population (Million)	Sex Ratio <sup>4</sup>
1960	6,726,815	102.2
1970	8,559,313	98.5
1984	12,296,081	97.3
2000	18,912,079	97.9
2010	24,658,823	95.2
2019 projection	27,670,174	
2020 projection	30,955,204	

Source: GSS (2013; 2020)

The population living in urban areas has been increasing sharply from 23.1 percent in 1960 to 50.9 in 2010 (Figure 2) and continues to increase. The increasing number of people in urban areas can be attributed in part to rural-urban migration and the categorization of villages into cities once the population reaches 5,000 inhabitants.



The population has been doubling with the doubling time between 2000 and 2010 being 28 years. Additionally, the annual growth rate has been increasing, from 2.4 percent between the period of 1960 to 1970, to 2.6 percent between 1970 and 1984 and to 2.7 percent increase between 1984 and 2000. However, the period of 2000 to 2010 recorded a decline (representing 2.5 percent).

Ghana is a young society, as the proportion of the population aged between 15 and 24 has increased since 1960 from 16.8 percent to 20 percent in 2010 (Table 2). Similarly, the population

<sup>4</sup> Sex ratio is used to describe the number of females per 1000 of males; here we use percentages.

## 2. Political and Socio-Economic Data

aged 25-59 has also increased from 33.8 percent in 1960 to 35 percent in 2010. The relatively large proportion of people aged 15-59 years has had a significant influence on the educational system, employment situation in, and development of the country. The youthfulness of the population is an indication of the existence of an economically active population that can contribute to the development agenda of the country, realizing the “demographic dividend”.<sup>5</sup> The government could take advantage of this demographic situation to focus on enhancing the skills of these young people such that they could participate in global skills partnership programmes, which would result in a triple-win for the host country, the home country, and the individuals/their families.

<b>Year</b>	<b>&lt;15</b>	<b>15-24</b>	<b>25-59</b>	<b>60+</b>	<b>65+</b>
<b>1960</b>	44.5	16.8	33.8	4.6	3.2
<b>1970</b>	46.9	17.0	30.7	5.2	3.6
<b>1984</b>	45.0	18.7	30.4	5.9	4.0
<b>2000</b>	41.3	18.4	33.1	7.2	5.3
<b>2010</b>	38.3	20.0	35.0	6.7	4.7

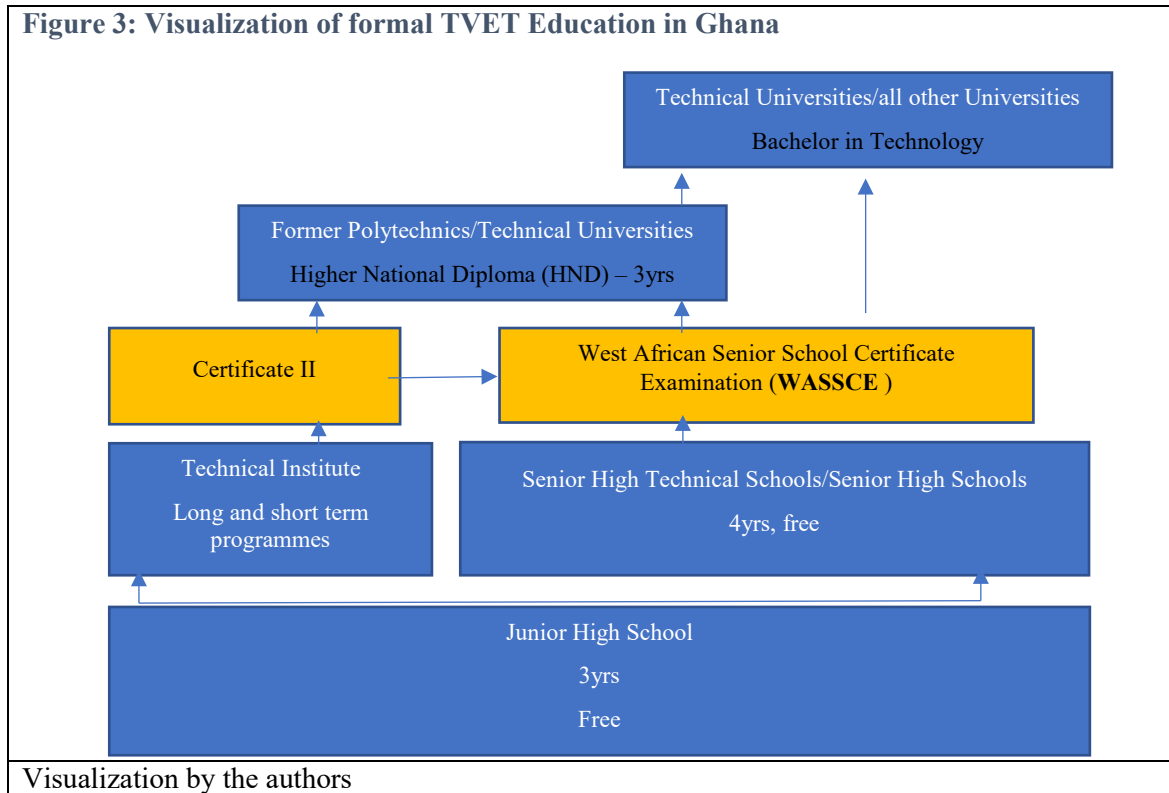
Source: GSS (2013)

Countries with citizens possessing a medium to high level of education can support the development agenda through utilising the skills and knowledge of its citizens. More importantly, the technical and vocational education system is structured to support growing industries in developing countries such as Ghana. Ghana’s education begins with two years of kindergarten, six years of primary education, and three years of junior high school (JHS). The 11 years of basic education are generally free and compulsory, after which one enters senior high school, a technical senior high school, or a technical institute. The senior high school education was neither free nor compulsory until 2016. This led to significant drop out rates, as demonstrated in a 2012 study, according to which only about 50 percent of junior high school graduates transitioned to senior high school, and only about 40 percent of senior high school graduates continued their education at tertiary level institutions (Afeti & Adubra, 2012). In 2016, the NPP government made high school education free of charge. However, this does not apply to the technical institutes. Ghana’s basic education is structured to equip pupils with technical and vocational skills to build their capacity for national development. Students only graduate to four years of tertiary (either university, polytechnic or college) education once they have managed to pass their senior high school certificate examination.

<sup>5</sup> <https://www.unfpa.org/demographic-dividend>

## 2. Political and Socio-Economic Data

**Figure 3: Visualization of formal TVET Education in Ghana**



As shown in Table 3, 35 percent of Ghanaians completed primary education and by 24 percent completed JSS/JHS education. Only a small portion of the population has completed technical, vocational, and commercial education (representing 1.9 percent), which includes programmes encompassing carpentry, handicrafts, and secretarial skills among others. About 1.8 percent of Ghanaians hold Teacher Training/Agricultural/ Nursing Certifications, and 1.3 percent have completed a polytechnic education. Despite the importance of vocational and technical education to the development of Ghana, it is thus only a small number of people who have completed such training. While 13.2. percent of the population complete SHS/SSS, only 3.2 percent of the population find their way into the universities, the rest who do not enter into any tertiary institutions work in the informal sector or remain unemployed, exposing them to vulnerabilities and various forms of abuse (Oketch, 2017, p. 29).



## 2. Political and Socio-Economic Data

**Table 3: Distribution of Population aged 3 Years and Older by Education Level and Sex (2010)**

<b>Educational attainment</b>	<b>Total</b>	<b>Male</b>	<b>Female</b>
<b>None</b>	1.6	1.5	1.6
<b>Kindergarten</b>	9.3	9.6	9.0
<b>Primary</b>	32.5	30.2	34.9
<b>JSS/JHS</b>	24.3	22.8	25.9
<b>Middle</b>	8.9	9.1	8.6
<b>SSS/SHS</b>	13.2	14.6	11.8
<b>Secondary</b>	1.1	1.5	0.7
<b>Voc./Tech./Comm.</b>	1.9	2.1	1.8
<b>Teacher Training/ Agric/ Nursing Cert</b>	1.8	1.5	2.1
<b>Polytechnic</b>	1.3	1.7	0.9
<b>University (Bachelor)</b>	3.2	4.1	2.2
<b>University (Postgraduate)</b>	0.5	0.8	0.3
<b>Professional</b>	0.3	0.4	0.2
<b>Others</b>	0.2	0.2	0.1

Source: GSS (2017)

The demographic features discussed above have implications for the development of Ghana and potential global skills partnership agreements with developed countries. The youthful population represents a large labour force, which has contributed to a high rate of unemployment, which in turn has led to labour emigration, often through irregular means. The lower levels of education compel the youth to work in the informal sector even outside the country. The excess labour supply could be mitigated by offering technical training after basic education in order to equip workers with certain skills which would be marketable in developed countries, as well as contribute to Ghana's own development.

### 2.3. Economic Indicators

Since 2011, Ghana has been classified as a low to middle-income country by the World Bank. Ghana is currently the third largest economy in the West African sub-region, and the sixth largest in Sub-Saharan Africa (World Bank, 2020). With the aim of creating employment, generating income, and reducing poverty, the country has undergone various economic transformations. The government is currently implementing the 2018-2021 National Medium-Term Development Programme (Teye, Badasu, & Yeboah, 2017). Prior to this, the country had implemented the Growth and Poverty Reduction Strategy (GPRS I: 2003-2005), the Ghana Poverty Reduction Strategy (GPRS II: 2006-2010), and the Ghana Shared Growth and Development Agenda (GSGDA I: 2010-2013; GSGDA II 2014-2017)<sup>6</sup>. The growth of Ghana's current economic foundation cannot be detached from the consequences of the 1983 Economic Recovery Programme (ERP) and the 1988 Structural Adjustment Programmes (SAPs), supported by the International Monetary Fund (IMF) and the World Bank (MELR, 2015). The

<sup>6</sup> For details, see IMF (2003; 2006).

## 2. Political and Socio-Economic Data

implementation of these programmes led to the removal of subsidies, trade liberalisation, and privatisation of state enterprises among other measures. Ghana's current economic success could also partially be attributed to the economic transformation of SAPs (in areas such as increasing GNI and GDP, sharp decline in inflation and growing industrial capacity) despite the negative economic impacts that SAPs have also had.

The Human Development Index (HDI) of the country has been improving over the years, increasing from an HDI value of 0.57 in 2013 to 0.611 in 2020, with a global ranking of 138 (UNDP: Human Development Reports , 2020). The GDP of Ghana has fluctuated between 2013 and 2019 (Table 4). Despite this, the country has witnessed an overall increase in GDP, from US\$62.405 billion to US\$66.984 billion between 2013 and 2019. The GDP per capita has risen significantly over the years, from US\$1,841 in 2013 to US\$2,223 in 2019, and further increased to US\$2,226 in 2020. Ghana's annual GDP growth rate was estimated at 8.1 percent in 2017, after which there was a decline in 2018 (representing 6.3 percent) and a slight increase in 2019 (representing 6.5 percent). The 2020 projection expects a further decline to 1.5 percent, which can partly be attributed to the global financial crisis related to the COVID-19 pandemic. Factors contributing to these developments include the production of crude oil, falling terms of trade, the energy crisis, as well as the challenges that came with the pandemic situation. The Gross National Income per capita increased from US\$1,850 in 2013 to US\$2,220 in 2019.

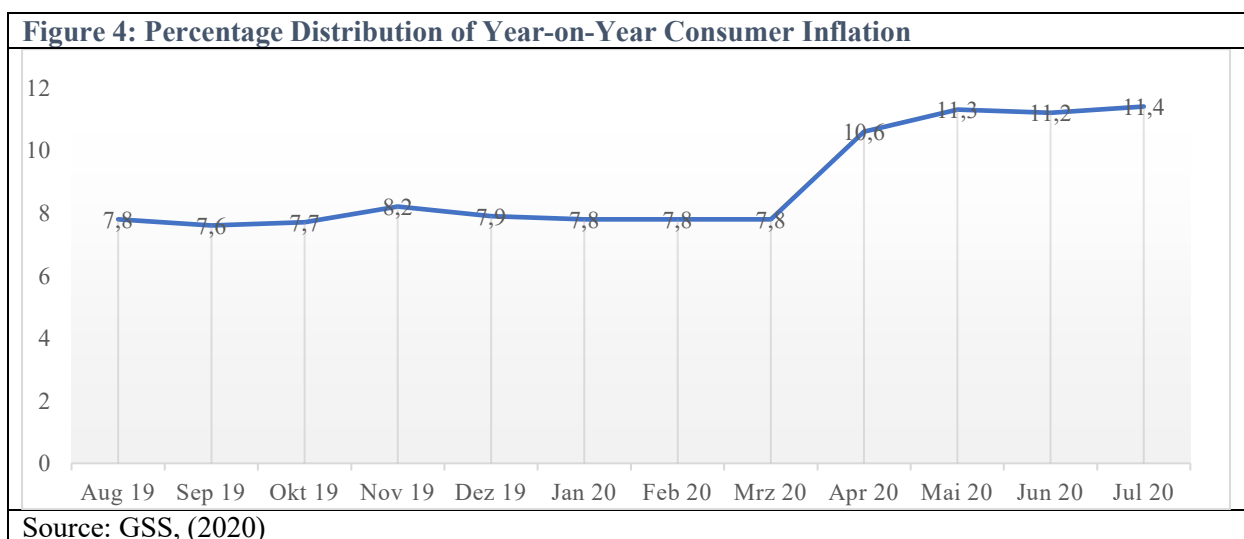


## 2. Political and Socio-Economic Data

Year	2013	2014	2015	2016	2017	2018	2019	2020
<b>Annual GDP growth rate</b>					8.1	6.3	6.5	1.5 (projection)
<b>GDP (in billion US\$)</b>	62.405	53.66	62.405	55.01	58.998	65.556	66.984	
<b>GDP per capita (USD)</b>	1841	1426	1325	1,551			2,223	2,266
<b>Human development index</b>	0.57	0.57	0.58	0.58	0.59	0.59		

Source: World Bank indicators, 2013-2020; UNDP: Human Development Report 2013-2019

As indicated by Figure 4, the year-by-year consumer inflation rate has increased significantly between 2019 and 2020, from 7.8 percent to 11.4 percent.



The agricultural and industry sectors' share of GDP have both been declining, while the share of the service sector (which has less capacity to generate employment) has been increasing. As shown in Table 5, in 2013, the agricultural sector's share of the GDP was 20.4 percent and decreased to 18.9 percent as of 2019. The industry sector's contribution to the GDP has also slightly declined from 36.9 percent to 34.2 percent. In the same period, however, the contribution of the service sector to national GDP increased from 41.4 percent in 2013 to 47.2 percent in 2019. As a result of the abundance of natural resources, political stability, and diverse ecological zones that support the cultivation of several crops, net flows of FDI increased significantly from 136.75 million US\$ in 2003 to 2.319 billion US\$ in 2019 (World Bank, 2019). In sum, the recent effects of the pandemic aside, the country has been on a continuous course of growth and development

## 2. Political and Socio-Economic Data

over the past several years.

<b>Year</b>	<b>Agriculture</b>	<b>Industry</b>	<b>Services</b>
<b>2013</b>	20.4	34.6	39.1
<b>2014</b>	22.1	38.1	39.8
<b>2015</b>	22.1	34.6	43.2
<b>2016</b>	22.1	30.6	46.7
<b>2017</b>	21.2	33.2	45.6
<b>2018</b>	19.7	34	46.3
<b>2019</b>	18.5	34.2	47.2

Source: GSS, (2013-2020)

### 2.4. Employment

Despite the enhanced macro-economic growth and stability of Ghana's economy, the government still recognises that the employment situation has not improved at the same rate as the macro-economic performance. The informal economy of Ghana employs about 88 percent of the labour force (MELR, 2015). In 2015, the Ministry of Employment and Labour Relations (MELR), developed a National Employment Policy (NEP) to address the unemployment situation as well as its related challenges. The specific goal of the NEP is to:

*“create gainful and decent employment opportunities for the growing labour force to improve their living conditions and contribute to economic growth and national development within the framework of equity, fairness, security and dignity”* (MELR, 2015, p. 2).

Apart from the economic reform policies put in place over the years meant to transform Ghana's economy, the government has also taken measures to reduce unemployment. These measures include establishing the Programme of Action to Mitigate the Social Cost of Adjustment (PAMSCAD), which is aimed at addressing the challenges introduced by the ERP and SAP programs, and the Vision 2020 development strategy created to support employment and help Ghana achieve a middle-income country status. Since 2000, the country has introduced the following programmes: the Skills Training and Employment Placement Programme (STEPP), National Youth Employment Programme (NYEP), the Graduate Entrepreneurial & Business Support Scheme (GEBSS), the Rural Enterprises Programme, and the Young Entrepreneurs Programme, among many others (MELR, 2015, pp. 3-4).

Table 6 shows that since 1984, the size of the economically active group has been declining, although the proportion is still high. This group saw a decline from 82.5 percent to 71.1 percent between 1984 and 2010. The ratio of males who are economically active is higher than their female counterparts, except in 2000, when there were more economically active females.

## 2. Political and Socio-Economic Data

<b>Table 6: Distribution of Population aged 15 Years and Older by Economic Activity Status and Sex Ratio from 1960 to 2010</b>				
<b>Year</b>	<b>Economically active</b>	<b>Sex Ratio</b>	<b>Economically not active</b>	<b>Sex Ratio</b>
<b>1984</b>	82.5	95.4	17.5	83.8
<b>2000</b>	74.7	101.2	25.3	85.7
<b>2010</b>	71.1	94.6	28.9	97.9

Source: Ghana Statistical Service (1984, 2000, 2010)

The proportion of those employed in the private informal sectors has increased from 83.9 percent in 2000 to 86.2 percent in 2010 (Table 7). Table 8 shows that the number of people employed in the private informal sector has increased more than tenfold, in comparison to those employed in the public and private sector (which represented 6.4 and 8.5 percent respectively in 2000 and 6.2 and 6.8 percent in 2010 of the total workforce). The percentage of females employed in the private informal sector was higher than their male counterparts, while the proportion of men in the public and private formal sectors outnumbered the women. The majority of females found themselves in vulnerable sectors, which make them susceptible to the challenges of informalities, such as unpaid work and abuses (Oketch, 2017). The formal public and private sector employment declined due to the freeze and reduction of employment in the public sector and a slowdown of growth in the manufacturing sector (MELR, 2015, p. 4).

## 2. Political and Socio-Economic Data

<b>Employment sector</b>	<b>2000</b>			<b>2010</b>		
	Total	Male	Female	Total	Male	Female
<b>Public</b>	6.4	8.3	4.5	6.2	8.1	4.5
<b>Private formal</b>	8.5	10.9	6.0	6.8	9.7	4.1
<b>Private informal</b>	83.9	79.1	88.8	86.2	81.2	91.0
<b>Semi-public/ Parastatal</b>	0.8	1.2	0.4	0.1	0.2	0.1
<b>NGO (Local and International)</b>	0.4	0.5	0.2	0.5	0.7	0.3
<b>International organizations</b>	-	-	-	0.05	0.1	0.03
<b>Other</b>	0.1	0.1	0.0	-	-	-
<b>All sectors</b>	100.0	100.0	100.0	100.0	100.0	100.0
<b>Total</b>	7,428,374	3,748,887	3,679,487	10,243,447	5,005,522	5,237,925

Source: Ghana Statistical Service (2000; 2010)

Table 8 shows that the proportion of the labour force employed by the agricultural sectors is at 38.3 percent, a decline from 42.9 percent in 2016. The industry sector also employed 18.2 percent of the labour force as of 2017, which was an increase from 14.2 percent in 2016 (ILO, 2017). As shown in Table 8, the service sector employed a higher proportion of the labour force in 2017, representing 43.5 percent – an increase from 42.9 percent in 2016. The gender breakdown shows that there were more females employed in the service sector while more males were employed in the agriculture and industry sectors.

<b>Sector</b>	<b>Total</b>	<b>Male</b>	<b>Female</b>	<b>Urban</b>	<b>Rural</b>
<b>Agriculture</b>	38.3	41.7	35.1	11.8	65.2
<b>Industry</b>	18.2	26.1	21.2	23.5	12.9
<b>Services</b>	43.5	32.2	43.8	64.7	21.9

Source: Ghana Statistical Service (2017)

As shown in Table 9, the unemployment rate in 2017 was at 6 percent, with the percentage of unemployed females being slightly higher than that of males. Thus, the unemployment rate in 2017 represents a decline the rate of 11.9 percent in 2016. Meanwhile, the youth unemployment rate increased from 5.5 percent in 2013 to 16.9 percent in 2016. The urban unemployment rate is higher (13.4 percent) than the unemployment rate in rural areas (10.2 percent) (MELR, 2018).

## 2. Political and Socio-Economic Data

<b>Employment status</b>	<b>Total</b>	<b>Male</b>	<b>Female</b>
<b>Employed</b>	65	66.9	63.3
<b>Unemployed</b>	6.0	5.4	6.4
<b>Not in labour force</b>	29.1	27.7	30.3

Source: Ghana Statistical Service (2017)

The majority of those employed were economically engaged in the agricultural, forestry, and fishing sectors (representing 41.7 percent), followed by service and sales workers (21 percent), and then craft and related trade workers (15.2 percent) (Table 10). From Table 10, one can see that the agricultural, forestry, and fishing jobs employed a majority of the population with no to basic school education. For those with vocational, technical, and commercial training, 29.6 percent were engaged in service and sales work and working as secretaries, receptionists, typists, salespeople etc.; 24.7 percent of this demographic were employed in craft and related trades work, and 11 percent were employed in skilled agricultural, forestry and fishing work. Despite the development potential of vocational, technical and commercial education, there is a lack of investment into it. Additionally, the limited investment in the sector that exists is mainly focused on commercial training for office and secretary jobs. Furthermore, educational training programmes lack connections to employment offers and the industry. Thus, more investment in vocational training is needed in order to reduce unemployment and increase social mobility and development (Hanson, 2005). Apprenticeships are the most important form of training in urban Ghana, but those with apprenticeships earn less than those without any formal training and receive less social recognition from the community (Monk, Sandefur, & Teal, 2008, p. 29). Nevertheless, Ghana has a solid infrastructure in place for apprenticeships, which needs to be further strengthened (Sonnenberg, 2012). These gaps in technical and vocational training and employment could be addressed through a global skill partnership. The sector could be supported in order to train and upgrade skills that could contribute to the industrial sector of Ghana as well as of other countries.

## Sectors with Potential for Transnational Skill Partnerships

**Table 10: Distribution of Economically Active Population 15 years and Older by Level of Education and Occupation**

Occupation	Total Number	Total %	Never attended	Basic school	Sec./SSS/ SHS	Vocational/ Technical/ Commercial	Post middle/ Secondary certificate	Post-secondary diploma	Degree and higher
Managers	250,170	2.4	0.9	1.9	3.6	4.3	5.1	8.7	18.0
Professionals	546,688	5.3	0.4	1.6	10.1	7.1	50.3	44.3	51.0
Technicians and Associate Professionals	188,026	1.8	0.3	1.2	4.6	5.1	7.8	8.9	8.0
Clerical support workers	147,079	1.4	0.1	0.6	3.9	5.4	3.8	10.2	10.0
Services and Sales workers	2,151,007	21.0	13.7	25.2	30.5	29.5	11.9	12.5	6.0
Skilled agricultural forestry and fishery workers	4,275,986	41.7	67.8	35.6	17.8	11	11.3	4.5	2.3
Craft and related trades workers	1,554,989	15.2	10.0	19.7	15.6	24.7	5.1	6.0	1.8
Plant and machine operators and assemblers	503,726	4.9	1.8	6.9	7.1	6.0	2.4	2.7	1.5
Elementary occupations	607,820	5.9	5.0	7.2	6.3	5.8	1.9	1.5	0.6
Others	18,005	0.2	0.0	0.1	0.6	1.0	0.4	0.8	0.7
<b>Total</b>	<b>10,243,476</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: Ghana Statistical Service (2010)

### 3. Sectors with Potential for Transnational Skill Partnerships

Ghana's TVET covers all relevant sectors - namely health care, nursing, repackaging/recycling, the automotive sector and construction. Beyond the local Ghanaian market, the key informants noted that students are also prepared for the global market. This is what one of the key informants had to say:

*“Although we are confident that our students can easily fit into the German market, we are willing to provide country specific upgraded skills to our students if need be”*  
(COTVET Representative, 2020)

## Sectors with Potential for Transnational Skill Partnerships

Hence, there is notable interest across all sectors regarding cooperating with Germany in labour migration partnerships. In our initial study, several of these sectors have demonstrated potential for the development of skill partnerships. However, the construction sector stood out as the most suitable since construction is one of the main TVET programmes, and thus courses are already being offered in this sector, which can be built upon. Though the healthcare/nursing sector is similar to the construction sector in this regard, Ghana does not meet the criteria of the relevant WHO Global Code of Practice on the International Recruitment of Health Personnel which discourages active recruitment of health personnel from developing countries facing critical shortages of health workers (World Health Organisation (WHO), 2020). It was therefore decided to focus the in-depth exploratory study on the construction sector. In the following sections we therefore provide brief overviews on the sectors we had looked into during the initial phase, before turning our focus to the construction sector.

### *Health Care/Nursing*

This sector is managed by the Ministry of Health, which oversees medical practitioners, pharmacists, dentists, and nurses, among others. Nursing is offered by both public and private institutions for students who have successfully completed senior secondary school education. Depending on the grade, one can either enter nursing institutes to have a post-secondary training and certification, or progress on to a university to pursue a bachelor's in nursing. Those who complete post-secondary training, obtain a diploma which allows them to pursue a degree at university. Additionally, until a student passes the professional nursing exams, they are not qualified as a professional nurse.

In this sector, some examples of transnational labour export arrangements exist despite the health education and training challenges in Ghana. In 2019, the government signed a bilateral labour export agreement with the government of Barbados (Joy News, 2019). In July 2020, 95 (49 women and 46 men) Ghanaian nurses arrived in Barbados through a chartered flight for a two-year contract (with the option to extend). The nurses in this programme all have a minimum of three years of experience, and specialise in critical care, cardiac catheterization, emergency room nursing, surgical nursing, and ophthalmology (Joy News, 2020).

Contrary to what is envisioned in the global skills partnership concept, the nursing export programme does not really build on the capacity of the local industry in Ghana, but rather takes from it with the hope that the country may benefit from remittances, while also creating room for the many unemployed and newly-graduated nurses to fill in the vacancies created by the program. President Akuffo-Addo expressed his concern about the many unemployed nurses:

*“we have a surplus of nurses in Ghana and placing them all in our public health system is one of my headaches. There have been a lot (of nurses) produced, which, for several years, we have not been able to do anything with”*

*(Republic of Ghana, 2019)*

Unlike the other sectors, the nursing sector is complicated in the sense that the highly experienced professionals would be targeted for global partnership programmes. First, because of the critical nature of the job and the responsibility for human health and lives, they need to be fully certified upon completion of their training. They could not be co-opted from schools as could be

## Sectors with Potential for Transnational Skill Partnerships

done for the other sectors. Additionally, taking the most experienced from their field of work as in the case of the Barbados contract, defeats the purpose of a triple-win partnership. We therefore recommend excluding nurses from the pilot project. This argument is further supported by Agyei-Baffour et al. (2013, pp. 1-6)

*“Ghana’s health worker density, estimated at 91 per 1,000 population, falls far below the WHO recommended level of 2.28 health care professionals per 1,000 population (p. 1).*

*Ghana would need and benefit most from health care worker’s postings to rural and underserved areas by providing apprenticeship and employment incentives of, e.g., study leave after two years versus five years of working in rural areas, advanced working conditions and free superior housing schemes (p. 5).”*

### **Recycling and Packaging**

This is a sector with huge potential and in which Ghana could benefit significantly from a skills exchange. This programme is not offered yet within the TVET system in Ghana, however, there is the possibility of integrating such a programme in the curriculum. The key informants explained that they already have facilities and instructors necessary to offer such programmes. All they would need is to upgrade the existing facilities and provide additional training to the instructors. One of them said:

*“We can either integrate such a programme in an already existing department or create a department within our institutions for it. We will have to upgrade the labs and provide additional training to our instructors. Any of these possibilities are available and we are willing to engage in that discussion (Representative of TVET Department, Ministry of Education, August 2020).”*

### **Automotive industry**

This programme is offered from the upper secondary school level up through the tertiary level of education. The focus of the programme has been on mechatronic systems including electronics, mechanics, control, inspection, and repair, among others. Much of the pre-tertiary-level training focuses on mechanics, while the tertiary-level training combines skills delivery in both electronics and mechanics. Electronical training is in growing demand due to the influx of electric cars which require repairs and inspections by trained professionals.

For now, only a few tertiary institutions have the capacity to provide the electronic aspect of training. We, however, gathered from the interviews, that there is a national plan to spread the programme across the country. One of the respondents provided some details:

*“some of our technical universities have started offering the electronics skills to students due to importation of modern cars with electronic parts that demand such skills. It is currently on a smaller scale but with more upgrading of our instructors we can roll it out to other institutions. We will be happy if we can receive support in this area.”*

*(COTVET Representative, 2020)*



## Sectors with Potential for Transnational Skill Partnerships

### *The Construction Sector in Ghana*

The construction sector plays a key role in the development of Ghana as it offers employment opportunities for the younger generation. This sector consists of two sub-sectors—namely the building and civil sectors, of which the building sector has been the busiest due to the rise in real estate development. Real estate development in Ghana has become one of the key investment portfolios for the diversification of private and organisational investment, with the expectation that investment in the field will bring profit in the mid- to long-term, and that real estate investments are protected against unforeseen economic shocks.

Construction is one of the main TVET programmes offered at all eight levels of qualification. Construction programmes include planning, architecture, surveying, plumbing, electricity, welding, painting, carpentry, masonry, tiling, plastering, block-laying and stonework among others.

The construction sector in Ghana offers a myriad of opportunities for both the economy and the individuals working in the sector. However, the high level of informality within the sector negatively impacts the attitudes of workers and the opportunities available in the sector. Students in the field demand more practical training and employment opportunities, and report stressful placement processes and financial strain during the job search process. Already in 2011, academic research suggested that educational institutions in Ghana should collaborate more closely with the construction industry in order to establish secure job-placement processes and to monitor the effectiveness of training programmes (Ayarkwa, Adinyira, & Agyekum, 2011).

Overall, the rate of enrolment in construction education programmes has been increasing at various levels of education including in secondary schools, the NVTI, trade schools, and technical universities. For the purpose of this study, two types of institutions offering construction programmes were investigated using in-depth interviews. These institutions include the NVTI and three Technical Universities (i.e., CCTU, ATU, and TTU). In the workplace, the HND from a technical university will typically be the supervisor of an NVTI certified worker because the certification of an HND graduate is higher than that of a NVTI graduate, however, the latter often has more practical skills than the former.

However, educational training for the construction sector is still largely informal, which means that the sector itself is highly informal and that workers in this sector often have relatively low levels of education. According to the interviews conducted, unemployment of skilled workers is quite high in Ghana's construction sector. The key informants all indicated that the sector is saturated with people who have learned on the job because few contractors offer formal education programmes. This highlights the need for construction programmes which offer people the opportunity for advancement through formal education. Despite the slightly increasing demand for labour prior to COVID-19, government projects which used to be the biggest employers have since been reduced, decreasing labour employment in the sector. This is coupled with the debt-stricken nature of the construction industry. This is seen in the non-payment of contractors for projects completed over longer periods of time. This implies that contractors are unable to fund their projects, which results in infrastructure deficit. That said, despite the government's failure to pay contractors, there are less workers in the industry. This compounds the issue of unemployed graduates who could be beneficial to other countries as well as earn a meaningful income.

## 4. Educational institutions: TVET and NVTI

As shown in Table 11, the national qualification framework has eight levels. For this study, we will focus on the levels 4 four to six which are most relevant for a potential skill partnership between Ghana and NRW.

<b>Level</b>	<b>Qualification</b>
<b>Eight</b>	Doctor of Technology
<b>Seven</b>	Master of Technology
<b>Six</b>	Bachelor of Technology
<b>Five</b>	Higher National Diploma
<b>Four</b>	National Certificate II
<b>Three</b>	National Certificate I
<b>Two</b>	National Proficiency II
<b>One</b>	National Proficiency I

Source: COTVET (2020)

As discussed above, TVET education ranges from manufacturing to science-related subjects to commerce. For the first phase of this exploratory study, we focused on a broader range of sectors, all of which, apart from nursing, have their associated programmes delivered to trainers of TVET education in Ghana from the University of Education under the College of Technology Education in Kumasi (COLTEK).

### 4.1. TVET: Structure and institutions

In 1830, the Basel Mission began TVET education in Ghana and since then, it has been integrated into the country’s educational system, with the aim of supporting the developing industrial sector (Beeko, 2005; Asare-Danso, 2014). TVET covers the subjects of technological training, agriculture, applied sciences, visual arts, construction, and business among others (Kemevor & Kassah, 2015). TVET in Ghana is divided into formal, non-formal, and informal education, but for the purposes of this project our focus is on formal TVET education. The College of Technology Education in Kumasi (COLTEK), a college of the University of Education, Winneba, is a public tertiary teacher training institution that trains teachers of TVET. The TVET programmes there include construction and wood technology, mechanics, automotive and electrical technologies, and information and communication technology (ICT). The Faculty of Vocational Education offers programmes in fashion design, textiles, hospitality, and tourism (UNESCO-UNEVOC, 2016). Both degree and certification programmes are available.

TVET exists in different forms throughout the entire educational system of Ghana, from the primary up through the tertiary levels. However, much of the TVET education is concentrated beginning from the upper secondary level and beyond. The upper secondary level TVET education is run for two to three years alongside the academic secondary education, which is referred to as senior high school. The technical senior high schools and technical institutes provide an alternative

#### 4. Educational institutions: TVET and NVTI

to students who do not want to be in a more academic curriculum at the upper secondary level (UNESCO-UNEVOC, 2016).

Students who aim at post-secondary technical and vocational training have the option of progressing to either the academically oriented universities or to the technical universities. However, the tricky part is that the academically oriented universities only admit students who have successfully graduated from technical schools and not from technical institutes. Those who successfully complete their technical institute education can only proceed on to the technical universities (previously polytechnics) upon completion of pre-technical/craft courses. According to the National TVET qualification framework (NTVETQF), students who successfully complete technical universities receive either a Higher National Diploma after five years of training, or Bachelor of Technology after six years of training. Others could proceed to the graduate level if they so wish.

**Figure 5: TVET Qualification in Ghana**

- There are three years of junior high school, which constitutes part of the 11 years of basic education in Ghana, and which aims to provide general technical and vocational skills training to those who pursue junior high school education.
- The technical senior high schools focus on providing training in technical, vocational, and agricultural electives.
- The technical institutes provide training on practical skills to produce technically qualified individuals for direct employment and entrepreneurship.
- Technical universities/polytechnics offer a range of courses in manufacturing, science, technology, applied arts, and technical programmes for direct employment. They all involve workplace experience learning.
  - HND requires a basic entry requirement of National Certificate II (60 -80 credit hours), WASSCE or equivalent qualification from any of the previously described technical institutes or high schools. HND qualification involves a total credit 120 credit hours.
  - Bachelor of Technology requires a basic entry requirement of HND, COTVET National Certificate II or equivalent qualification in the appropriate subjects and points. BT qualification involves a minimum total of 180 credits.
  - Master of Technology requires a basic entry requirement of HND, Bachelor of Technology, or equivalent.

The generic subjects offered include mathematics, English, entrepreneurship, information and communication technology, social studies, science, African studies, and research methods.

Source: COTVET (2020)

According to COTVET (2020), TVET in Ghana is overseen by various government ministries and agencies as well as private institutions.

Under the Ministry of Education, there are two main institutions involved with TVET, the Ghana Education Service (GES) and the Council for Technical and Vocational Training (COTVET). The Technical and Vocational Education Training Division of Ghana Education Service manages all pre-tertiary technical education. This division manages 46 technical schools across the country which provide TVET.

## 4. Educational institutions: TVET and NVTI

The COTVET is responsible for formulating, supervising, and implementing national policies for skill development at all educational levels for both the formal and the informal sectors. COTVET partners with the Skills Development Fund Committee, the Industrial Training Advisory Committee, the National TVET Qualifications Committee, the National Apprenticeship Committee, and the Training Quality Assurance Committee. In 2006, Act 718 created COTVET and the COTVET Legislative Instrument 2195 in 2012 gave COTVET the mandate to oversee the TVET system to ensure compliance with the National Qualifications Framework. Other institutions supporting COTVET and its activities include:

- The National Board for Professional and Technician Examination- established by the Act 492 in 1994 to “administer examination schemes for professional bodies and non-university institutions at the tertiary level”.
- The National Accreditation Board- created and mandated by the 744 Act in 2007 to “accredit public and private tertiary-level institutions with reference to the contents and standards of their programmes”.
- The recently named Technical Universities, previously known as Polytechnics, were created by the Polytechnic Act 745 in 2007 to “offer tertiary education in the fields of manufacturing, commerce, science, technology, and business, and to provide opportunities for skills development, applied research, and the publication of research” (COTVET, 2020)

### 4.2. The National Vocational Training Institute (NVTI)

The NVTI is a public institution under the auspices of the Ministry of Employment and Labour Relations (MELR). It offers programmes for training in both the formal and informal sectors. The NVTI is mandated by Act 351, 1971, supervising all forms of training, including apprenticeship training programmes.

The NVTI is comprised of 34 formal institutions and serves as an umbrella organization for 800 public and private technical and vocational training schools. Part of the mandate of the NVTI is to conduct assessments and examinations for all the formal and informal training institutions accredited by them. There is also a department responsible for the informal training of crafts persons and apprentices. Accordingly, the crafts persons and apprentices in Ghana within the informal sector have the opportunity to receive training and certification from the NVTI. This department regularly audits the various workshops of the craftsmen who belong to the apprenticeship division of the institution. This same department issues apprenticeship contract forms and apprenticeship completion certificates.

The general certification programme of the NVTI consists of 30 percent theoretical and 70 percent practical education. The program was previously four years but has now been modified to take place within 3 years. At the end of programme, NVTI students are recognized as master craftsmen or trainers. Graduates leave the programme with a total of three certificates. The first certificate is the foundation certificate. Thereafter, Certificates I and II are awarded after the second and third years respectively. The NVTI also provides accreditation for master craftsmen trainers, who in turn issue apprentices their completion certificates. Further details of the qualifications issued include the following:

- In the foundational certification (first year), the students take core courses in English, mathematics, and entrepreneurship and are offered field experience. In this foundation year, students must take their foundation examination, which is a generic exam which

#### 4. Educational institutions: TVET and NVTI

covers the practical skills associated with the programme. This exam takes place around May/June and a temporary certificate is issued if a student passes the exam. Any student who discontinues their studies after this exam, is not likely to be paid well by any government or private employer because they have only acquired basics skills at this point.

- In the second year, students begin to major in their areas of specialisation. They also work in the field in order to complete their industrial attachment for a period between six to twelve months and take the Certificate I exam.
- Finally, in the third year, NVTI students write their Certificate II exam. However, as there are two major examination seasons, some students are able to write the Certificate I exam in May/June and then when the results are released, they proceed to take the certificate II in November/December of the same year.

Additionally, the NVTI offers the Proficiency I and II programmes which are more pragmatic ways of teaching vocational and technical skills to all members of society; be they professionals or non-professionals. These programmes are advertised to prospective students, which range from junior and senior high school (JHS & SHS) graduates to dropouts to those who may have never entered a classroom before to highly skilled professionals in other areas to and businessmen, and everyone in between. Often these students who are illiterate, the programme may be conducted in their native language or another language with which they are comfortable. The proficiency programmes are structured as follows:

- The Proficiency I programme is for all people with or without any level of education who are interested in acquiring practical skills. For example, a chartered accountant can enrol in the programme to learn practical skills such as repairing refrigerators. At this level the student is issued a Proficiency 1 certificate.
- The Proficiency II programme is the next level after Proficiency I. Here the students continue with more practical training.

The benchmark of the proficiency programmes is to empower as many individuals as possible from all walks of life, who are willing and trainable in vocational and technical skills to earn a decent living. This also helps to reduce social shortcomings in Ghanaian society.

Although the construction sector continues to be largely male-dominated, there are now measures in place to encourage females to venture into the field through special scholarships. Aside from a few older students mostly engaged in short-term programmes, the majority of students are young JHS or SHS graduates completing the full-time programmes.

#### ***Content of Construction Programmes in the NVTI***

The construction programmes offered by the NVTI include masonry, carpentry, plumbing, tiling, welding, HVAC, general electrical systems, and construction electrical systems. The general electricians learn about rewinding motors and other electrical mechanisms, whereas the construction electricians learn about the laying of cables at construction sites. Past trends show that the majority of students opt to specialise in electrics, followed by masonry. The popularity of the electrics is likely due to the employment prospects that graduates of the programme have with the huge power companies such as Ghana Grid Company Ltd (GRIDCo), Volta River Authority (VRA), and the like. Additionally, electricians are well sought after as a result of the electricity

#### 4. Educational institutions: TVET and NVTI

programmes of successive governments which have sought to connect all villages to the national grid.

##### *Enrolment / Graduation / Employment & Industrial Experience*

Generally, the NVTI has an average enrolment of about 11,000 students across all 34 institutions and every year more than 3,000 students are admitted to the school. The enrolment for the construction department alone is approximately 1,000 students. The NVTI has a graduation rate of about 90 percent. The NVTI's major challenge has been the issue of students participating in attachment programmes not returning to continue with their programmes. Some of the interns are offered employment by the companies they get attached to. Since the ultimate goal for many students who pursue a vocation is to secure livelihood, many of the students do not return following industrial attachments since they have already received earnings in the field.

The nature of construction jobs available vary on a daily basis although there are a few companies which employ workers on a monthly or permanent basis. This means that most construction workers are self-employed and take on projects on a private contractual basis. The NVTI seeks to monitor how their graduates are doing in the job market two to three years after graduation. However, it is difficult to ascertain the employment status of all the trainees due to challenges with organising successful tracer studies arising as a result of low funds and an inability to reach trainees using contact details provided to the school.

The NVTI facilities have classrooms for teaching theory and workshops for practical demonstrations. All technical managers at the NVTI are required to establish production units in order to offer the students hands-on experience in their respective fields by fulfilling contracts from private individuals and public organizations. This programme was created to ensure that there would be a strong internal practical knowledge transfer to students. Students also have the chance to participate in on-the-job training (OJT), which is a form of an internship which can be completed at both public and private companies. It is important to mention that most of the companies available for this service are Ghanaian owned. Cooperation with foreign companies is currently dependent on what they have to offer, their location, and if they have space available for trainees.

The OJT is initiated either by the NVTI or by the student themselves. The NVTI has memorandums of understanding (MOUs) with certain companies which allow their trainees to gain industrial experience with them. In this case, the school's liaison office facilitates the placement of the student(s) by following up on their requests with those companies. When students have to seek companies themselves, letters of introduction are given to the students in order to facilitate their search for internship opportunities in their areas of specialization. In addition, there are cases when companies request the services of students on an attachment-basis from the school. In cases where interns show high productivity and creativity, the companies hire them even before they graduate.

Although the internship programme has been positive, it has not always been executed without challenges. For example, students face accommodation issues when their internship is located far from home. There have been cases of students who have waited until the first floor and roof of a building was done, and then slept there until their attachment period is over. Additionally, liaison officers are sometimes unable to follow up and supervise the performance of trainees in the field due to a lack of funding from the NVTI.

## 4. Educational institutions: TVET and NVTI

### *Existing Skill Partnership Experiences*

The NVTI has a partnership with GIZ through which they recently trained 400 people in different skill areas and awarded certificates. This project was called the Migrant Employment Project (MEP), which selected trainees from less privileged communities as well as returnee migrants as participants. Three regions were chosen for the training: Greater Accra, Ashanti, and Brong-Ahafo. The purpose of the project was to help alleviate poverty in poor communities and ensure the reintegration of returnee migrants into the Ghanaian economy. The First Lady of Ghana, Mrs. Rebecca Akufo-Addo, was the guest of honour during the graduation ceremony at the NVTI Head office in Accra.

In recent times, the NVTI has also worked with the Global Community to train 600 Nigerians under a direct MOU signed with the Nigerian government. This was done under the amnesty programme wherein people were trained in Ghana in various vocational and technical skills. In October 2020, another group from Burkina Faso paid working visits to observe the NVTI system used in Ghana. The leadership of the NVTI seeks to address the complex nature of labour issues by approaching them with a sense of flexibility while dealing with partners. Due to this policy, they have been able to partner with a couple of international bodies in executing skill-training projects.

Additionally, the school signed a partnership MOU with the World University Service of Canada (WUSC). This agreement was completed between the partner and the school's management led by the Office of the Executive Director.

### *Potential Skill Partnerships of NVTI with NRW/Germany*

The NVTI would be happy to partner with German institutions and states interested in labour exports. The institution would need assurance from partners concerning the fair treatment of their trainees. Unfortunately, some trainees who migrated to Gulf States had horrific experiences and the NVTI seeks to prevent similar situations from occurring in the future:

*“So, as I came to NVTI about ten years ago, my executive director was always saying that we’re going to train people and then even export them so that the country would also benefit from what they earn. For instance, we have contractors who are coming from outside the country and then, most of their monies are repatriated back to their country and they drain our foreign exchange which can also do be the same for our trainees and then they go in there and the government can also benefit officially. So, the trainees benefit and the German government also benefits. So, I believe that we will be lucky to have that kind of partnership”*

*(Head of Monitoring and Evaluation, NVTI, Dec 2020).*

The NVTI has the capacity to educate enough construction workers to satisfy both the local and international markets. However, the institution does not see labour export as an issue of brain drain, which is often feared in this context. Similar to the fears of NVTI, Clemens (2015), in an earlier write-up on “Global Skill Partnerships: A proposal for technical training in a mobile world”, had made similar observations. It has been observed that there are graduates such as masons who

#### 4. Educational institutions: TVET and NVTI

are unemployed after 3 or 4 years of skill training. Thus, an opportunity to work in Germany and learn new technology would be of benefit to the workers as it would provide them with a livelihood and upon return, the country would benefit from knowledge transfer and best practices that the workers bring back with them. This would also increase the ability of the local market to carry out high quality projects. It is projected that given the short training time of quality trainees, it is possible to train enough workers in Ghana that sending a portion abroad would not have a negative impact on the local industry. Moreover, trainees have been travelling without restrictions to foreign countries in the past without negative impacts on Ghanaian industry. Thus, the same outcome can be expected with this structured recruitment.

*“Once you establish your business and you want to go back to the University it’s not difficult so now if we are training people and then we are able to train them well and then within a short time they can travel outside the country, we would have enough to push the system and I believe that would not affect our construction. There are people who are masons and they are not finding jobs, they complete schools and 3 or 4 years they are still sitting at home and so we can also go there, get the technologies and then come back to help our economy”*

*(Head of Monitoring and Evaluation, NVTI, Dec 2020).*

The fact is that Ghana’s infrastructure is developing in the midst of challenges. The NVTI argues that labour exports in the face of unemployment and other difficulties helps the industry to reduce brain waste.

The NVTI has a standardized international curriculum which prepares the trainees to adapt to different markets. Respondents stated that, at most, trainees would need a brief overview of unfamiliar materials such as specific adhesives used in insulating materials in temperate regions. A short orientation period may be needed as well to help the trainees to adjust to the culture and work ethics of the German market.

*“With our graduates all over the world, we usually have a certificate they use around the world for verification. They may need capacity building lasting about a month or two in order to fit into any new environment so they can adapt to the work culture in which they find themselves” (Head of Monitoring and Evaluation, NVTI, Dec 2020).*

The vocational and technical development has so far been mostly conducted through partnering with industries. The NVTI is interested in what goes into training and what kind of tools are used. The partnership would be more beneficial if NVTI workshops have access to state-of-the-art technologies and if trainees are taught how to adapt themselves to the international market. The institution is also focused on ensuring that the training offered meets a standard which allows for a smooth transition from training to the job market. In order to achieve all this, the staff must be equipped to increase the quality of education given to the students, thus promoting an actual skills exchange.

The options for the partnership also include integrating student recruitment as part of the programme as well as equipment upgrade and staff training:



#### 4. Educational institutions: TVET and NVTI

- The NVTI students spend four years to complete their course but by the time they finish the second year, they would already have some experience that allows companies to recruit them. (After the second year, some of them do not come back to school to complete the four years because companies recruit them)
- Industrial attachment with German construction companies in Ghana for students to gain industrial experience
- Upgrading of equipment, staff training, and expert support from Germany

The NVTI signs MOUs at the institutional level with their partners. The MOU at the institutional level (Head office) will be handled by the Office of the Executive Director, which is able to oversee all the details of such partnerships. The management would be able to assess their responsibilities and that of their partners in order to ensure a smooth process. Such an MOU is important because not all the NVTI schools offer construction training and depending on the number of students that partners expect, NVTI could pull together the number of students from its various outlets to meet the needed demand.

Students would be interested in a labour migration partnership once they have the ability and the strength to work. Once a trainee has the skill and the know-how in the field, they are ready to be deployed. Construction education at the NVTI is dominated by younger males, who tend to participate in international migration more than members of other demographics, and thus may be keener on a labour export partnership than students.

#### 4.3. Technical Universities

The Higher National Diploma training is typically comprised of both theoretical and practical aspects. At the HND level, the focus of the training tends to be on the practical aspects, which make up 60 percent of the courses. Theory then makes up the other 40 percent. Similar to the NVTI, the building and construction programmes attract younger students between the ages of 19 and 24. Some of the schools offer both fulltime modules, which are mostly filled by younger students, and part-time modules, which attract older workers. The minimum age for the part-time modules is 25. Some students drop out due to poor academic performance, personal reasons, financial issues, or apathy towards the course. These courses are also a male-dominated at a proportion of 90 percent men to 10 percent women. The gender disparity is due to the traditionally held beliefs that science and construction are challenging for women, and they women seek alternative education paths beginning in secondary school. Enrolment in various technical universities in Ghana has been increasing over the past five years, with the average enrolment ranging between 80 to 115 students per year at different institutions. The graduation rate is also high (approximately 90 percent), although the departments do recognize the still too high dropout rate of students.

- ATU: 80 students out of 115 graduate every year
- CCTU: Estimated graduation rate of 98 percent
- TTU: From around 80 to 120 students per year, 90 percent end up completing their programmes

#### 4. Educational institutions: TVET and NVTI

<b>ATU</b>	<b>Duration of Program</b>	<b>Course Content</b>
<b>Higher National Diploma (HND) in building and diploma Construction Technician course</b>	3 YRS	Mathematics, Communication Skills, Research Methods, Building Services, Human Relations, Computer Skills, Building Sciences, Building Drawings, Contract Administration, and Measurement of Building Works
<b>CCTU</b>		
<b>Higher National Diploma (HND) in building and a diploma programme in Estimating</b>	3 YRS	Construction Technology, Estimating, Contract Administration, Land Surveying or Geomatics, Engineering and Entrepreneurial Skills.
<b>TTU</b>		
<b>Higher National Diploma (HND) in building and a diploma programme</b>	3 YRS	Construction Technology, Measurement of Construction Works, Design, Estimating of Construction Works, Environmental Impact, and Contract and Tendering for Construction Projects.

Source: Fieldwork data, 2020

#### *Enrolment / Graduation / Employment & Industrial Experience*

The employability of construction professionals from the technical universities has been enhanced with the introduction of Competence Based Training (CBT) into the curriculum. The switch from traditional training to CBT has opened new opportunities and created confidence in the practical abilities of the trainees to execute projects at the highest level.

*“As a matter of fact, if you look at other technical universities around that produce Building Technology students, an average of about 80 percent graduate so I’ll be compelled to classify this as a bit of unemployment. What happens then is that, you have a lot of people calling in to find out if there’s a job they can be connected to”*  
(HoD, ATU, Nov. 2020).

Technical universities provide the students with entrepreneurial skills alongside their construction skills, so that they have tools to be self-employed down the road. Thus, after graduating, a number of students become self-employed and offer services to both private developers (companies) and individual project managers. A number of graduates end up back in the classroom as teachers in the basic schools teaching technical drawing. There are two main challenges for students wishing to become self-employed, namely that they do not have the necessary financial resources to support themselves, and that they face stiff competition from non-professionals in the market. The latter leads to self-employed graduates undervaluing their services in order to compete. Some have argued that the undervaluing of professional work is because

#### 4. Educational institutions: TVET and NVTI

people cannot afford such services, gives preference to informal workers, and causes the market rate to be set by the competitive bargaining power of the non-professional construction workers. In this case, the professional worker is compelled to accept low payment for his or her work in order to earn a living.

As has been previously mentioned, although employment rates have improved among construction workers, there is still unemployment in the industry. Some have also argued that although the industry has grown considerably over time, there are not enough companies in the market to absorb all the people who graduate from the professional programmes. Apart from this, the government's position on payments to contractors and general employment also contributes to the issue of unemployment. For instance, the government, who is the biggest employer in the industry, keeps placing embargos on all forms of employment in all sectors intermittently, which means that many graduates are unable to enter the employment stream. Additionally, since more graduates are produced on a regular basis, it leads to an excess supply of unused labour in the system. In other words, there are more qualified workers than there are positions.

#### *Industrial Experience*

Industrial experience is the backbone of education at the technical universities, and this is carried out through internship programmes between the schools, students, and industry players. While some of the institutions that offer internship opportunities to TTU students are government-owned, others are privately owned. For example, Ghana Highway Authority, Feeder Roads, Urban Roads, Ghana Water Company Limited are all government-owned institutions. Asabea Construction Company, LEGNA construction, CENTRAL Impressions, and Jasmore Construction Company are among the private owned-construction companies that hire interns from TTU. The process of matching interns to internships manifests in three ways: companies can request particular students for an internship, the construction department may have MOUs with certain cooperation partners to send interns to them, and/or students can look for a position on their own. To ensure proper coordination concerning the second matching possibility, the university has an industrial liaison office that links up students, the school, and industry players to ensure that every trainee is placed in an appropriate institution for their internship.

Students usually spend between six and eight weeks doing the industrial attachment. Some students choose to complete their attachments during the long vacations. HND students complete two internships during their studies. The purpose of an internship is to give students the opportunity to acquire practical knowledge and skills in their chosen career by serving as apprentices to relevant industry players in the field. However, the lack of accommodation, transportation, and financial support pose a challenge to many students who want to complete internships outside their immediate radius.

#### *Existing International Partnerships*

One of the officials provided insight into the state of TTU's partnerships with foreign institutions. He asserted that:

*“The school has these collaborations and as at now, we are working with GIZ on one or two things. It hasn't been something which has been spearheaded by the department and over the years, it's been spearheaded by*

#### 4. Educational institutions: TVET and NVTI

*the main university. But really, it's something that has been on the table for a while and moving forward, we have to look at some of these collaborations for the betterment of whatever we doing over here”*

*(HoD, BT, TTU, Nov. 2020).*

A lecturer at the department also argued that,

*“Netherlands trained us during the NUFFIC project for the building department. And at least we have a bird's-eye view of what pertains in Germany since their European standards are similar. So I don't think that we'll have too much variation in terms of the education aspect of it, but if there's a need for us to improve on certain things, we are always ready to accept new information” (HoD, BT, CCTU, Oct 2020)*

#### ***Potential Skill Partnership of Technical Universities with NRW/Germany***

The construction departments of the technical universities stated that they follow the British standard of training, which was globally accepted and to some extent used in Germany (fieldwork data, 2020). The Head of Department (HoD) CCTU explained:

*As earlier mentioned, Netherlands trained the department during the NUFFIC project. So there's a bird's-eye view of what pertains in Germany since the European standards are similar. Again, prior to the NUFFIC project, the department basically depends on the British standard of training which is also globally accepted and to some extent used in Germany. Therefore, the curriculum meets international standards and in terms of the training of construction workers, CCTU doesn't have much variation from what pertains in Germany.*

*(HoD, BT, CCTU, Oct 2020).*

The representatives of the departments argued that there is not much variation between the curriculum in Ghana and in Germany. Students from the department have always been trained to fit into the robust international market (including in the USA and Gulf Region) and to pioneer steady progress in the construction field. However, in order to address potential issues and to live up to the perceived “German precision”, two of the universities in Ghana have stated that they would be willing to improve certain aspects of the curriculum, specifically regarding equipment usage and working habits, in order to better prepare the students for the German market.

Two of the technical universities could confirm that some of their students are currently working for construction companies in the United Kingdom, Canada, and other foreign nations. According to the representatives of these universities, follow-up reports organized by their respective schools to monitor the performance of their students after graduation indicate that their students are doing well in the construction companies in destination countries. However, the institutions believe that these trainees would have performed even better had the department had access to more resources (equipment and human capital development) for the trainers themselves. Some of the respondents have forecasted that a collaboration with a foreign institution, specifically

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concerning exchanges in skills and technology, will better equip students to adapt to the international market. The HoD of ATU said:

*“Construction is universal. It is only the tools that bring about the difference. The foundation in Ghana is the same foundation in Germany. A door doesn’t change to become a window when you go to Germany. It is only the exposure and the tools that make the difference, they have a very solid ICT base while we are still trying to learn some of the things they have mastered. However, I still believe our students will need a bit of a top-up to be at par”*  
(HoD, BT, ATU, Nov. 2020).

Furthermore, one of the representatives also argued that the HND in Ghana focuses too much on theory, which leaves the trainees lacking in the hands-on practical aspect of the job on the field. The NVTI programme is ahead of the HND in terms of offering the students practical experience. The only advantage HND has over the NVTI is the theoretical know-how behind projects.

#### ***Potential Skill Partnerships with NRW/Germany***

During the interview process, we asked the respondents about their expectations concerning the form that potential skill partnerships with German institutions could take—including thoughts about issuing contracts, the nature of the partnership desired, the interests of students, and the potential of including German language training into the curriculum.

Two main processes were highlighted as options for any contractual agreement between the technical universities and other parties involved. The first option would be that the universities sign the MOU with the interested party. Every MOU signed by the university is to be implemented by a specific department. Once they sign the MOU and a department responsible for implementation, any challenges which may arise would be able to be addressed.

The second option would be to allow the departments to sign the MOU and keep the relationship at the department, and not the university, level. This could enable the department to have better control over the programme and would avoid obstacles that come with partnerships at the university level. More specifically, the following practices were recommended:

- ATU: The building technology department would like the MOU to be signed at the department level instead of the university level
- CCTU: Every MOU signed by the university is to be implemented by a specific department
- TTU: Every MOU signed by the university is to be implemented by a specific department

As part of the ‘triple win’ agenda which forms the basis of this partnership, the universities were asked to discuss their ideal version of partnership. Unanimously they all agreed on the following ideal partnership with interested German parties:

*”First of all, the Universities suggested to offer some match funds to support the partnership with the interested parties. The technical universities said they were prepared to put something on the table to make a partnership with a German institution work. The schools propose to make office spaces available for the partnership. The management of the school is also open to*

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*offering the highest form of hospitality to guest on the project, their time and energy for a win-win situation. The Pro Vice Chancellor made a case for what the TTU can contribute to the partnership by saying, “What we can put on the table is an office space and a place for whatever will be coming in for us. At least we should be able to provide an office space and all that for the grant” (Pro-VC, TTU, Nov. 2020).*

The potential of such a collaboration would motivate the majority of students. At the end of the day, trainees will expect and strive to join those who have already gone to Europe for work. As previously mentioned, while some Ghanaian construction professionals and non-professionals have had positive migration experiences, others have faced abuse. For example, there have been numerous reports about abuses faced by Ghanaian construction workers in the Gulf Region. Despite this, the youth who can migrate to the Gulf continue to do so, in violation of government programmes meant to limit their outflow to the region. If, even when faced with poor working conditions and government restrictions, these young people are still wanting to migrate, they would be even more willing to migrate to a place with good working conditions, such as Germany. The representative of ATU suggested some eligibility criteria for selecting students. He said;

*“I think anything that has to do with outside exposure is good. Some of us have a lot of confidence because of a Master’s and PhD education we got outside the country at some point. It’s very difficult to use any other criteria than their CGPA in selecting the students. Again, we may have to psyche the students because for all you know, somebody is from a well-to-do family and they have a package and the person may have to definitely go to India. So, we may have to do some psyching of the students and also use the CGPA as a medium of selecting the students” (HoD, ATU, Nov. 2020)*

## 5. German language training

### 5.1. German Language in the Training Curriculum

All the institutions recognized the German language as a barrier to success, although almost all of the institutions had experience with other languages or offer training in foreign languages such as Chinese, French, and Spanish. Each university was in support of integrating German language instruction either within the language department of the university or as a programme under the department responsible for training the students in construction. The German language could be taught throughout the duration of the construction training programme, following a review of the curriculum to enable all students to be adequately prepared for working in Germany. The school could also treat the German language as an add-on to the programme because it is deemed helpful for the students to actualise their goals. If it can be coordinated, then German partners could even send their language lecturers to instruct the Ghanaian students in the basic elements needed to communicate with their supervisors and fellow colleagues in Germany. This would certainly increase the productivity of the recruits on the job.

The Vice Chancellor (VC) of CCT explained his intention of incorporating the German language:

*“Well, we have started Chinese language training. We could also start German language training if necessary. It’s something we could incorporate into the curriculum. It could be added in the mainstream or it could also be done on the side. The students could have two or four hours in the week for German language. Once they decide they want to go to Germany, they’ll definitely have to go for these classes. So that is something that could easily be done”*

*(VC, CCTU, Nov. 2020)*

The NVTI management is flexible and open to integrating the German language into its curriculum if an MOU is signed. One of the options of doing this is to consider looking for German tutors to teach the students parallel to their studies, while another option would be to wait, and offer the best-suited graduates German instruction upon completion of their studies and before they travel to Germany. A final option would be for the host to offer German instruction to the selected candidates for the labour partnerships upon arrival in Germany. The open policy of the NVTI regarding labour recruits offers a pragmatic chance of negotiations for a win-win-win situation for all parties involved.

*“We can do a transitional training for people who have been identified to go to Germany. It could be done in Ghana before they go or it could be done when they arrive in Germany. We can also identify specific institutions that can incorporate German into their system. What that will mean is that it will be easy to pick those people from their institution in Germany to help”*

*(Head of Monitoring and Evaluation, NVTI, Dec 2020).*

The NVTI management is flexible and open to including German language into its curriculum if an MOU is signed. One of the options chosen is to look for German tutors to teach the students parallel to their studies. Another option is to offer the best-suited candidates German instruction following graduation and prior to their departure. The host could provide German instruction to the selected candidates upon arrival in Germany.

### 5.2. Existing German language training in Ghana

German language training is offered in Ghana and the courses are in demand – however, these courses are mostly offered outside the existing curricula, as has been shown in the previous chapter. The introduction of German language programmes in the Ghanaian education sectors has been challenging (Dovonou & Stoppa, 2019). This is largely due to the fact that there is not really a strong existing programme base which could be built upon and expanded. As one respondent from a German language training institution commented, this has led to a “somewhat vicious circle”. Since German is only taught as a minor subject in schools, there is only a limited pool of qualified teaching candidates to choose from. Additionally, since it is currently not possible to earn a master’s degree in German in Ghana, there is a lack of trainers to train future teachers. One respondent remarked that Ghana therefore has to still be considered a “developing country” when it comes to German language training. As a consequence, most German teachers and teacher trainers in Ghana actually come from nearby Francophone countries such as Togo or Benin. These trainers are attracted by the job opportunities and the higher salary in Ghana – hence, on a small scale, some interregional skill transfer is already taking place.

There are three schools in Ghana which offer German as an elective and are part of the PASCH initiative (PASCH stands for “Schulen: Partner der Zukunft” – Schools: Partners of the Future). These are the Accra Academy in Bubuashie, Greater Accra Region; the Opoku Ware Senior High School in Kumasi; and the Wesley Girls Senior High School in Cape Coast. In addition, there is the German Swiss International School in Accra. There are three higher education institutions in Ghana which offer Deutsch als Fremdsprache (DAF – German as a foreign language) as a subject. At the University of Cape Coast it is offered as an elective and at the University of Education in Winneba as a minor course. The Ghana Institute of Languages offers a German minor course within its School of Translators.

The limited options for learning German within the formal educational system in Ghana stand in marked contrast to the interest in and appreciation of Germany – as one respondent stated: “all things German are very popular”. This assessment repeatedly came up in our interviews of representatives of German language and TVET institutions, government officials, and business representatives, and confirmed our more informal observations. German clubs are also popular in the country, including the ones based at the University of Education in Winneba and the University of Cape Coast. In addition to regular meetings, both have fairly active Facebook groups and offer German language courses in cooperation with the Goethe Institute and the German Academic Exchange Service (DAAD), which will be discussed further in the next sections.

#### 5.2.1. German Academic Exchange Service (DAAD)

In October 2000, the DAAD established the Information Centre in Accra (IC Accra) as its main base of operations in the country. Here, training and information sessions are conducted, and individual consultation and counselling are offered. Among the topics covered in these sessions



are study and career options in Germany, and scholarship opportunities, for example the “DAAD Hochschulkurs Sommer Stipendium”. As an effect of the COVID-19 pandemic, these sessions were mostly held online during the time of our study.

The DAAD director in Accra also works as a professor in the faculty of languages of the University of Education in Winneba. These courses are only offered at the bachelor’s level, as attempts to introduce a German master programme been a prolonged process. Despite this, the DAAD Director is overall optimistic:

*“When I started teaching in Winneba, there was one teacher besides me; now there are three. Also, there are plans to separate the German language training in Winneba from the directorship in Accra, to create an independent institution.” (Director of DAAD Accra, December 2020*

Currently, there are 70 enrolments per term. Since 2017, the DAAD has supported the „Germanistische Institutspartnerschaft“ (Institutional German Studies Partnership) between the German Unit at Winneba and the Chair of Intercultural German Studies at the University of Bayreuth (Germany), and the Department of German Studies at the University of Abomey-Calavi (Benin) and the German Department at the University of Lomé (Togo). The focus of the partnerships is on research into intercultural topologies of multilingualism with special emphasis on the (German language in African) francophone and anglophone contexts (Deutscher Akademischer Austauschdienst (DAAD), 2020a). Among the goals of this programme is the “[t]ransfer of knowledge through the exchange of teaching material” and to encourage “ongoing development of the curricula in the German departments with regard to the labour market, implementation of a labour market analysis in Benin, Togo and Ghana, development of a virtual library for teaching and research in Benin, Togo and Ghana and guest lecturers and research visits” (Deutscher Akademischer Austauschdienst (DAAD), 2020b).

While Winneba would be an obvious starting point for any cooperation on German language training, the DAAD director also sees a broader base for establishing more ties to Germany; as an example, she referred to the Kwame Nkrumah University of Science and Technology in Kumasi, which has a large DAAD alumni population, and where there is interest in establishing a German center. Ties can also be established at the student level – as there is a significant interest among Ghanaian students to get to know Germans both in person and via chat on Facebook and other social media platforms. Additionally, there have been positive results from informal German-English tandem partnerships with a German vocational school, where students were very motivated.

In sum, the DAAD director shared the opinion that Ghanaian students learning German are motivated and have performed well in their courses. Thus, there would be a lot of interest in coming to Germany, in particular in combination with a fundamental skills and language training conducted prior to migration in Ghana.

### 5.2.2. Goethe Institute

The Goethe Institute has also reaffirmed the high level of interest in the German language in Ghana. According to the Head of the Language Department, 750 A1-level exams are taken at the institute annually – “this makes us the record holder in the whole region”. While the desire to work in Germany is among the motivations for students who take this exam, the most common

motivation is marriage or family reunification in Germany. At this initial A1 stage, more female than male students are taking the course with around 60 percent of the participants being female. Furthermore, at the A2 level, an equal number of males and females participate, and from B1 onwards more males are taking the exams. According to the respondent at the Goethe institute, B1 would be the minimum requirement for students to participate in vocational training in Germany—although B2 may be preferred. Currently, B1 courses at the Goethe Institute are offered four times a year, with 10 students in each course. The number of B1 exams administered is significantly higher with 160 per year, which is due to the fact that some of the students have studied German independently or with private tutors.

The Head of the Language Department attested to Ghanaians' proclivity for languages – which is not surprising in a country with more than 80 official languages, where it is normal for children to speak three languages, with many adults speaking five or more languages. The Goethe institute also oversees the above-mentioned PASCH programme for secondary schools, and usually offers six annual stipends for students to go to Germany; in 2020, these had to be changed to online programmes. Naturally, the institute would like to expand German training at the secondary education level, but has observed that other languages, in particular Chinese, are being given higher priority.

Due to the limited pool of teachers to choose from, the Goethe Institute employs some creative approaches to recruit trainers – including recruiting promising students as volunteer trainers or cooperating with former migrants who have returned from Germany and may want to give back to the community. The institute would be very open for cooperation in vocational training, and has previous experience with such partnerships, including providing training for staff of the Delegation of German Industry and Commerce in Ghana (Interview AHK Ghana, December 2020).

When asked about the demand for a skills partnership program, the respondent stated that it would indeed be “very, very, very high”. However, there would be some challenges on the Ghanaian side. For once, according to her observation, that students who invest time in language training in school tend to want to continue their studies, rather than entering the workforce directly after. She also questioned the compatibility of vocational training in Ghana with such a program, since it seemed to be either almost completely theoretical or exclusively practical in nature. However, when framed in a positive manner, the demand that would be created by such a programme could provide incentives.

## 6. Business perspective

The call for the improvement of vocational training in Ghana was echoed in the talks with German business representatives, particularly regarding the concern that the training offered currently was “too theoretical”. One German engineer with extended work experience in Ghana blamed this on the conversion of polytechnical schools into technical universities: “That means that we *de facto* have no polytechnical education anymore, the education has become even more theoretical”. Thus, when interviewing new hires for construction projects, they had to undergo a practical assessment at the construction site – “we do not even look at the certificates”. If candidates showed skill, they received further training *on the job* – something that should have been part of the initial vocational training. This training could include fundamental skills needed on a construction site, such as the ability to read construction drawings, knowledge of a variety of tools, dealing with customers, and refraining from taking short cuts/cost-cutting measures.

With candidates who had received primarily practical training – either in an informal or formal manner - the respondent stated that these trainees often had picked up certain practices while training, but these might be bad practices which then would be replicated in their new jobs. A standardized curriculum for the fundamental training could counteract this. In addition, since there are few permanent employment opportunities in the construction sector, many construction workers set up one-man-companies, where they apply the skills they have learned so far – but lose the opportunity to gain further skills. The German business representative also saw the need to update some methods of teaching which were too often reliant on memorization and not on learning actual techniques, for example in applied mathematics.

These shortcomings notwithstanding, the business representatives saw significant potential in a skill partnership since it could contribute to the further development of vocational training in Ghana and help to “train the trainers”. One respondent pointed out that training and education were very highly valued in Ghana, and that a German-certified training would be very attractive. It was recommended that vocational training should be conducted independent of universities and in close cooperation with companies, some of which already have experience in conducting on-the-job-training.

Business parks were identified as a particularly well-suited place for cooperation. Here, vocational training could be organized independently from, but in close proximity to German companies who could provide practical training and job opportunities after graduation. This could potentially be led by the Ghanaian Business Association. One respondent referred to an ongoing cooperation between Ghana and the German Federal Government, as well as North Rhine-Westphalia, concerning recycling (German Embassy Accra, 2017). The business park alternative does not necessarily involve migration, but it could form the basis for the establishment of “two-track” technical school where students could choose between a “home track” for domestic employment and a track to qualify for migration (Clemens, 2015).

### 7. Conclusions and Recommendations

As indicated above, despite the development potentials of **TVET education**, there is limited attention being given to this area of education. Some challenges that have been outlined by other studies have also been identified in our findings (Baah-Boateng & Baffour-Awuah, 2015). These include inadequate financing, poor connections between TVET and industrial actors, politicisation, a second cycle educational system without any developmental focus, low prestige and a negative perception among the general populace, and inadequate training materials (Kemevor & Kassah, 2015). A global partnership in TVET could be critical for improving education and reducing youth unemployment in Ghana.

This study has confirmed that the **construction sector** could be suitable for the development of transnational skill partnerships, as the interest among potential partners and in German training/work opportunities is very high. Furthermore, there are transnational companies such as MC Bauchemie which are also interested in skill development in Ghana.

Based on our findings, we recommend that the **NVTI** would be the most **promising vocational training partner institution** for any cooperation, as it is a well-established institute, which can provide a substantial infrastructure, build upon previous partnerships with Germany, and the programmes at this institution take more practical-oriented approach, which would be better suited for this sector.

Regarding potential training partnerships, existing (German) **businesses** in Ghana could provide opportunities to students to gather practical experience and potential in-country-employment at a later stage (i.e. instead of /after return migration). Additionally, the Ghanaian Business Association and the AHK are examples of stakeholders which could prove beneficial in implementing skill partnerships. While they have not been part of this study, skill partnerships like the GIZ triple-win-program have highlighted the relevance of including **trade unions and migrant civil society organisations** in the process.

Concerning **language training**, DAAD and the Goethe institute are the obvious partners, as not only do they both offer standardized certifications and can build upon longstanding expertise in German training, but they have already established partnerships with educational institutions in Ghana. In the short term they could provide teaching staff in order to supplement the curriculum of the vocational training with German classes. However, in the mid- to long-term, it would be advantageous to invest in “training the trainers”, i.e., to establish an institutional space in Ghana where future German teachers can receive a degree. This could potentially have a trickle-down effect concerning opportunities for, and interest in, learning the German language, including at the high school level.

This leaves the question of which **type of skill partnership** would be most suitable for a pilot project. Respondents in the training institutions believed that a **Type 1** partnership would be feasible and suggested that the adjustment training could be conducted in Ghana as well. Based on the more critical assessments from business representatives and other stakeholders, an in-depth assessment would be needed to see how compatible the existing curriculum with German standards actually is. This evaluation might differ dependent on the range of qualifications within the construction sector. German language training could be conducted within existing institutions and could also to some extent be established in the TVET institutions. Obviously, the same applies for **Type 2** partnerships which would have very limited influence on vocational training in Ghana (return migrants contributing to training could be a potential scenario here).

## Conclusions and Recommendations

The development potential for the country of origin is significantly higher for **Type 3** partnerships – as is the financial and logistical investment needed. This type of partnerships is not appropriate for addressing *ad hoc* shortages in the labour market of the destination country but could provide more sustainable solutions in the long run. One very notable development effect would be an upgrading of the vocational training in the country of origin.

While keeping the challenges of such an - as of yet untested - approach in mind, and based on the content of several interviews, we would suggest a **Type 2.5** approach be taken. Here, some fundamental skills (for example equivalent to a German Bauhelfer /construction assistant) would be taught in Ghana along with the German language, with the potential to access further specific training after migration to Germany. This approach could ease the entry into the programme and might help avoid drop-outs, which would be rather costly if the whole training was conducted in Germany. Even if participants decide not to continue the programme in Germany, they would have acquired skills which would be useful in the Ghanaian context. Hence, there might be no need for separate “at home” and abroad” tracks, since the basic training offered would apply to both categories. This “Type 2.5” approach could be integrated very well into the curriculum of NVRI. Obviously, several questions such as the financing of the programme and the selection of the participants for continuing training in Germany remain. While the latter could be based on performance that could potentially lead to the issue of brain/skills drain as a result of the destination country selecting only the top-performers. These open issues notwithstanding, we consider a “Type 2.5” approach to be more feasible than a Type 3 approach, while contributing more to the development potential of the country of origin and its people, which is a fundamental part of the Global Skills Partnerships approach.

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## 9. Appendix: German executive summary

Faire Migration ist eines der zentralen Konzepte für die politische Ausgestaltung von transnationaler Arbeitsmigration. Um faire Migration zu ermöglichen, sind in den letzten Jahren innovative Konzepte entwickelt worden, die über die langjährige "Brain Drain" - Diskussion hinausgehen. Dazu gehören Triple-Win-Programme, von denen Zielländer, Herkunftsländer und Migrant\*innen selbst gleichermaßen profitieren sollen. Im Zuge der Beratungen zum „Global Compact for Safe, Orderly and Regular Migration“ (GCM) wurde ein Konzept des Ökonomen Michael Clemens vom Centre for Global Development (CGD) als eine vielversprechende neue Entwicklung im Bereich der fairen Migration identifiziert. Das Konzept der "Global Skills Partnerships" befasst sich mit der Ausbildung von Migranten im Herkunftsland (Clemens, 2015).

Das Ziel dieser explorativen Studie war es, die Voraussetzungen und Rahmenbedingungen für die Umsetzung eines solchen Programmes zu identifizieren:

1. Welche Sektoren sind für eine Berufsbildungspartnerschaft zwischen Ghana und NRW geeignet?
2. Welche ghanaischen Akteure bieten sich als Partner für ein solches Programm an?
3. Welche Form der Partnerschaft ist hierfür am besten geeignet?

In einem aktuellen Policy Paper zu fairer Migration identifiziert Najim Azahaf (2020) drei Typen von transnationalen Qualifizierungs- und Mobilitätspartnerschaften: Typ 1, die "Anpassungsqualifizierung in Deutschland", Typ 2, "Ausbildung in Deutschland" und Typ 3, "Ausbildung im Herkunftsland", basierend auf dem Konzept der Global Skills Partnerships von Clemens (2015). Dieser *Multi-Stakeholder*-Ansatz basiert auf Investitionen in den Bildungssektor des Herkunftslandes und zielt darauf ab, ein zweigleisiges Programm zu etablieren. Die Teilnehmer\*innen können zwischen einem *home track*, bei dem sie für den heimischen Arbeitsmarkt ausgebildet werden, und dem *abroad track* wählen, der sie für die Arbeitsmigration in ein bestimmtes Zielland qualifiziert. Dieser Ansatz entlastet das Herkunftsland bei der Ausbildung von migrantischen Arbeitskräften und ist für das Zielland dennoch kosteneffizient. Selbst wenn man zusätzliche Sprach- und Integrationskurse berücksichtigt, wäre ein vollständiges Qualifizierungsprogramm im Zielland teurer als dieses Programm. Diese dritte Art von Programm hat eine große Anziehungskraft, ist aber noch nirgends vollständig umgesetzt worden.

Zur Beantwortung unserer drei Forschungsfragen wurde diese explorative Studie in zwei Phasen durchgeführt. In Phase I wurden Daten über die politisch-ökonomische Situation, den Arbeitsmarkt und das Bildungssystem in Ghana zusammengetragen. Darüber hinaus wurde auf Basis von Recherchen und Interviews eine erste Einschätzung möglicher Branchen hinsichtlich ihrer Eignung für eine Qualifizierungspartnerschaft vorgenommen. In Abstimmung mit der Stiftung Mercator und der Bertelsmann Stiftung fokussierten wir uns in Phase II auf den Bausektor, da dieser derzeit für die Etablierung einer transnationalen Migrationspartnerschaft am vielversprechendsten erscheint.

### **Standort Ghana**

Ghana hat sich innerhalb der letzten drei Jahrzehnte als Garant von politischer Stabilität, solidem Wachstum und Partner bei friedensstiftenden Maßnahmen in Westafrika etabliert (BTI, 2020). Auch in Bezug auf Presse- und Meinungsfreiheit, sowie politische Freiheiten sticht Ghana

mit einem Wert von 82 von 100 Punkten bei der Freedom House Bewertung im afrikanischen Vergleich heraus (Freedom House, 2020). Im Hinblick auf Korruption, Ungleichheiten, Unabhängigkeit der Gerichte, Diskriminierung und politische Transparenz gibt es noch Schwächen, die das Vertrauen zwischen Zivilgesellschaft und Regierung negativ beeinflusst haben (BTI, 2020). Ghana ist derzeit die drittgrößte Volkswirtschaft in der westafrikanischen Subregion und die sechstgrößte in Afrika südlich der Sahara (Weltbank, 2020). Aufgrund des Reichtums an natürlichen Ressourcen und der politischen Stabilität stiegen die Nettozuflüsse ausländischer Direktinvestitionen in Ghana deutlich von 136,75 Mio. US\$ im Jahr 2003 auf 2,319 Mrd. US\$ im Jahr 2019 (World Bank, 2019). Trotz des verbesserten makroökonomischen Wachstums und der Stabilität der ghanaischen Wirtschaft erkennt die Regierung an, dass sich die Beschäftigungssituation nicht im gleichen Maße wie die makroökonomische Leistung verbessert hat (MELR, 2015). Im informellen Sektor Ghanas sind etwa 88 Prozent der Arbeitskräfte beschäftigt (MELR, 2015). Abgesehen von den jüngsten Auswirkungen der Pandemie befand sich das Land in den letzten Jahren also auf einem kontinuierlichen Wachstums- und Entwicklungskurs. Zudem hat Ghanas demokratische Regierungsführung ein Umfeld geschaffen, das die Kontinuität der Politik in allen Bereichen, einschließlich der Berufsbildung, fördert (Brierley, 2012; ESID, 2016). Darüber hinaus gehört Ghana zu den wenigen afrikanischen Ländern südlich der Sahara, die kohärente politische Programme für die Berufsbildung entwickelt haben, die für die Verringerung der Armut und den Aufbau nachhaltiger Lebensgrundlagen von wesentlicher Bedeutung sind (Haßler, et al., 2019; Papier, 2017).

Ghana ist geprägt durch ein signifikantes Bevölkerungswachstum, das die Bildungslandschaft des Landes stark geprägt hat. Ghanas Bildungssystem beginnt mit zwei Jahren Kindergarten, sechs Jahren Grundschulbildung und drei Jahren Junior High School (JHS). Diese elf Jahre der Schulbildung sind in der Regel kostenlos und verpflichtend, danach tritt man in die Senior High School, in eine technische Senior High School oder ein technisches Institut ein. Bis 2016 war die Ausbildung in der Senior High School weder kostenlos noch verpflichtend; nach einer Studie aus dem Jahr 2012 wechselten nur etwa 50 Prozent der Absolvent\*innen in die Senior High School (Afeti & Adubra, 2012).

Ghana hat eine sehr junge Bevölkerung - 20 Prozent sind zwischen 15 und 24 Jahren alt, 35 Prozent zwischen 25 und 59 (Ghana Statistical Services, 2013). Im Jahr 2010 schlossen nur 13,2 Prozent der Bevölkerung die Sekundarstufe ab, nur 3,2 Prozent der Bevölkerung studiert an Universitäten. Trotz der Bedeutung der beruflichen und technischen Ausbildung für die Entwicklung Ghanas gibt es derzeit also nur wenige, die eine solche Ausbildung abgeschlossen haben. Das niedrige Bildungsniveau zwingt die Jugend dazu, im informellen Sektor zu arbeiten, auch außerhalb des Landes.

### **Der Bausektor**

Von den im ersten Teil der Studie untersuchten Sektoren - Gesundheit, Pflege, Verpackung/Recycling, Automobilsektor, Bauwesen - erwies sich der Bausektor als für ein Pilotprojekt am besten geeignet, da er eines der wichtigsten Programme des ghanaischen Ausbildungswesens ist und somit bereits Kurse angeboten werden, auf denen aufgebaut werden kann. Das Baugewerbe wird als Technical and Vocational Education Training (TVET)-Programm auf allen acht Qualifikationsstufen (s.u.) angeboten. Zu den Kursen zählen Planung, Architektur, Vermessung, Sanitär, Elektrizität, Schweißen, Malerei, Zimmerei, Fliesen, Verputzen, Rohbauerstellung und Mauerwerk.

Interviewpartner für diese Studie waren Repräsentant\*innen des National Vocational Training Institutes (NVTI) und dreier technischer Universitäten (Accra Technical University (ATU); Cape Coast Technical University (CCTU), und Takoradi Technical University (TTU)), die Bauprogramme anbieten und Higher National Diploma (HND) vergeben.

Die Ausbildung für den Bausektor ist jedoch immer noch weitgehend informell, was bedeutet, dass der Sektor selbst hochgradig informell ist und dass die Arbeiter\*innen in diesem Sektor oft über ein relativ niedriges Bildungsniveau verfügen. Laut den geführten Interviews ist die Arbeitslosigkeit von Facharbeitern im ghanaischen Bausektor recht hoch. Die Gesprächspartner\*innen gaben alle an, dass der Sektor mit Arbeitskräften gesättigt ist, die "on the job" gelernt haben, da nur wenige Bauunternehmen formale Ausbildungsprogramme anbieten. Allerdings bieten nur formale Bauprogramme den Menschen die Möglichkeit, durch formale Weiterbildung aufzusteigen. Studierende in diesem Bereich fordern mehr praktische Ausbildungs- und Beschäftigungsmöglichkeiten und berichten über beschwerliche Vermittlungsprozesse und finanzielle Belastungen während der Arbeitssuche. Bereits 2011 empfahl eine Studie, dass Bildungseinrichtungen in Ghana enger mit der Bauindustrie zusammenarbeiten sollten, um sichere Arbeitsvermittlungsprozesse zu etablieren und die Effektivität von Ausbildungsprogrammen zu überwachen (Ayawrkwa et al., 2011).

### ***Die Ausbildungslandschaft in Ghana***

Der nationale Qualifikationsrahmen für Ausbildungen besteht aus acht Niveaustufen. Für diese Studie konzentrieren wir uns auf die Niveaustufen vier bis sechs, die den Bachelor of Technology, das Higher National Diploma, und das National Certificate II betreffen, und die für eine mögliche Qualifizierungspartnerschaft zwischen Ghana und NRW am relevantesten sind.

### ***Technische und berufliche Ausbildung (TVET)***

Ein Großteil der TVET-Ausbildung wird ab der oberen Sekundarstufe angeboten. Die TVET-Ausbildung auf der oberen Sekundarstufe wird zwei bis drei Jahre lang parallel zur akademischen Sekundarausbildung durchgeführt, die als Senior High School bezeichnet wird. Die technischen Oberschulen und technischen Institute bieten eine Alternative für Schüler\*innen, die nicht an einem akademischen Lehrplan auf der oberen Sekundarstufe teilnehmen möchten (UNESCO-UNEVOC, 2016).

Schüler\*innen, die eine universitäre technische und berufliche Ausbildung anstreben, haben die Möglichkeit, entweder an die akademisch orientierten Universitäten oder an die technischen Universitäten zu gehen. Die akademisch orientierten Universitäten können jedoch nur Studierende zulassen, die einen erfolgreichen Abschluss von technischen Schulen und nicht von technischen Instituten haben. Diejenigen, die ihre Ausbildung an den technischen Instituten erfolgreich abgeschlossen haben, können nur nach Abschluss der vortechnischen/handwerklichen Kurse an die technischen Universitäten (früher Polytechnics) zugelassen werden. Gemäß dem Nationalen TVET-Qualifikationsrahmen (NTVETQF) erhalten Studierende, die die technischen Universitäten erfolgreich abschließen, entweder ein Higher National Diploma nach fünf Jahren Ausbildung oder einen Bachelor of Technology nach sechs Jahren Ausbildung.

### ***Regierungsinstitutionen***

Das Bildungsministerium ist hauptverantwortlich für die TVET-Ausbildung. Es arbeitet eng mit dem Ministerium für Beschäftigung und Arbeitsbeziehungen, dem Ministerium für Jugend und Sport, dem Ministerium für lokale Verwaltung und ländliche Entwicklung und dem Ministerium für Gesundheit und Umwelt zusammen. Die Berufsbildung in Ghana wird von der ghanaischen Regierung durch Budgetzuweisungen an die verschiedenen Ministerien, die an der Berufsbildung beteiligt sind, unterstützt.

Dem Bildungsministerium sind zwei Hauptinstitutionen zugeordnet, die sich mit TVET beschäftigen, der Ghana Education Service (GES) und das Council for Technical and Vocational Training (COTVET). Die *Technical and Vocational Education Training Division* des Ghana Education Service verwaltet die gesamte technische Ausbildung im nicht-universitären Bereich. Diese Abteilung verwaltet 46 technische Schulen im ganzen Land, die TVET anbieten. Andere Ministerien, die nicht zu den Kernpartnern gehören, die aber ebenfalls in die TVET-Ausbildung involviert sind, sind das Ministerium für Gender und Sozialschutz und das Ministerium für Landwirtschaft und Fischerei.

Das COTVET ist verantwortlich für die Formulierung, Überwachung und Umsetzung der nationalen Politik für die Entwicklung von Fähigkeiten auf allen Bildungsebenen sowohl für den formellen als auch den informellen Sektor.

### ***National Vocational Training Institute (NVTI)***

Das NVTI ist eine öffentliche Einrichtung unter der Schirmherrschaft des Ministeriums für Beschäftigung und Arbeitsbeziehungen (MELR). Es bietet Programme zur Ausbildung sowohl im formellen als auch im informellen Sektor an. Das NVTI hat den Auftrag, alle Formen der Ausbildung zu beaufsichtigen, einschließlich der Lehrlingsausbildungsprogramme.

Das allgemeine Zertifizierungsprogramm des NVTI besteht zu 30 Prozent aus theoretischer und zu 70 Prozent aus praktischer Ausbildung und dauert drei Jahre (zuvor noch vier Jahre), an deren Ende die NVTI-Schüler\*innen als Handwerksmeister\*innen oder Ausbilder\*innen anerkannt werden. Die Absolvent\*innen des typischen Kurses verlassen das Programm mit insgesamt drei Zertifikaten. Das erste Zertifikat, das Befähigungszertifikat, wird nach Abschluss des ersten Jahres verliehen und bestätigt dieses erste Jahr der praktischen Ausbildung des Studierenden. Danach werden die Zertifikate I und II nach dem dritten und vierten Jahr vergeben. Das NVTI bietet auch die Akkreditierung von Meisterausbilder\*innen an, die ihrerseits den Auszubildenden ihre Abschlusszertifikate ausstellen.

Zusätzlich bietet das NVTI die Programme *Proficiency I* und *II* an, die eine für alle Mitglieder der Gesellschaft zugängliche Art der Vermittlung von beruflichen und technischen Fähigkeiten darstellen. Diese Programme werden bei potenziellen Studierenden beworben, die von Junior- und Senior-High-School-Absolventen (JHS & SHS) über Schulabbrecher\*innen bis hin zu hochqualifizierten Fachleuten in anderen Bereichen und Geschäftsleuten reichen. Obwohl der Bausektor nach wie vor weitgehend von Männern dominiert wird, gibt es vermehrt Maßnahmen, um Frauen durch spezielle Stipendien für diesen Bereich anzuwerben. Abgesehen von einigen älteren Studierenden, die meist in Kurzzeitprogrammen beschäftigt sind, sind die meisten Studierenden junge JHS- oder SHS-Absolventen, die die Vollzeitprogramme absolvieren.

Am NVTI sind über alle 34 Einrichtungen hinweg im Durchschnitt rund 11.000 Studierende eingeschrieben und jedes Jahr werden mehr als 3.000 neue Studierende

aufgenommen. Allein die Einschreibung für die Bauabteilung liegt bei etwa 1.000 Studierenden. Das NVTI hat eine Abschlussquote von etwa 90 Prozent. Die Einrichtungen des NVTI verfügen über Klassenräume für den Theorieunterricht und Werkstätten für praktische Demonstrationen. Alle technischen Leiter\*innen am NVTI sind verpflichtet, Produktionseinheiten einzurichten, um den Schüler\*innen praktische Erfahrungen in ihren jeweiligen Bereichen zu bieten, indem sie Aufträge von Privatpersonen und öffentlichen Organisationen erfüllen. Dieses Programm wurde geschaffen, um sicherzustellen, dass ein starker interner praktischer Wissenstransfer zu den Studierenden stattfindet. Die Studierenden haben auch die Möglichkeit, an einem On-the-Job-Training (OJT) teilzunehmen, einer Art Praktikum, das sowohl in öffentlichen als auch in privaten Unternehmen absolviert werden kann. Die meisten der dafür zur Verfügung stehenden Unternehmen sind in ghanaischem Besitz.

Die größte Herausforderung für das NVTI ist das Problem, dass Studierende, die an Praktika oder *Attachment*-Programmen außerhalb teilnehmen, nicht zurückkehren, um ihre Programme fortzusetzen. Einige der Praktikant\*innen werden von den Unternehmen abgeworben, bei denen sie eingesetzt werden. Da das ultimative Ziel für viele Studierende darin besteht, ihren Lebensunterhalt zu sichern, kehren sie nach der Abwerbung nicht mehr an die NVTI-Einrichtung zurück.

Die Art der verfügbaren Baujobs variiert von Tag zu Tag, obwohl es einige wenige Unternehmen gibt, die Arbeiter\*innen auf monatlicher oder fester Basis beschäftigen. Das bedeutet, dass die meisten Bauarbeiter\*innen selbstständig sind und Projekte auf privater Vertragsbasis übernehmen.

Das NVTI hat eine Partnerschaft mit der GIZ, durch die kürzlich 400 Personen in verschiedenen Bereichen geschult und mit Zertifikaten ausgezeichnet wurden. Dieses Projekt nannte sich "Migrant Employment Project" (MEP), bei dem Auszubildende aus weniger privilegierten Gemeinschaften sowie rückkehrende Migrant\*innen als Teilnehmer\*innen ausgewählt wurden. Das NVTI hat nach eigener Auskunft die Kapazität, genügend Bauarbeiter auszubilden, um sowohl den lokalen als auch den internationalen Markt zu bedienen.

### ***Technische Hochschulen***

Auch an technischen Hochschulen umfasst die Ausbildung zum Higher National Diploma sowohl theoretische als auch praktische Aspekte. Ähnlich wie beim NVTI ziehen die Bau- und Konstruktionsprogramme jüngere Studierende im Alter von 19 bis 24 Jahren an. Einige der Schulen bieten sowohl Vollzeitmodule an, die meist von jüngeren Studierenden belegt werden, als auch Teilzeitmodule, die ältere Arbeitnehmer\*innen anziehen. Das Mindestalter für die Teilzeitmodule liegt bei 25 Jahren. Diese Programme sind ebenfalls eher männerdominiert, mit einem Verhältnis von 90 Prozent Männern zu 10 Prozent Frauen. Die Zahl der Einschreibungen hat in den letzten fünf Jahren zugenommen, wobei der Durchschnitt bei zwischen 80 und 115 Studierenden pro Jahr an verschiedenen Institutionen liegt. Auch die Abschlussquote ist hoch (ca. 90 Prozent).

Die Beschäftigungsfähigkeit von Baufachleuten von den technischen Universitäten wurde mit der Einführung von Competence Based Training (CBT) als Bestandteil des Lehrplans verbessert. Technische Universitäten vermitteln den Studierenden neben ihren bautechnischen Kenntnissen auch unternehmerische Fähigkeiten. So machen sich einige Studierende nach ihrem Abschluss selbstständig und bieten ihre Dienste sowohl privaten Bauherren (Firmen) als auch einzelnen Projektleiter\*innen an. Eine Reihe von Absolvent\*innen landet wieder im

Klassenzimmer als Lehrer\*innen in den Grundschulen und unterrichtet technisches Zeichnen. Es gibt zwei Hauptherausforderungen für Studierende, die sich selbständig machen wollen, zum einen, dass sie nicht über die notwendigen finanziellen Mittel verfügen, um sich selbst zu versorgen, und zum anderen, dass sie auf dem Markt einem starken Wettbewerb mit Nicht-Professionellen ausgesetzt sind. Letzteres führt dazu, dass selbständige Absolvent\*innen ihre Dienstleistungen oft unter Wert anbieten müssen.

Die Vertreter\*innen der Institute vertraten die Ansicht, dass es keine großen Unterschiede zwischen dem Bauwesen-Lehrplan in Ghana und in Deutschland gebe. Die Studierenden des Departments seien schon immer so ausgebildet worden, dass sie sich auf dem internationalen Markt (auch in den USA und der Golfregion) zurechtfinden. Um jedoch auch der "deutschen Präzision" gerecht zu werden, erklärten zwei der Universitäten in Ghana, dass sie bereit seien, bestimmte Aspekte des Curriculums zu modifizieren, insbesondere in Bezug auf die Nutzung von Geräten und Arbeitsgewohnheiten, um die Studierenden besser auf den deutschen Markt vorzubereiten.

Darüber hinaus argumentierte einer der Vertreter, dass sich der HND in Ghana zu sehr auf die Theorie konzentriert, wodurch den Auszubildenden der praktische Aspekt der Arbeit vor Ort fehlt. Das NVTI-Programm sei dem HND voraus, wenn es darum gehe, den Studierenden praktische Erfahrungen zu bieten. Der einzige Vorteil, den das HND gegenüber dem NVTI habe, sei das theoretische Know-how hinter den Projekten.

### ***Erwartungen an mögliche Qualifizierungspartnerschaften mit NRW/Deutschland***

Während des Interviewprozesses fragten wir nach den Erwartungen bezüglich der Ausgestaltung von Qualifizierungspartnerschaften mit deutschen Institutionen. Es wurden zwei Optionen vorgeschlagen. Die erste Option wäre, dass die Universitäten ein Memorandum of Understanding (MOU) mit interessierten Parteien unterzeichnen. Jedes MOU, das von der Universität unterzeichnet wird, soll von einer bestimmten Abteilung umgesetzt werden. Die zweite Option wäre, den Abteilungen zu erlauben, das MOU zu unterzeichnen und die Beziehung auf Ebene der Abteilung und nicht der Universität zu halten. Dies könnte dem Fachbereich eine bessere Kontrolle über das Programm ermöglichen und würde Hindernisse vermeiden, die mit Partnerschaften auf Universitätsebene einhergehen. Als weitere Aspekte einer Partnerschaft wurden genannt: Rekrutierung von Studierenden im letzten Studienjahr nach dem – verpflichtenden – Nationaldienst, Industriepraktika bei deutschen Baufirmen in Ghana, damit die Studierenden Industrieerfahrung sammeln können, sowie Unterstützung bei der Ausstattung und Schulung des Personals.

### ***Deutsche Sprachausbildung***

Deutschkurse werden in Ghana angeboten und nachgefragt - allerdings werden diese Kurse meist außerhalb der Curricula von etablierten Bildungsinstitutionen angeboten. Deshalb stellt eine institutionalisierte Einbettung von Deutschkursen in den ghanaischen Bildungssektoren derzeit noch eine Herausforderung dar (Dovonou & Stoppa, 2019). Dies liegt vor allem an einer mangelnden Basis für institutionalisierte Deutschkurse, auf der aufgebaut und die erweitert werden könnte. Wie eine Interviewpartnerin kommentierte, hat dies zu einem "gewissen Teufelskreis" geführt. Da Deutsch an den Schulen nur als Nebenfach unterrichtet wird, gibt es nur einen begrenzten Stamm an qualifizierten Lehrkräften, aus dem man wählen kann. Da es in Ghana

derzeit nicht möglich ist, einen Master-Abschluss im Fach Deutsch zu erwerben, fehlt es zudem an Auszubildenden, die zukünftige Lehrende ausbilden. Eine Befragte merkte an, dass Ghana aus dieser Perspektive ein "Entwicklungsland" bei der Ausbildung von Deutschlehrenden sei. Daher kommen die meisten Deutschlehrenden in Ghana aus den nahegelegenen frankophonen Ländern wie Togo oder Benin. Diese Lehrkräfte werden von den Arbeitsmöglichkeiten und dem höheren Gehalt in Ghana angezogen – man kann hier also von einem interregionalen Qualifikationstransfer sprechen.

In Ghana gibt es bislang drei Schulen, die Deutsch als Wahlfach anbieten und die Teil der PASCH-Initiative sind (PASCH steht für "Schulen: Partner der Zukunft"). Dies sind die Accra Academy in Bubuashie, Greater Accra Region; die Opoku Ware Senior High School in Kumasi und die Wesley Girls Senior High School in Cape Coast. Darüber hinaus gibt es die German Swiss International School in Accra. Es gibt drei höhere Bildungseinrichtungen in Ghana, die Deutsch als Fremdsprache (DAF) als Fach anbieten. An der University of Cape Coast wird es als Wahlfach und an der University of Education in Winneba als Nebenfach angeboten. Das Ghana Institute of Languages bietet bei den Übersetzungswissenschaften Deutsch als Nebenfach an.

Die begrenzten Möglichkeiten, Deutsch im Rahmen des formalen Bildungssystems in Ghana zu lernen, stehen in deutlichem Kontrast zum Interesse an und zur Wertschätzung von Deutschland - wie eine Befragte sagte: "Alles, was deutsch ist, ist sehr beliebt". Diese Einschätzung kam in unseren Interviews mit Vertreter\*innen deutscher Sprach- und Berufsbildungsinstitutionen, Regierungsbeamt\*innen und Wirtschaftsvertreter\*innen immer wieder zur Sprache und bestätigte auch unsere informellen Beobachtungen. Auch deutsche Clubs sind sehr beliebt, darunter die Clubs an der University of Education in Winneba und an der University of Cape Coast. Zusätzlich zu den regelmäßigen Treffen haben beide recht aktive Facebook-Gruppen und bieten Deutschkurse in Zusammenarbeit mit dem Goethe-Institut und dem Deutschen Akademischen Austauschdienst (DAAD) an, auf die in den nächsten Abschnitten näher eingegangen wird.

### ***Deutscher Akademischer Austauschdienst (DAAD)***

Im Oktober 2000 hat der DAAD ein Informationszentrum in Accra als Hauptstützpunkt im Land eingerichtet. Hier werden Schulungs- und Informationsveranstaltungen durchgeführt und individuelle Beratungen angeboten. Themen sind u.a. Studien- und Karrieremöglichkeiten in Deutschland sowie Stipendienmöglichkeiten, z.B. das "DAAD Hochschulkurs Sommer Stipendium". Als Auswirkung der COVID-19-Pandemie fanden diese Beratungen während der Zeit unserer Studie überwiegend online statt.

Während die Hochschule in Winneba ein naheliegender Ausgangspunkt für eine Zusammenarbeit in der Deutschausbildung wäre, sieht die DAAD-Direktorin auch eine breitere Basis für den Aufbau weiterer Verbindungen nach Deutschland; als Beispiel nannte sie die Kwame Nkrumah University of Science and Technology in Kumasi, die über eine große Zahl von DAAD-Alumni verfügt und an der es Interesse am Aufbau eines deutschen Zentrums gibt. Auch auf studentischer Ebene können Kontakte geknüpft werden - denn unter ghanaischen Studierenden gibt es ein großes Interesse, Deutsche sowohl persönlich als auch über Chats auf Facebook und anderen Social-Media-Plattformen kennenzulernen. Darüber hinaus gab es positive Ergebnisse aus informellen deutsch-englischen Tandempartnerschaften mit einer deutschen Berufsschule, bei denen die Studierenden sehr motiviert waren.



Zusammenfassend war die Einschätzung der DAAD-Direktorin, dass ghanaische Studierende, die Deutsch lernen, sehr motiviert sind und gute Leistungen in ihren Kursen erbringen. Es bestünde ein großes Interesse, nach Deutschland zu gehen; als besonders erfolgversprechende Programmkomponente sieht sie eine Grundausbildung samt Sprachtraining, das vor der Migration in Ghana durchgeführt wird.

### ***Goethe-Institut***

Auch das Goethe-Institut hat das hohe Interesse an der deutschen Sprache in Ghana bestätigt. Nach Angaben der Leiterin der Sprachabteilung werden am Institut jährlich 750 A1-Prüfungen abgelegt - "damit sind wir Rekordhalter in der ganzen Region". Nach ihrer Aussage wäre B1 die Mindestvoraussetzung für die Teilnahme an einer Berufsausbildung in Deutschland – wobei B2 empfehlenswert sei. Derzeit werden am Goethe-Institut viermal im Jahr B1-Kurse angeboten, mit jeweils zehn Teilnehmer\*innen pro Kurs. Die Zahl der abgelegten B1-Prüfungen ist mit 160 pro Jahr deutlich höher, was darauf zurückzuführen ist, dass ein Teil der Schüler\*innen selbstständig oder bei privaten Lehrkräften Deutsch gelernt hat.

Die Leiterin der Sprachabteilung bescheinigte den Ghanaern eine hohe Sprachaffinität - was in einem Land mit mehr als 80 offiziellen Sprachen nicht verwunderlich ist, in dem es normal ist, dass Kinder drei Sprachen sprechen und viele Erwachsene fünf oder mehr Sprachen beherrschen. Das Institut würde die Deutschausbildung in der Sekundarstufe gerne ausgebaut sehen, hat aber beobachtet, dass andere Sprachen, insbesondere Chinesisch, eine deutlich höhere Priorität haben.

Aufgrund des begrenzten Pools an Lehrer\*innen, aus dem man wählen kann, geht das Goethe-Institut einige kreative Wege, um diese zu rekrutieren. Dazu gehören die Rekrutierung begabter Studierender als freiwillige Trainer\*innen oder der Zusammenarbeit mit ehemaligen Migrant\*innen, die aus Deutschland zurückgekehrt sind und der Gemeinschaft vielleicht etwas zurückgeben wollen. Das Institut wäre sehr offen für eine Zusammenarbeit in der beruflichen Bildung und hat bereits Erfahrung mit solchen Partnerschaften, unter anderem mit der Ausbildung von Mitarbeiter\*innen der Delegation der deutschen Wirtschaft in Ghana.

Die Nachfrage nach einem Qualifizierungspartnerschaftsprogramm wurde als "sehr, sehr, sehr hoch" eingeschätzt. Allerdings gäbe es auf ghanaischer Seite einige Herausforderungen. Zum einen würden Schüler\*innen, die in der Schule Zeit in die Sprachausbildung investieren, eher ihr Studium fortsetzen wollen, als direkt danach ins Berufsleben einzusteigen. Sie stellte auch die Kompatibilität der Berufsausbildung in Ghana mit einem solchen Programm in Frage, da diese entweder fast ausschließlich theoretisch oder ausschließlich praktisch ausgerichtet sei. Positiv formuliert könnte jedoch die Nachfrage, die durch ein solches Programm entstehen würde, Anreize schaffen.

### ***Perspektiven aus der Wirtschaft***

Die Forderung nach einer Verbesserung der Berufsausbildung in Ghana wurde auch in den Gesprächen mit deutschen Wirtschaftsvertreter\*innen geäußert, insbesondere die Sorge, dass die derzeitige Ausbildung "zu theoretisch" sei. Es werde zudem noch stark auf Frontalunterricht und Auswendiglernen gesetzt. Eine deutsche Ingenieurin mit längerer Berufserfahrung in Ghana machte dafür die Umwandlung der polytechnischen Schulen in technische Universitäten verantwortlich: "Das heißt, wir haben de *facto* keine polytechnische Ausbildung mehr, die

Ausbildung ist noch theoretischer geworden". Daher verlange sie, dass sich neue Mitarbeiter\*innen bei Vorstellungsgesprächen für Bauprojekte einer praktischen Prüfung auf der Baustelle unterziehen - "wir schauen gar nicht auf die Zeugnisse". Wenn die Kandidat\*innen Geschick zeigten, erhielten sie ein weiteres Training *on the job* - etwas, das eigentlich Teil der beruflichen Erstausbildung hätte sein sollen. Dieses Training könnte grundlegende Fähigkeiten beinhalten, die auf einer Baustelle benötigt werden, wie z. B. die Fähigkeit, Zeichnungen zu lesen, Kenntnisse über eine Vielzahl von Werkzeugen, den Umgang mit Kunden und die Abweichung oder Nichteinhaltung von vereinbarten Plänen.

Trotz dieser Mängel sahen die Wirtschaftsvertreter\*innen in einer Qualifizierungspartnerschaft ein großes Potenzial, da sie zur Weiterentwicklung der beruflichen Bildung in Ghana beitragen und helfen könne, "die Ausbilder zu schulen". Ein Befragter wies darauf hin, dass Ausbildung und Bildung in Ghana einen sehr hohen Stellenwert haben und eine deutsch-zertifizierte Ausbildung sehr attraktiv wäre. Es wurde empfohlen, die Berufsausbildung unabhängig von Universitäten und in enger Zusammenarbeit mit Unternehmen durchzuführen, die zum Teil bereits Erfahrung mit der Durchführung von on the job-training haben.

Als besonders geeigneter Ort für die Zusammenarbeit wurden Gewerbeparks identifiziert. Hier könnte die Berufsausbildung eigenständig, aber in unmittelbarer Nähe zu deutschen Unternehmen organisiert werden, die eine praxisnahe Ausbildung und Arbeitsmöglichkeiten nach dem Abschluss anbieten könnten. Die Ausbildung könne etwa durch den ghanaischen Wirtschaftsverband organisiert werden. Eine Befragte verwies auf eine laufende Kooperation zwischen Ghana und der deutschen Bundesregierung, sowie dem Land Nordrhein-Westfalen im Bereich Recycling (German Embassy Accra, 2017). Die Ausbildung in Kombination mit Gewerbeparks ist zunächst einmal nicht primär auf Migration ausgerichtet. Sie könnte aber die Grundlage für die Einrichtung einer "zweigleisigen" technischen Schule bilden, in der die Schüler\*innen zwischen einer Schiene eine Beschäftigung im Inland und einer Schiene zur Qualifizierung für die Migration wählen könnten.

### ***Schlussfolgerungen und Empfehlungen***

Die **TVET-Ausbildung** in Ghana hat Entwicklungspotential, es bestehen aber derzeit noch mehrere Herausforderungen. Dazu gehören eine unzureichende Finanzierung und Ausstattung, eine zu einseitige Fokussierung auf Theorie oder Praxis und eine unzureichende Anbindung an Unternehmen. Eine transnationale Partnerschaft in der beruflichen Bildung könnte dazu beitragen, die Ausbildung zu verbessern und die Jugendarbeitslosigkeit in Ghana zu reduzieren.

Diese Studie hat bestätigt, dass der **Bausektor** Potential für die Entwicklung von transnationalen Qualifizierungspartnerschaften besitzt und das Interesse unter den potenziellen Partnern und an deutschen Ausbildungs-/Arbeitsmöglichkeiten sehr hoch ist. Darüber hinaus gibt es transnationale Unternehmen wie z.B. die MC Bauchemie Müller GmbH & Co. KG, die ebenfalls an einer Zusammenarbeit mit der beruflichen Bildung in Ghana interessiert sind.

Basierend auf unseren Erkenntnissen schätzen wir das **NVTI** als **vielversprechendste Partnerinstitution** im Bereich der beruflichen Bildung für eine Kooperation ein, da es sich um ein etabliertes Institut handelt, das eine substanzielle Infrastruktur bereitstellen und auf früheren Partnerschaften mit Deutschland aufbauen kann. Zudem verfolgen die NVTI-Programme einen für den Bausektor geeigneten praxisorientierten Ansatz.

Hinsichtlich möglicher Ausbildungspartnerschaften könnten bestehende (deutsche) **Unternehmen** in Ghana den Studierenden die Möglichkeit bieten, praktische Erfahrungen zu

sammeln und zu einem späteren Zeitpunkt (d.h. anstelle von/nach der Rückmigration) eine Beschäftigung im Land zu finden. Weitere relevante Akteure für die Umsetzung von Qualifizierungspartnerschaften sind der ghanaische Unternehmerverband und die AHK.

Bezüglich der **Sprachausbildung** sind **der DAAD und das Goethe-Institut** die naheliegenden Partner, da beide nicht nur standardisierte Zertifizierungen anbieten und auf eine langjährige Expertise in der Deutschausbildung aufbauen können, sondern bereits Partnerschaften mit Bildungseinrichtungen in Ghana aufgebaut haben. Kurzfristig könnten sie Lehrpersonal zur Verfügung stellen, um den Lehrplan der Berufsausbildung um Deutschunterricht zu ergänzen. Mittel- bis langfristig wäre es jedoch vorteilhaft, in eine „Ausbildung der Ausbilder\*innen“ zu investieren, d.h. einen institutionellen Raum in Ghana zu etablieren, in dem zukünftige Deutschlehrer\*innen einen Abschluss erwerben können. Dies könnte einen "trickle-down"-Effekt haben, was die Möglichkeiten und das Interesse am Erlernen der deutschen Sprache betrifft, auch auf der Ebene der Oberschulen.

Damit stellt sich die Frage, welche **Art von Qualifizierungspartnerschaft** sich am besten für ein Pilotprojekt eignen würde. Die Befragten in den Bildungseinrichtungen hielten eine Partnerschaft vom **Typ 1** für machbar und schlugen vor, dass das Anpassungstraining auch in Ghana durchgeführt werden könne. Basierend auf den kritischeren Einschätzungen von Wirtschaftsvertreter\*innen und anderen Akteuren wäre eine eingehende Bewertung erforderlich, um zu sehen, wie kompatibel das bestehende Curriculum mit deutschen Standards tatsächlich ist. Diese Bewertung könnte zudem bei der Bandbreite an Qualifikationen innerhalb des Bausektors unterschiedlich ausfallen. Deutschkurse könnten innerhalb bestehender Institutionen durchgeführt und teilweise auch in den TVET-Institutionen etabliert werden. Gleiches gilt für Partnerschaften des **Typs 2**, wobei eine solche Partnerschaft nur einen sehr begrenzten Einfluss auf die Berufsausbildung in Ghana haben würde (die Beteiligung von Rückkehrer\*innen an der Ausbildung könnte hier ein mögliches Szenario sein).

Das Entwicklungspotenzial für das Herkunftsland ist bei Partnerschaften des **Typs 3** deutlich höher - ebenso wie der erforderliche finanzielle und logistische Aufwand. Diese Art von Partnerschaften ist nicht geeignet, um *ad hoc* Engpässe auf dem Arbeitsmarkt des Ziellandes zu beheben, könnte aber langfristig nachhaltigere Lösungen bieten, darunter die Aufwertung der Berufsausbildung im Herkunftsland.

Unter Berücksichtigung der Herausforderungen eines solchen – in der Praxis noch nicht erprobten – Typ-3-Ansatzes und basierend auf den Ergebnissen unserer Interviews würden wir einen Ansatz vorschlagen, den wir **Typ 2.5** nennen. Hier würden einige grundlegende berufliche Fähigkeiten (z.B. äquivalent zu einem deutschen Bauhelfer) in Ghana zusammen mit der deutschen Sprache vermittelt werden, verbunden mit der Option, nach der Migration nach Deutschland/NRW auf weitere spezifische Ausbildungen zuzugreifen. Dieser Ansatz könnte den Einstieg in das Programm erleichtern und dazu beitragen, Ausbildungsabbrüche zu vermeiden, die bei einer Durchführung der gesamten Ausbildung in Deutschland recht kostspielig wären. Selbst wenn die Teilnehmer\*innen sich entscheiden, das Programm in Deutschland nicht fortzusetzen, hätten sie Fähigkeiten erworben, die im ghanaischen Kontext nützlich wären. Bei einem solchen Ansatz besteht nicht zwangsläufig ein Bedarf für getrennte "Inland"- und "Ausland"-Schienen, da die angebotene Grundausbildung für beide angestrebten Beschäftigungsmöglichkeiten Bestand hätte.

Dieser "Typ 2.5"-Ansatz könnte sehr gut in den Lehrplan des NVTI integriert werden. Zu den weiterhin offenen Fragen zählen die Finanzierung des Programms und die Auswahl der Teilnehmer\*innen für die Weiterbildung in Deutschland. Letztere könnte leistungsabhängig

## Appendix: German executive summary

erfolgen, dabei würde sich aber wieder die Frage nach einem möglichen Brain/Skills Drain stellen, bei dem die leistungsstärksten Teilnehmer\*innen das Herkunftsland verlassen. Ungeachtet dieser offenen Fragen halten wir einen "Typ 2.5"-Ansatz für praktikabler als einen "Typ 3"-Ansatz; zudem hat dieser größeres Potential, zur Entwicklung des Herkunftslandes und seiner Bevölkerung beizutragen – und somit einen grundlegenden Bestandteil des *Global-Skills-Partnerships*-Ansatzes zu erfüllen.