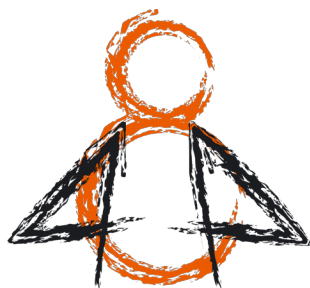


GROUP 484 CENTRE FOR MIGRATION



BRAIN GAIN POLICIES AND PRACTICES IN THE WESTERN BALKANS

Edited by Tanja Pavlov



Grupa
484



CENTAR za MIGRACIJE
GRUPE 484
GROUP 484
CENTRE for MIGRATION



CRPM

Center for
Research and
Policy
Making



BRAIN GAIN POLICIES AND PRACTICES IN THE WESTERN BALKANS

PUBLISHER:

Group 484 Centre for Migration

FOR THE PUBLISHER:

Vladimir Petronijevic

WEB:

www.grupa484.org.rs

EDITOR:

Tanja Pavlov

AUTHORS:

Bernand Zeneli, Emina Cosic, Aldina Dzebo, Riste Zmejkoski

LANGUAGE EDITOR:

Natasa Grba Singh

DESIGN AND LAYOUT:

Sasa Djordjevic

COVER PAGE PHOTO:

Copyright ©2011-2013 Wallpoper

ISBN

978-86-86001-61-0

December 2013

B | T | D The Balkan Trust
for Democracy
A PROJECT OF THE GERMAN MARSHALL FUND



The compendium is supported by the Balkan Trust for Democracy, a project of the German Marshall Fund of the United States.

Opinions expressed in this publication do not necessarily represent those of the Balkan Trust for Democracy, the German Marshall Fund of the United States, or its partners.

CONTENTS

INTRODUCTION / 7

BRAIN GAIN PROGRAMME IN ALBANIA: CASE STUDY AND POLICY GUIDE FOR POLICY MAKERS IN SOUTHEAST EUROPE / 9

Note / 10

The Case Study. Brain Gain Programme in Albania / 11

Introductory Discussion / 17

Brain Gain Programme, 2006-2011 / 19

Discussion on the Findings of the Case Study Analysis / 24

Policy Proposals Based on the Lessons Learned from BGP / 33

Concluding Epilogue / 36

Appendix I. Action Plan, 2012-2013 / 37

Appendix II. Description of the Action Plan Implementation
for the Brain Gain Programme 2012-2013 / 43

Appendix III. Dateline of Activities Related to Brain Gain Process in the
Public Administration. June-December 2008 / 48

BGP Fellow Geography (Institutional Distribution) / 51

Bibliography Related to the Brain Gain in Social Science Research / 52

BRAIN GAIN OR BRAIN WASTE: BIH DIASPORA AND DEVELOPMENT / 55

Introduction / 56

BiH Emigration and Challenges / 57

Diaspora and Engagement in BiH / 59

Previous Initiatives in BiH Current Environment / 62

Institutional and Legal Framework / 65

Comparing Albania and BiH / 67

Conclusion and Recommendations / 72

References / 74

THE MACEDONIAN EXPERIENCE WITH BRAIN GAIN POLICIES: POSITIVE EXAMPLES AND FUTURE CHALLENGES / 77

Introduction / 78

Possibilities for New Eruption of Intellectual Migration / 79

Between Europe and Asia, Successful Models from the World / 81

On the Positive Practices / 83

A (Virtual) Journey with the Scientific Diaspora / 87

The Change we Need / 88

References / 90

INTRODUCTION

This publication was produced within the project *From Brain Gain Policies to Practices – spreading the best institutional practices in the Western Balkans*. The project aims to encourage the development of an institutional framework for the inflow of knowledge through migration in the WB countries by spreading the best identified practices and lessons learned. The project is part of the five-year effort of Group 484 and partner organisations from the country and region to find institutional responses to the “brain gain” challenge faced by the region; with the emphasis on the development of cooperation with the scientific and professional diaspora and the creation of stimulating conditions in the country for transferring their knowledge and experience – for the so-called “brain gain” and “brain circulation”.

One of the major identified obstacles for transfer and circulation of knowledge is the lack of the systemic state support to this process. Albania is the only country in the region that has developed the systemic state response to the brain drain phenomenon – Brain Gain Programme. Three features of the Brain Gain Programme should be particularly emphasised. First, its goal is to engage highly skilled migrants in the economic and democratic development of the country by involving them in the development of public administration, institutions of higher education or research, and business sector. Second, a comprehensive approach has been developed to encourage their return, from establishing strategic and legal framework to developing concrete incentives for returnees. Third, a body responsible for the programme implementation

has been established – the Council of Ministers composed of representatives of the Ministry of Education and Science, the Department of Public Administration, and Diaspora Institute. In this publication we would like to present this example of good practice and draw attention to the possibility of its dissemination in the region, particularly in Bosnia and Herzegovina and Macedonia.

The publication is intended for policy makers as a tool for developing an institutional framework that will support openness and circulation of knowledge and people. It supports the development of meritocratic and encouraging environment for attracting professionals originating from this region and their involvement in social life and development programmes. There are positive examples in improving conditions for scientific work and economy development and in encouraging mobility of professionals and their temporary or permanent return. However, lessons learned should be drawn from them and they should be institutionalised through the policies that recognise the value of the knowledge of professionals from the region who have tied their careers to Europe and the world, as well as the policies that encourage mobility. Such policies will allow highly skilled professionals from the region to get engaged in scientific, educational and development programmes in countries of origin and together with the homelands gather around areas of common interest aimed at the overall development of the country and the region of the Western Balkans.

The publication consists of three parts. The first part presents a case study of good practice - Brain Gain Programme in Albania, presented by Bernard Zeneli, former Manager of the Brain Gain Programme, UNDP Albania. In the second part, Emina Cosic and Aldin Dzebo, researchers from Academia (Sarajevo), an organisation that has brought together highly educated returnees, present the existing brain gain mechanisms and initiatives in Bosnia and Herzegovina, and potential implementation of lessons learned from the Albanian practice. In the third part, Riste Zmejkoski, researcher from the Centre for Research and Policy Making (Skopje) gives an overview of the existing mechanisms and practices to achieve inflow of knowledge in Macedonia and gave suggestions for their improvement.

We would like to thank our colleagues from the region for presenting their experiences, in a clear and applicable way, in developing policies and practices related to the inflow and circulation of knowledge in their countries and providing recommendations for their systematisation. We owe our gratitude to the Balkan Trust for Democracy, for the long-standing partnership and support in recognising and realising the development potential of migration in the Western Balkans.

Belgrade, December 14, 2012

Tanja Pavlov PhD, Group 484 Centre for Migration

BRAIN GAIN PROGRAMME IN ALBANIA: CASE STUDY AND POLICY GUIDE FOR POLICY MAKERS IN SOUTHEAST EUROPE

AUTHOR: BERNARD ZENELI

Former Manager of the Brain Gain Programme

Email: bzeneli@gmail.com

Note: Bernard Zeneli participated in the project and wrote the case study on complimentary basis.

NOTE

This document contains a case study that has been put together with the purpose of showcasing an on-going government initiative that deals with the issue of brain drain and the ways policy makers can address it effectively. A story-line version of the events related to the initial steps taken to create the programme is followed by a more programmatic discussion of the Brain Gain Programme with the scope of deducing policy lessons that policy makers in other country settings could potentially learn from. Thus, I have utilized techniques that combine case study analysis with policy writing hoping to produce a document that is accessible and facilitates policy initiatives in this area. While in the process of writing this document, little is known about the future of this initiative as support for it is eroding in the two principal institutions that have backed it, namely Government of Albania and UNDP. This does not mean that Diaspora and migration policies are losing lustre or prominence. They continue to be in the policy focus of both institutions. Furthermore, Diaspora and migration for Albanians are living things and no outgoing or incoming government can choose to ignore them. In adapting a quote by Orson Welles I chose to tell my version of the Brain Gain now ordering a happy ending – the *modus vivendi* for the Brain Gain community in Albania.

THE CASE STUDY: BRAIN GAIN PROGRAMME IN ALBANIA

September 25, 2006, Sheraton Hotel Tirana: Government of Albania decided to break new grounds by officially opening the Brain Gain Programme, a joint initiative with UNDP¹. The office of the Prime Minister Sali Berisha had invited 150 guests among who were high and mid-level managers working in the public administration that returned to Albania a year earlier responding positively to the invitation of the Democratic Party to join its ranks and develop policies for the new government. UNDP, from its side, had invited the donor community present in Albania with the hope of increasing their interest in funding this initiative. The cooperation agreement between UNDP and Government of Albania, signed earlier in April 11, 2006, sought to capitalize on that wave of intellectual return and built a solid foundation that would serve to transform the brain drain phenomenon that Albania had been suffering from since 1992, when the country opened up, and broke away from its dictatorially communistic system. The expected transformation would create a process by which the return of highly qualified migrants would be exemplified and facilitated to promote policies that would ensure real and direct financial contribution and also intellectual injection of knowledge of the Albanian Diaspora, both old and new².

The Government of Albania and UNDP alike aimed to utilize better and more effectively the financial resources of the migrants, the remittances, as Albania continued to top the rankings of remittance receiving countries in 2005 and 2006 according to World Bank publications³. In order to achieve that goal and reverse the sense of the brain drain towards a brain gain / return process, UNDP commissioned a policy paper⁴, and set up project implementation unit within the Council

1 Brain Gain Programme was one of the four initiatives that UNDP was supporting the Government of Albania with, following a visit of Kemal Dervish, the UNDP administrator and close friend of Sali Berisha, the Prime Minister of Albania, earlier that year. The other three initiatives dealt with combating of extra-legality with tax reform; information and communication technologies for schools; and environment and tourism. For more details please see: http://www.setimes.com/cocoon/setimes/xhtml/en_GB/features/setimes/features/2006/04/11/feature-01.

2 This distinction is made by scholars of Albanian migration to differentiate between migratory waves that took place in Albania until 1945 when the country closed down and the migratory waves following the opening up of the country in 1991. Both of these groups were potentially in the focus of the Brain Gain Programme together with the Albanian nationals who were graduating with Master of Ph.D. degrees in western universities. For more information on the distinction of these groups please refer to: http://halshs.archives-ouvertes.fr/docs/00/14/75/88/PDF/The_Albanian-American_Community_in_the_United_States.pdf or <http://www.tandfonline.com/doi/abs/10.1080/1369183032000171348?journalCode=cjms20#preview>.

3 For the rankings please refer to World Bank publication “Migration and Remittances” in 2005 and “Global Economic Prospect” of 2006, page 90. Please refer to this article for more information on the remittances in Albania <http://www.sc-eco.univ-nantes.fr/~fcwolff/wolff/articles/PCE10.pdf> as well as this analytical publication prepared by IOM in Albania: <http://www.iomtirana.org.al/en/Competing%20for%20Remittances.pdf>.

4 UNDP commissioned the policy to an Albanian based policy think tank – Centre for Social and Economic Studies – that completed the policy paper in cooperation with a research centre at the University of Sussex, UK. Please see this link for the policy paper: http://www.migrationdrc.org/publications/other_publications/Brain_Gain_Policy_Paper_english_FINAL.pdf.

of Ministers⁵ to manage the programme, have a direct impact and effect on the policy-making processes related to migration and Diaspora involvement.

A very high ranking official, the General Secretary of the Council of Ministers, had signed the co-operation agreement with UNDP on behalf of the Government of Albania, in his capacity of the National Programme Director. Mr Myqerem Tafaj, the General Secretary of the Council of Ministers and a Ph.D. laureate in veterinary medicine⁶ was a former minister of education in a technical government set up to run the country during the political crisis of 1997 that coincided with another massive wave of intellectual emigration. Mr Tafaj returned to Albania following on the invitation of the Prime Minister Sali Berisha, leader of the Democratic Party of Albania. This political force had returned to power after 8 years in opposition, and was the backbone of the government coalition since June 2005. Mr Berisha had initiated a consultative group, the Committee for Policy Orientation (Komiteti për Orientimin e Politikave – KOP), tasked with the process of developing the policies and the political program of the future government⁷. Mr Tafaj had prepared a policy document⁸ while pertaining to this group about brain drain and steps to be taken to move Albania out of the group of countries suffering brain drain consequences⁹.

UNDP completed an international hiring process for the manager of the Brain Gain programme. Supported in their choice by the Government of Albania, they decided to hire Mr Bernard Zeneli, a political scientist who had managed similar processes in Kosovo, when he was chairing the Department of Political Science and Public Administration at the University of Pristina. Mr Zeneli had access to Albanian Diaspora groups especially in the US, where he was completing his Ph.D. studies. The office of the Brain Gain Programme was set up at the Council of Ministers to allow proximity to policy makers and access to processes of policy-making. This office was supposed to:

- 1. Develop a policy framework for the government grounded on the paper commissioned by UNDP;*
- 2. Help the Government create an interactive database of Albanians living/working abroad involving Albania nationals as well as Albanian Diaspora of secondary generations focusing on these main categories:*
 - *Students (alumni approach);*
 - *Scientific Diaspora;*
 - *Business community and other interested groups;*

5 For a full copy of the agreement including the set up of the programme goals and office see: <http://www.undp.org/content/dam/undp/documents/projects/ALB/Brain%20Gain%20ProDoc.pdf>.

6 http://en.wikipedia.org/wiki/Myqerem_Tafaj

7 For more information on this consultative body see: <http://www.soros.al/en/legacy/fellowship.htm#3> (impact on political institutions) and this article in Albanian: <http://lajme.shqiperia.com/lajme/artikull/iden/68110/titulli/KOP-i-i-PD-se-trampolina-ku-31-anetaret-perfituan-poste-ne-qeveri-dhe-hapen-biznese>.

8 For the full document see: http://www.see-educoop.net/education_in/pdf/brain-drain-alb-enl-t07.pdf.

9 For a more detailed and comparative analysis on the consequences of Brain Drain on Albania see this study: http://csm.org.pl/fileadmin/files/Biblioteka_CSM/Raporty_i_analizy/2006/Nicholas%20P.%20Glytsos_Is%20Brain%20Drain%20from%20Albania_Bulgaria.pdf.

3. *Better the contribution Diaspora could make towards Albania's stock of human capital:*
 - *Identify and bring together Albanian Students;*
 - *Technical assistance for crucial areas of reform;*
 - *Enabling legal and regulatory environment for the return and employment of overseas graduates in the civil service;*
 - *Creation of social capital in the key ministries and agencies concerned with reforms;*
4. *Ensure that adequate capacities were in place to develop and implement policies to achieve the programme aim:*
 - *Sponsor of central and local government, private sector and civil society internships;*
 - *Academic and research knowledge transfer;*
 - *Research;*
 - *Secondment programmes;*
5. *Target contribution of the Diaspora to the development of the private sector, more specifically to entrepreneurial activities, income generation and employment creation:*
 - *Investment in the country of origin;*
 - *Returning migrants and entrepreneurship;*
 - *Channel remittances to development.*

The expectations were very high for this program despite the fact that UNDP had committed only 150 thousand dollars for the first two years. It had projected one million dollars to complete the tasks deriving from the programme objectives. The task seemed almost impossible given the psycho-social milieu (environment) that is to be found in any given country of the Southeast Europe. Each of these countries is beset with brain drain problems and backward practices in the public administration. People who return from abroad are not truly welcomed. Derogatory terminology also exists to refer to those expatriates who fared well in migration but who come up from very humble and village backgrounds. In Albania, the patterns of development and solutions to migration problems were mostly inspired or influenced by its two neighbours, Greece and Italy – European Union Member States that have done little to deal with their own migration and utilize it as a developmental force.

Mr Zeneli could easily sense the animosity related to this programme when introducing it in meetings with mid-level policy makers or lower bureaucrats that consistently felt threatened by yet another wave of public sector layoffs¹⁰. They feared that this programme was the new concoction put together to justify the layoffs. A common belief and practice in Albania is that when a government comes into power it is expected to replace the group of militants occupying positions in the public administration with another group of militants at best or cronies at worst belonging to the political

10 According to a report produced by an ad-hoc Commission of the Parliament of Albania on October 4, 2006 cited in different daily publications in the Albanian language, the government led by the Democratic Party of Albania fired about 14,074 professional staff during the first year it was in power on the grounds of overstaffing and small government type reforms. The damage caused to the budget was 43 million Euros.

force elected to govern. The main issue that begged a solution was the transformation of the operating environment and the climate surrounding this programme into a welcoming atmosphere for potential returnees. Assuaging the feelings of the bureaucrats that they were not to be replaced by the possible Brain Gain returnees and convincing the rest of the government cabinet ministers to accept the programme became the main challenge.

It was not the first time that Albania tried to deal with the issue of capacity development by tapping into the potential of the Albanians qualified abroad. A year earlier (January 2005), the former Socialist Party government had passed a decree aiming to facilitate the employment to the public sector of young Albanians returning with quality western degrees from abroad¹¹. In 1998 the Open Society Foundation (Soros Foundation) in Albania had initiated and developed a fellowship program¹² utilizing one million dollars that Mr George Soros himself had donated to jump-start the Albanian public administration sector suffering then the consequences of the 1997 pyramid scheme based political crisis¹³. The money went into a support scheme that was active until 2004 for those, with foreign earned degrees, that would join the public sector and were sought after by the private sector, or could potentially migrate given the very low salaries of the public administration. The fellowship scheme was considered one of the models to learn from, but it was also evident that the process of salary top-ups had created dislike among bureaucrats for the “Soros fellows”¹⁴.

In mid 2005 the Government of Albania approved a national migration strategy document that was put together with the support of IOM and EU¹⁵. As a policy document it created a basis on which to build up the legal environment for the Brain Gain initiative. Albania was one of the very few countries in the world to produce a strategy related to migration accompanied with a well-devised action plan. Plans for cooperation with IOM and other institutions dealing with migration and capacity building were discussed as a way forward in the process of developing a better and more welcoming environment within and around the institutions to be involved in the Brain Gain.

After detailed discussions with the Government of Albania and UNDP the goals for the first year of the Brain Gain Programme were reduced into two: (one) the setting up of a pilot scheme¹⁶ of sup-

11 For a detailed discussion on the Brain Gain related policies in Albania see this report (section 2.4) (http://www.mash.gov.al/File/Legjislacioni_MASH/Annex%207-DCM%201100,%20dated%2030.7.2008%20-%20BRAIN%20GAIN.pdf part of the Government of Albania Decision to finance Brain Gain Programme in 2008.

12 For the details of the Soros Open Society fellowship program see: <http://www.soros.al/en/legacy/fellowship.htm> and the decision above in section 2.3.

13 For detailed information on the 1997 crisis in Albania see: <http://www.imf.org/external/pubs/ft/fandd/2000/03/jarvis.htm> and <http://assembly.coe.int/ASP/Doc/XrefViewHTML.asp?FileID=7882&Language=EN>.

14 Besides the report prepared by Open Society Foundation in Albania found here <http://www.soros.al/en/legacy/fellowship.htm>. There is another study in the Albanian language that analyzes the host of issues surrounding policies that orientate the public administration towards the hiring of individuals schooled and trained abroad: http://www.soros.al/2010/foto/uploads/File/raporti_diplomuarit.pdf.

15 For more information on the strategy see: http://www.iomtirana.org.al/index.php?faq=comp_project1 for the Strategy of the Integration of the Returning Migrants see this document: http://www.esiweb.org/pdf/schengen_whitelist_project_Strategy%20on%20Reintegration%20of%20Returned%20Albanian%20Citizens%202010-2015.pdf.

16 A year later another pilot was started in the public administration supporting the newly established Na-

port at the newly established University of Durrës¹⁷ and (two) development of the web page for this programme. In the mean-time work would continue to find ways to ameliorate the environment in which this programme was to operate. UNDP worldwide experience from its TOKTEN initiatives¹⁸ provided the logical ground for testing the Brain Gain intervention prior to a larger scale application through pilots in higher education and public administration settings. Besides the University of Durrës, in the fall of 1997 the pilot phase began in the public administration at the newly set up National Agency for Innovation Society (NAIS) under the Office of the Prime Minister.

Both institutions were new and did not present any of the perceived personnel related threats. The University of Durrës, a government funded institution of higher education, had started to function with a core managerial team of scholars at the top who had earned their academic titles abroad. They wanted to introduce new teaching and management at that institution. At NAIS the situation was also similar – the manager and the key experts were all trained abroad and wanted to bring new blood and fresh perspectives in the IT developments in Albania. Both pilots ran quite successfully and appropriate state budget mechanisms were introduced to channel financial support from UNDP accounts directly to the individuals. The concept of incentive package was developed with two key elements – financial support in the form of the reintegration grant and scientific activity support in the form of complete coverage of the expenses for international conference presentation. Low interest loans for those returning in the public administration were also discussed. The web page of the programme¹⁹ became functional and could be accessed directly from the government web page.

The start of the Brain Gain Programme coincided with a major government reform in higher education. Complying with the Bologna Process²⁰ in higher education the Government of Albania decided to revamp the system of this level of education, introduce bachelor (three year program) studies level and strengthen graduate and post graduate levels following the recommendations of EU in this area. Until then, higher education in Albania featured a very strong level of undergraduate studies (4 – 5 year degrees) leading to professional titles. The change in the educational system had to be reflected in the public administration in terms of the educational requirements for the different job positions. On the other hand several individuals working in the public sector had completed master level programs of study or were in the process of completing them. The belief within the Albanian public sector was that higher levels of education increase job security and opportunities for salary increases.

tional Agency for Information Society - the institution charged with the IT reform in Albania. For more information on this agency see: <http://akshi.gov.al>.

17 The full name of this institution is “Aleksander Moisiu” University, Durrës. For more information on this institution see: <http://www.uamd.edu.al/new/>.

18 The United Nations Development Programme (UNDP) introduced TOKTEN (transfer of knowledge through expatriate nationals) in 1977 to help reduce adverse effects of the brain drain phenomena or “reverse transfer of technology” in many developing countries.

19 For more information see: <http://www.braingain.gov.al>

20 For more information on the Bologna Process see: http://ec.europa.eu/education/higher-education/bologna_en.htm

Building on this idea discussions were held with the Prime Minister and his cabinet on the possibility of introducing a system of bonuses related to the level of education. These discussions turned into a policy of academic bonuses for the public administration in mid 2007. The government helped UNDP with this policy to avoid the trap of salary top-ups. It also created an excellent opportunity to start the Brain Gain interventions by having Diaspora individuals and Ph.D. holders returning from the West to work in the Albanian public sector or institutions of higher education. Financial support towards them would be a grant that would be similar in nature to the bonuses that the government had just recognized.

The Government of Albania financially intervened to support this programme after the national director and the manager of the programme presented to the Prime Minister a policy document that presented among other things the importance of this programme for the development of the country and a realistic action plan with cost-sharing financial mechanisms together with the positive results from both pilots. In the end of July 2008²¹, the Government of Albania approved a decree through which it committed 800,000 Euro towards this programme. This action on behalf of the Albanian government marked a new era in its donor pattern relationship. Albania considered itself a country that was moving up very fast in the development scale²² and it considered it important to join financially its donor community in increasing the effectiveness of the developmental effort. The government of Albania under Prime Minister Berisha became the first government in the Southeast Europe to have policies in place about highly qualifying returning migrants.

Towards the end of 2008, the Brain Gain fellows – this was the name that was given to the returning individuals in both the public administration and the universities – were being placed in different institutions following very strict selection criteria vis-à-vis competition and other application processes required by the institutions that were hiring them. Discussions around financial support for the programme and the modalities of payment were also held.

Albania was one of the 8 countries that joined the 1UN initiative²³. The steering committee of the programme decided, following on the idea of the deputy minister of finance, to use the financial mechanisms that were being set up at the Ministry of Finance in order to work with EU funds in the near future. Distribution of incentive packages, the term used for the financial package offered to the Brain Gain fellows, through the treasury unit and with support of the central financing and contracting unit (CFCU) secured transparency and opportunities to check the process while complying with rules and regulations in place. On the other hand, cooperation with the Department of Strategy and Donor Coordination secured on-going financial support for the programme. The support of the Government of Albania continued to be strong for the Brain Gain Programme until 2011 despite the financial difficulties that the country was going through as the result of the financial world crisis and a time when donor money in Albania was being reduced.

21 For the full government decree related to Brain Gain see: http://www.mash.gov.al/File/Legjislacioni_MASH/Annex%207-DCM%201100,%20dated%2030.7.2008%20-%20BRAINGAIN.pdf

22 For more information on Albania's Human Development Ranking see: <http://hdrstats.undp.org/en/countries/profiles/ALB.html>.

23 For more information on the 1UN (Delivering as One) initiative see: <http://www.undg.org/?P=7>.

UNDP continued to maintain support for this programme given the priority it had with the government while looking at opportunities to develop strategically within the area of migration and employment. It had already created and was funding other projects in the area of youth employment that crossed in the programmatic areas of the Brain Gain programme. The purpose of this diversification aimed to offer a more complete intervention in this area while positioning UNDP as a major actor in this field. What was becoming a reality was the success of the intervention in terms of the individuals that were returning and the collaboration they were establishing with the institutions in which they were working. The challenge for the Brain Gain office in 2012 was related to sustainability of the program in ways that went beyond the incentive packages and that projected a wholesome approach to issues related to migration.

INTRODUCTORY DISCUSSION

The Brain Gain Programme (BGP), a cooperation project between the Government of Albania and UNDP has been operational since April 2006. The myth of Diaspora contribution towards the development of the country of its origin is a proven reality in the case of Albania. Income that enters the country in the form of remittances passes the threshold of 1 billion US dollars each year²⁴. Diaspora of Albanian origin created during the last decade of the 20th century is also represented by a group of highly qualified individuals that give their contribution towards scientific and technological advancements in the countries where they have migrated. Attraction of this group of people towards their homeland together with representatives of the historical Diaspora that were not allowed even to visit during the communist times represents a government priority since 2005. The objective of the BRAIN GAIN Programme is to provide support for the government in establishing incentive elements and policy-making mechanisms to effectively change the engagement of the Albanian Diaspora and highly qualified migrants in the scientific, administrative and economic development of the country.²⁵

This programme has supported the establishment of a policy framework and has made available an electronic database linking the demand of the academic institutions, public administration and private sector with the expertise offered from abroad. Moreover, during 2008 - 2011, the programme has supported with re-integration financial packages individuals who have returned to Albania either permanently or as visiting professors. The programme is managed in

24 This is based in very conservative estimates and does not take into consideration the inflow of money from Greece that is entering Albania together with the immigrants that return from there to avoid the financial and economic crisis that Greece is undergoing.

25 The political study commissioned by UNDP Albania in 2006 showed that the migration process in Albania just like in any other southeastern European countries represent a traditional phenomenon. A migration wave from Albanian towards Western Europe and the United States was observed again in 1990s. During this decade, Albania experienced the highest migration rates in the world. According to the most recent census data, one in five Albanian citizens has migrated between 1990 and 2001 and as a result one million Albanians live abroad. During the period 1990 - 2003 a severe "brain drain" was caused by massive migration of the university lecturers at a rate of 45% and 65% for Ph.D. holders who had concluded their studies in western universities in the 1980s.

line with the implementation modalities recommended by UNDP (NIM²⁶) that require a high engagement of the national partner, which in this case is represented by the Council of Ministers. Mr Myqerem Tafaj, Minister of Education and Science, is the National Coordinator of the programme that is managed on daily basis by the Programme Manager, Mr. Bernard Zeneli and the Programme Assistant, Ms. Ajten Kërtalli.

Cooperation between UNDP and the Government of Albania has been successful in this programme. Brain Gain through its policy initiatives has been able in a few years to construct a positive environment for the return and contributions from qualified nationals in the areas of higher education and public administration. Intended to last for a foreseen period of two years, the programme was then extended without a precise termination deadline²⁷.

This document will review the main objectives of BGP and their implementation, with regard to the roles and contributions of its main stakeholders while proposing policy guidelines and recommendations for other governments in the region.

In southeastern Europe, the Brain Gain processes have been and still are closely linked to the democratic development and reforms in the market economy. They have been part of the political initiatives of various governments and have aimed at bringing back to the public administration and universities individuals with very high qualifications earned abroad. Initiatives of this type have aimed at bringing back scientific research to countries such as Slovenia or Croatia. The Brain Gain Programme implemented by the Albanian government, constitutes a new public policy approach. By endorsing and supporting its returning qualified Diaspora and immigrants holding high qualifications the government endorsed capacity development.

The Brain Gain Programme has a multi-donor financial structure. UNDP Albania contributed the seed fund for a two-year period in order to enable the implementation of the programme components of this project. In addition, the Brain Gain Programme is considered as a programme of unique importance and in the frame of the “One UN” initiative it has benefited from the Coherence Fund an amount of 840,000.00 USD for the time period 2008 - 2011²⁸. In support of the medium-term action plan, the Brain Gain Programme benefited 24,400,000.00 Albanian leks from the Albanian government.

The intellectual capital from the Diaspora and well-qualified immigrants, who return to the country, can become an invaluable asset for Albania in its path towards EU integration. In addition to their contribution in the human capital, these individuals have shown potential to encourage the development of scientific research and technology in Albania. Their experience

26 National Implementation Modality – it is a way of implementing a project in which the primary actors are national institutions rather than UNDP

27 The new extended deadline is December 2012. The approved plan of action through the Decision of the Council of Ministers of the Republic of Albania nr 57 (February 1st, 2012) extends well into the year 2013.

28 The Brain Gain Programme benefited 250,000 USD from the Coherence Fund in 2008-9; 380,000 in 2010, and 210,000 in 2011. It is expected that in 2012 a similar amount to 2011 will be benefited/acquired.

and scientific research potential would ensure a new resource for the continuous development through engagement in the academic, administrative and business life of the country.

With regard to **development of policies to promote skilled migrants and Diaspora return**, the role of the BGP in the near future must be to tackle the problem of a better synergy among its actual and potential stakeholders and partners, national and international. Few ministries are providing effective support for BGP implementation while the Ministry of Education has been at the leading role. Many other should also contribute to this improvement, such as Ministry of Labour and Social Affairs, the Ministry of Foreign Affairs and some key government departments like DSDC (Department of Strategy and Donor Coordination). Ministry of Interior and the Department of Public Administration should increase their involvement and increase cooperation.

BRAIN GAIN PROGRAMME, 2006 – 2011

The Brain Gain Programme came into being following a cooperation agreement between UNDP and the government of Albania on 11 April 2006. This programme marked a very meaningful step for the further development of the human capacities in the Albanian society and the intertwining of this development with capacities in the Diaspora. The intervention into the migration processes based on focused returns of well-qualified individuals switched from being a fragmented process to a genuine public policy process. The programme, conceptualized as an initiative of the Albanian government, operates as a policy implementation unit supported by UNDP introduces a new philosophy and rationale towards migration policies aiming the return of the highly qualified. The incentive mechanisms and reintegration packages for the returnees on one hand and the establishment of a welcoming climate both legally and administratively on the other driven at both ends by the government and national institutional actors constitute the core of the programme. This Brain Gain philosophy represents a new global approach and as such it has earned the support of the donors led by UNDP.

Under the current government, the Brain Gain Programme is positioned not only as a programme that stems from a political electoral programme, but also as a direct response to the development that Albania is experiencing in higher education and public administration. Issues that are directly linked to human capital and capacity development within the public administration and higher education are fundamental issues and in response to them the Brain Gain Programme has developed its intervention policies.

The Brain Gain programme in Albania has its roots in the “Fellowship Programme” of the Open Society Foundation (Soros) in Albania.²⁹ In 2004, when the Fellowship Programme was phased

29 In 1997, Mr. Soros donated 1 million USD in order to boost the development of public administration in Albania through a salary increase process for people holding Master's degrees acquired abroad and who returned to work in the administration. This project lasted for six years and was implemented in the

out, the Albanian government of the time drafted a National Migration Strategy, a specific chapter of which was dedicated to policies aiming at the return of the qualified individuals from abroad. In this strategic document the government commits to ensure special employment quota and the integration of Diaspora in the development of the country. This strategy along with the amendments made over time; give special attention to the administrative cooperation on issues related to migration, and to this end, an Interministerial Committee on Migration has been established under the chairmanship of the Deputy Prime Minister. On issues relating directly to the return in the country of well-qualified individuals, the strategy recommends cooperation both at the level of international organizations dealing with migration issues and at the national, interministerial level.

During the first phase of the programme (2006 - 2007) the main objective of the work was focused on establishing a sustainable political and administrative basis on which the programme components would be developed. The work was focused on the drafting of the legal framework that enables and encourages the sustainable return on one hand and the dissemination of information on this project on the other. This was accomplished by creating an interactive webpage that intertwined a registration database with employment information and a forum for idea exchange.

The Brain Gain Programme piloted the academic component of the programme at Aleksandër Moisiu University in Durrës and the public administration component in the National Agency for Information Society. This experience assisted in devising the detailed academic programme that was used in 2008 - 2011. During this time, the Brain Gain Programme concluded two studies that served the interventions in the administration. The first study deals with the developments in information technology and identifies the needs and methods to be used for the further development of the National Agency for Information Society. The other report emphasized the immediate needs that the public administration is experiencing in terms of capacities and clears the way for reforming processes in the context of capacity development in order to address the human resource capacity gaps that this administration would encounter during the integrating processes Albania is involved in.

During the second phase of the programme (2008 - 2011) intensive work was carried out to expand the Brain Gain processes - the return of well-qualified individuals to the public administration and higher education institutions. The work accomplished during this phase was founded on the decision of the Council of Ministers nr 1100, dated 30 July 2008 and later amendments to this decision. This key political document paved the way for the return to Albania of over 130 individuals who have given quite specific and valuable contribution in the sectors that they are working.

public administration and local government. According to the data obtained by the different studies, 150 individuals have benefited from this programme. These studies and further meetings with the representatives of this foundation have shown that only doubling or tripling salaries is not a fully effective tool for developing human capacities within the administration. The data has been obtained from the study carried out by Soros Foundation on the effectiveness of this scheme in 2005.

Following the amendments to the Law on Higher Education, and in line with the Bologna process in Higher Education, the role of the researchers and lecturers constitutes an important factor in the integration of the Albanian higher education in the most advanced European and North American networks. The Brain Gain Programme has supported the efforts to advance the Albanian science and higher education through the encouragement of research projects in areas of interest for the country.

Programme Component: **Human Capital**. Based on the recommendations of the various studies that the Brain Gain Programme is founded upon, the Council of Ministers has made a series of amendments, at least to DoCM³⁰ no. 8 (no. 231, 255, 467, 475, 476, 477, 478, and 600 of 2006 - 2008) in order to enable and encourage the sustainable return of the Diaspora as well as of students and immigrants who immigrated over the last decade of the last century. As a direct result of these changes, any individual who has concluded his graduate studies abroad, enters the admission competition for vacancies with 20 bonus points when holding a Master's degree and 30 bonus points when holding a PhD. This measure is applicable both to the returnees through the Brain Gain Programme and the ones who choose to compete directly for vacancies in the administration. Upon the proposal of the Programme and with the support of the Department of Public Administration, the legal framework has been adjusted to benefit individuals who hold degrees from European universities or the Diaspora in at least three forms: *advantages when competing for vacancies; financial bonuses in line with study/degree level (Master's and higher); low interest rate loans for people returning in the context of this programme*. The programme has intervened specifically in the following:

- A. During the time period 2008 - 2011, the Council of Ministers awarded financial bonuses to all administration staff that held Master or PhD degrees, in line with their work position. The decision also incorporates those professions, which are infrequently encountered in the public administration, mainly in the information technology sector.
- B. The Law on the Academy of Sciences (endorsed in 2008) also favors the Albanian scientists who exhibit an extensive scientific and academic activity outside the country in their bid for membership or leading positions in the new structure of the Academy of Sciences.
- C. The decisions of the Council of Ministers on degrees and scientific titles favor the Albanian researchers who have completed doctorate and post-doctorate studies abroad. These decisions also encouraged the employment of these individuals within the public administration through the recognition of the financial value of the academic titles.
- D. The new Law on Higher Education (endorsed in 2007 and revised in 2011) favored at all levels the competing candidates who held doctorate degrees from abroad. They were able to compete at all different levels and in turn the Brain Gain Programme prepared support packages for these individuals. During 2008 - 2011 at least two higher education institutions were chaired by individuals coming directly from Diaspora.
- E. The government supported the creation of 400 new job positions in higher education institutions, enabling thus quality returns by individuals and putting a halt to the brain drain process.

30 Decision of the Council of the Ministers

- F. The new Law on Higher Education favored also individuals holding Master's degrees to acquire the docent title and further their PhD studies in the context of both the Excellence Programme and the scientific cooperation programmes (scheme FP7).
- G. The Brain Gain Programme has assisted in the process of drafting the Law on Higher Education and the functioning of Higher Education and Science Council by sponsoring the required expertise.
- H. The Brain Gain Programme supported the Technology and Information Society reform through a study for the establishment of a *National Agency for Information Society and acquiring experience from a country like Estonia for people holding leading position within the Council of Ministers*. In the context of the **Capacity Building** programme component, the activity of Alb-Science, an electronic forum debating the scientific developments, was supported and the first conference for this forum was organized, which culminated in the establishment of the Alb-Science Institute.

The Brain Gain Programme Internet page, www.braingain.gov.al, is linked to a programme for registering new individual data in order to enable and launch the registration of qualified Albanians residing abroad. Currently, 530 individuals have registered in the Brain Gain Programme database. The registration process is expected to intensify following the conclusion of technical interventions on the page and the launching of a registration publicity campaign for the year 2012. In addition, this page will be equipped with a panel of forums that will serve as a platform for sharing specialized opinions on different public policies to be discussed.

In conclusion, the Brain Gain Programme has carried out the following key activities in line with the annual programme for the time period 2006 - 2011:

1. Putting a halt to the brain drain phenomenon and the encouragement of returns of quality individuals having international experience to public or private Albanian institutions.
2. The amendment of over 8 DoCMs to improve the legal framework and support the return of the Diaspora. These amendments have had the full endorsement of the National Coordinator of the programme.
3. Providing support to the pilot intervention scheme in the academic sector. Such support was piloted at Aleksandër Moisiu University in Durrës and the main outcome of this activity was that all the returnees are currently still in Albania.
4. Assessment of capacity needs in the public administration with the purpose of identifying the priority sectors to be supported with capacities from the Diaspora. The European integration process and the drafting of policies were identified as the most priority sectors in the central government.
5. Identification of needs and support towards the establishment of the National Agency for Information Society. The Brain Gain Programme has sponsored reports and expert visits in this area and has concluded a cooperation agreement for supporting three positions within this Agency.
6. Designing and making operational the www.braingain.gov.al website in preparation for the publicity campaign that will encourage the registration of individuals from the Diaspora on this page.

7. Improvement of programme management through the active functioning of the Steering Committee, which leads and endorses the activity of the programme and also endorses the distribution of incentive packages.
8. Provide support of around 1.4 million USD for relocation incentive packages for individuals who have returned and other activities of this programme. The map of people who cooperate with the Brain Gain Programme covers by now 19 developed western countries/states, mainly the United States, which exhibits the highest number of quality returns, 39.
9. The supporting activity of the Brain Gain Programme has extended to 26 public administration and higher education institutions. The programme cooperates actively with 8 public administration institutions and 18 higher education institutions half of which are privately run.
10. Successful cooperation with local institutions during the process of distributing incentive packages, promoting the use of Albanian institutions and increasing their disbursement capabilities.

BRAIN GAIN PROGRAMME SUPPORT WITH INCENTIVE PACKAGES

Institutions	Indiv.	Females	Males	Females		Males	
				Master	PhD	Master	PhD
Public Administration	21	7	14	7	-	12	2
Public Universities	57	25	33	13	11	17	16
Private Universities	20	8	12	2	6	8	4
Visiting Professors	39	10	29	4	6	12	17
In total	138	50	88	26	23	49	39

Table 2.1 (support classified on gender basis)

Brain Gain Programme 2006 – 2012

- 138 beneficiaries incentives till 2011, (22 waiting).
- Budget > USD 1.45 M (GoA contribution 250.000)
 - Legal + regulatory adaptations
 - Private sector engagement limited

Project focus = REVERSE Brain Drain by return of qualified migrants
Project successful, but limited in size and scope

DISCUSSION ON THE FINDINGS OF THE CASE STUDY ANALYSIS

The key to the success of the Brain Gain is related to its execution. The programme is carefully and coherently managed while methodically developed. The Brain Gain team considers relationships with all stakeholders very important. Programme partners seem content and open to further cooperation. The role that the Government of Albania has played in driving the process to where it needed the processes to go has been instrumental for the successes achieved.

Strategy of the Brain Gain Programme

Through achievements and success it has experienced in the last six years, the Brain Gain Programme has been able to halt the Albanian brain drain process. Through its encouraging schemes, this programme has managed to bring back to the country 138 highly-qualified individuals and has paved the way for massive returns of highly qualified individuals to be employed in various sectors.

The programme is two-fold: while its primary role is to support national policy formulation to create an enabling environment for the return of qualified Albanians from abroad, BGP also has undertaken a number of concrete pilot interventions, including attracting and bringing qualified members of the Diaspora back to the country to serve in the central public administration and in institutions of higher education or research in the capital Tirana and in university towns. In so doing, BGP has also shown its influence on capacity development in Albania.

With fellows supported with attractive and sustainable incentive packages, the production of comprehensive reports and policy papers, the passing of several supportive decisions by the Council of Ministers and an important budget fed by the government, UNDP-Albania and others donors, BGP is generally regarded a success story. The BGP fellows are in advisory or key positions related to policy-making in the public administration, while those in universities influence the teaching contents and delivery modes.

The concept of financial incentives to promote returns is reinvented with this programme. Highly educated people from abroad are offered financial incentives following successful application and nomination for a job position during their first year of return. Support during the second year of their appointment in Public Administration or in a university depends on financial resources and success achieved during the first year. Employer recommendation is also required. According to the information substracted from the yearly evaluation forms that the BGP fellows complete, the incentive package solution is considered a push factor in their decision to return from abroad and stay in Albania that is nevertheless, ranked secondary in importance after intellectual and moral commitment to come back and contribute to their home country's development. This is the reason why they often were already in the country prior to applying for the BGP incentive package. Cooperation with the employer is also essential in this process.

This cooperation has led to capacity development and quality advancements particularly in the institutions of higher education.

The temporariness of the incentive packages proved to be a more effective and relevant solution than a permanent top-up bonus on salaries, which would result to be too expensive on the long term and would have also created tensions between BGP fellows and the ‘locally-graduated’ civil servants. The challenge will be how to keep these attracted individuals to stay with the Public Administration beyond the time during which they get support from the Brain Gain Programme if opportunities occur in the private sectors. The global financial crisis, the risk of unemployment and lack of better opportunities abroad would keep them in their positions, but with low motivation for work.

The strategic goal of the BGP was to attract mainly two categories of Albanians abroad: those that were temporary outside the country completing graduate studies or professionally engaged while maintaining Albanian nationality, and those belonging to the Albanian Diaspora. The group of the returning migrants is dominant in the category of fellows that returned permanently in Albania, while the second group predominates in the visiting professor scheme. Few, if any, from long-term Diaspora have decided to profit from BGP incentive packages and return for installation in the country. The strategic focus here should be refined in order to attract more people to return and stay, not only from first-generation migrants, and on the other hand to find more short term opportunities for relevant people from the Diaspora. Thus, the visiting-professor solution should be tried and promoted within the public administration and the scientific world in order to increase Diaspora’s inputs in country’s development. Diaspora members already working for the public administration or scientific institutions in their host countries may be invited to contribute in Albania as visiting-experts or visiting-researchers, provided that such opportunities are explored, identified and agreed and BGP advertising done accordingly. The UNDP experience of successful TOKTEN schemes might be helpful here.

Risks related to the strategy

Brain Gain inventiveness is focused on the transformation and maximization of the financial support for BG fellows. This is proving to be a costly project for the Government³¹ and UNDP / UN system and other International partners. Finding solutions that are not costly and that yield

31 Presently, the government does not seem in the position to further contribute to the programme. This sheds some doubt on the sustainability of the programme. In addition, 22 applicants/potential beneficiaries that are waiting for the decision by the Steering Committee are unlikely to receive the benefits due to a lack of funds (budget required is 11,917,000.00 ALL or 112,424.53 USD – if all of them are approved by the Steering Committee), while 19 BGP Fellows are waiting to receive the second tranche of the second year, and 9 BGP waiting to receive the full second year of support. For these payments 10,800,000 ALL or 101,887.05 USD is required. Although the possibility of only receiving support for one year was explicitly indicated in the arrangements, it is still a departure from previous practice and only activated in case of lack of funds. Moreover, there are 13 BGP Fellows in the category of “visiting professors” that have been approved to receive the second year of support and the first year of support. They have fulfilled their obligations with their respective universities. To pay for the cost the visiting professors advanced, it requires 4,503,000.00 ALL or 42,481.00 USD

long-term results seems to be a 21-century challenge in every area of life including migration policymaking.

Capacity development focussed on highly qualified returning migrants also risks on cultural factors. Albania's small size and tight family connections facilitate job finding replacing the professional employment agencies and competitiveness. This also damages the development of a merit-based system. In more than 3 occasions the Prime Minister and the General Secretary of the Council of Ministers have called upon cabinet ministers and general secretaries of the line ministries to practise Brain Gain processes in their institutions. The fact that only 21 individuals have been able to get positions in the public sector and the fact that about half are political appointees shows how difficult the process can be.

The pressure of political parties (mentality of 'which party you belong to') to secure a job, not only in the PA but also in the private sector is also prevalent. The steering committee of the Brain Gain programme applied a "blind" policy towards political orientation and individuals who were clearly belonging to the opposite political wing of the current government were able to receive the Brain Gain incentive based on their professionalism. The international membership of the steering committee also helped in viewing issues from professional perspectives.

Results and nonsucceses of the Brain Gain Programme

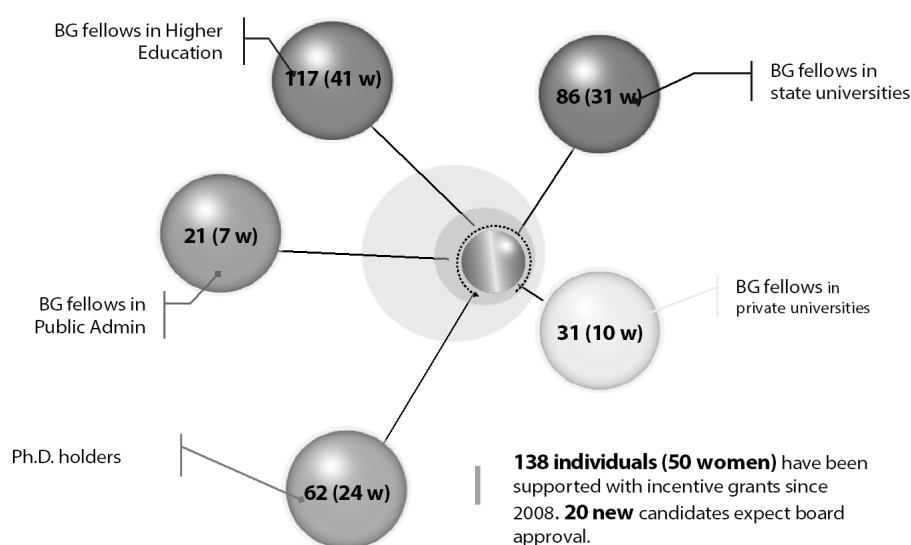
Policy result oriented discussion of projects similar to the Brain Gain is relatively easy and quite straightforward as they are founded on very tangible results and achievement of very concrete actions. This might be reason in fact that the Brain Gain Programme has been discussed and taken into consideration both in the national and international context³² of the policies related to migration, Diaspora and development, and development of capacities in higher education systems.

The most realistic success of the BG programme is in its capacity development effort in academia / universities, where BGP fellows are installing new methods of teaching and research, bringing Albanian academia closer to the EU and international standards. Central to this success is the role of the minister and Ministry of Education. Mr. Tafaj, the current minister, is also the national director of BGP. His role has been instrumental in moving the focus of this

32 See the following links for more information on Brain Gain Programme related scholarly work and policy work: http://eacea.ec.europa.eu/tempus/events/documents/western_balkans-2012/case_study_albania.pdf; http://www.em-al.org/skedaret/1-EMA_Policy_Paper-Brain_Gain_Policies.pdf; http://www.migrationdrc.org/publications/other_publications/Brain_Gain_Policy_Paper_english_FINAL.pdf; <http://www.em-al.org/?fq=artikuj&gj=gj2&bir=7&aid=78>; http://www.grupa484.org.rs/sites/default/files/Brain_Gain_Albanian.Report.2010.pdf; <http://econpapers.repec.org/paper/laawpaper/46.htm>; http://siteresources.worldbank.org/INTALBANIA/Resources/B_Zeneli_Brain_gain.pdf; http://www.researchgate.net/publication/237709351_From_Brain_Drain_to_Brain_Gain_Mobilising_Albania's_Skilled_Diaspora; <http://www.tandfonline.com/doi/abs/10.1080/19448953.2011.593339?journalCode=cjsb20#preview>; http://www.labtimes.org/labtimes/issues/lt2008/lt03/lt_2008_03_38_41.pdf; http://www.un.org/esa/population/migration/turin/Turin_Statements/NGJELA.pdf.

programme towards the universities and in convincing his government to fund this effort. He has also pushed forward an approach that considered capacity needs of both public and private institutions of higher education. Thus, the programme supports universities to fill academic and managerial positions with highly qualified individuals that return from abroad, selected in a competitive and transparent process³³. The visiting professor scheme with its interventions in areas where capacities teaching in the Albanian language did not exist has proved quite valuable in developing innovative master programs across all curricula.

BRAIN GAIN IN FIGURES



Compared to the successful intervention in the institutions of higher education, the capacity development effort in the public administration can at best be described as a non-success despite the fact that those few BGP fellows that managed to enter the public administration are in key and advisory positions related to policy making processes. Twenty-one individuals (seven women) have been placed in public administration showing clearly that the challenge in this sector remains. As a result of the policy intervention undertaken by ten government decisions have been changed and two government decisions have been issued anew to guide the medium and long term plans of action for the Brain Gain Programme.

BGP was instrumental in developing a system of bonuses that helped create a positive environment for the Brain Gain programme in the public administration. Unfortunately, this system has of bonuses has been done away with³⁴. Through cooperation with the Department of Pub-

33 About 117 individuals (43 women) have been placed in university positions since the beginning of the programme.

34 According to the Fletorja Zyrtare (Official Journal) – the publication that makes known all the laws and decisions taken in the Republic of Albania of August 12, 2011 the bonus for the academic qualifications has been marked as “0” – see this link for the Albanian version of this publication http://www.alblink.com/skedaret/1313643464-fletore_nr.110.pdf article 2, section “c”.

lic Administration (DoPA), applications from abroad are accepted while on-line application agreement as part of e-application process is still under discussion. This has been quite a step forward compared with other countries in the region or beyond. Nevertheless a lot more could have been achieved in this cooperation in the area of human resource planning for the public administration. This observation also relates to BGP strategy that should try to systematise interventions and build on opportunities of several vacancies opening in the same institution or the same type of position across several institutions of public administration. Further more, Albania is preparing to join EU and more qualified staff will be needed to fulfil all the requirements of the Acquis Communautaire and implement the new rules and regulations in the Albanian system. Public administration human resource policies are not long term and heavily influenced by the daily politics making it very difficult to successfully implement projects like the BGP that require long term and visionary approaches to capacity development.

Positive impact of the BGP fellows is noticeable in the public administration and institutions of higher education alike. They have made a marked change in units where their concentration is higher increasing their capacity to influence their environment. The best cases show results when new institutes (i.e. new University of Durrës or new departments within existing public or private universities) or new departments (new department at the Ministry of Finance) have been created that allow for new mentality, work culture and innovative approaches brought about by BG fellows. They have been able to develop new curricula and upgrade education programmes, they have been promoters of research programmes, and they have played a key role on the projects related to IT. Their expertise has been valuable on international relations. All these examples show both individual and group successes of the BG fellows. The system wide impact though is a nonsuccess, as the influence of the Brain Gain Programme does not go beyond a single institution.

The BGP programme, despite its efforts and with its limited resources (both financial and programmatic), has not achieved its intended results with regard to the private sector. BGP outreach towards this sector in particular and BGP outreach in general has not been effective. Public awareness has been limited to the Brain Gain web page only. These are areas where non-success has been the largest. Stakeholders need to do more to explore how BGP can be of use in this important sector for the development of the country in particular as it relates to expertise in research and development and other needs for technology and management in the private sector. This is closely related to public outreach and awareness as the good example of the Brain Gain successful cases are not loud enough to influence further change and positive impact.

Sustainability of the Brain Gain Programme

There about one hundred individuals that returned to Albania through the Brain Gain programme. All of them are still in Albania and this includes those individuals that were supported for two years through the BGP incentive packages and some that returned following a visiting professorship cycle. A careful analysis of the lasting impact of this programme including the

longevity of fellows' stay in Albania cannot take place now while the programme is still running. Initial comments on the sustainability of the BGP may help contemplation about such programs.

The stability of the processes reversing brain drain into a human capital flight towards the home country creates anxiety among policy makers and donors and is also considered both a risk and a benefit. There is a very obvious trend of especially young people returning to Albania after completing university studies of different levels abroad. While no statistical studies exist on this, quality evidence like the increase on the number of people applying for jobs, people visiting the Brain Gain office in Tirana for advice and existence of committed programs jointly managed by different organizations in the UN family tell that the brain drain is reversed. If one adds to this the very existence of the program itself the situation can be optimistic.

Future studies should also take into consideration attractiveness and retention capacity of the Brain Gain initiative in order to evaluate its success or failure beyond the political agenda of a particular day. High numbers of applicants per position and stay with the job position beyond the period of support with Brain Gain incentive packages help in this analysis. These indicators are not sufficient to determine whether BGP applicants really came from abroad due to BGP offers attractiveness and if they belong to the historical Diaspora or to the category of students who went abroad to complete post-university studies. This requires a careful analysis. In terms of attractiveness and retention new incentiviveness could be insurance systems including health as well as ensuring the portability of health and social insurance benefits and / or other benefits that are likely to facilitate return and retention of fellows.

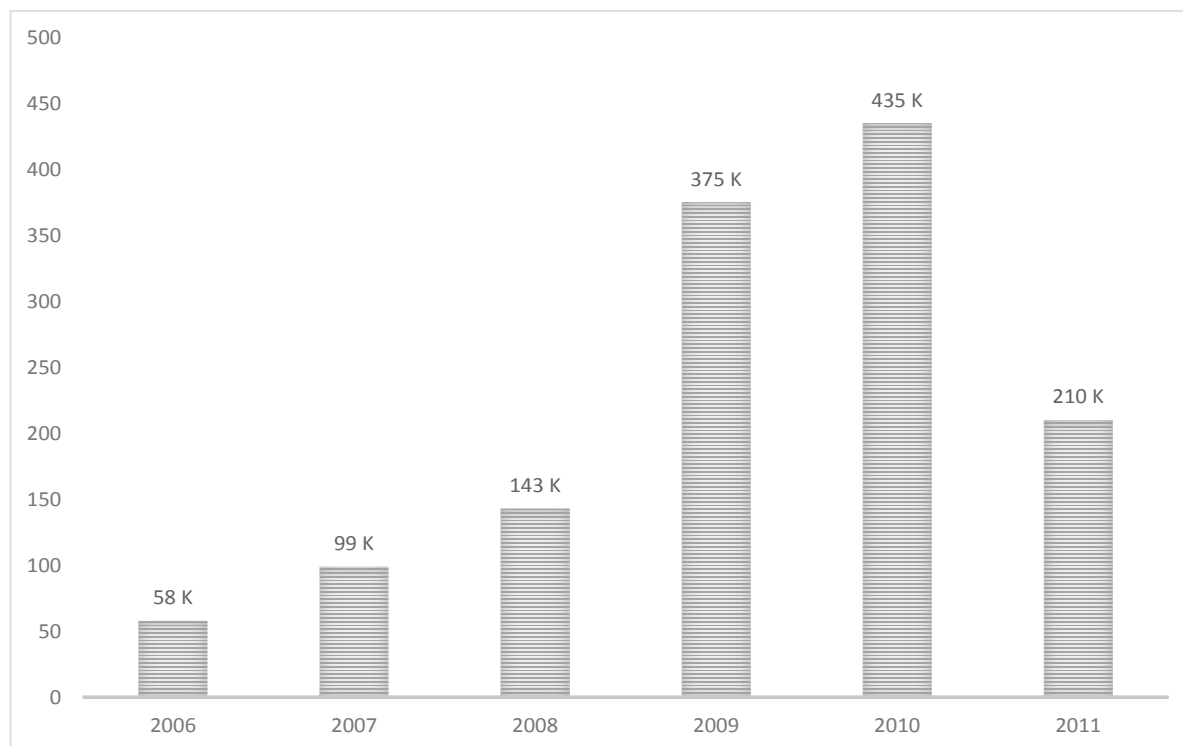
Yearly questionnaires that the BGP office has run regularly since the application of the incentive packages indicate that expertise transfer and contribution to capacity building has happened. Furthermore there seem to be general satisfaction with their employers or supervisors. Apart from two or three conflicting cases, more related to behavioural misunderstandings than to BGP fellows misconduct, supervisors state that they are satisfied with their BGP fellows qualifications, motivation and outputs. Success cases show that BGP fellows have been able to excel in situations where they had decision-making and influencing positions.

National ownership

Government of Albania has clearly been on the driver's seat and steering this project where it wanted it to go. The Office of Prime Minister Berisha and the Council of Ministers have been instrumental in their support and maintaining this program at the core of government priorities related to capacity development both in administration and research. On the financial side the government has supported all the parts of the BGP budget financing the incentive packages for the BGP fellows hired in higher education and research institutions. On the regulatory side, the government has made all the necessary interventions to facilitate the process of individuals returning from abroad including initial on-line application for the job positions and speedy recognition of the academic titles gained abroad. It generally takes from one to three years to

have one's degrees recognized both in EU and in the region even though Bologna Process in higher education was supposed to have changed this situation. The change that Albania made by speeding up and limiting the process of diploma recognition to three months presents a small revolution.

BGP DELIVERY IN THOUSANDS OF USD



The governmental prioritization of this programme helped UNDP tremendously to secure its share of support for this programme through the coherence fund established following the 1UN initiative piloted in Albania. UN and Government of Albania jointly run the coherence fund. Governmental financial commitment equivalent to 1/2 or to 3/4 of the annual budget, represents a sound input.

The rest of the government ministries, as mentioned earlier, generally provided limited support, with the exception of the Ministry of Education. The lower the level of administration the lower the support for the Brain Gain Programme. The same is also true for the institutions of higher education. Considering that the cost of the project compared to the national interest of attracting back to the country the best part of the Albanian Diaspora and those who have acquired high qualification abroad, the government (and the opposition as well) should clearly agree for BGP continuation and work accordingly to facilitate its mandate implementation: politically (depoliticization of appointments), technically (means to functioning) and financially (budgeting per objectives and for one more project assistant in charge of database and networking to Diaspora).

A strategy of career on civil service will increase opportunities for more BG fellows or students studying abroad to apply for jobs in the public sector. This is also closely related to improved processes for transparency of vacancies and recruitment on a merit based system. A new civil service law, approved in the Albanian parliament, is one of the conditions that EU has put on Albania for granting candidate status. Current drafts unfortunately do not take into consideration the highly qualified returning migrants.

As the number of positions in the public sector is limited, BGP needs to shift its national target to focus more on attracting qualified individuals with a strong professional and academic background. This group can pronounce change in the Albanian academic world (universities for teaching and research) and in the specialized scientific and technical research (sector-specialised ministries), with the support of National Agency for Research Technology and Innovation (ARTI). This programme is supposed to be managed by this agency once the UNDP management support for the project ends.

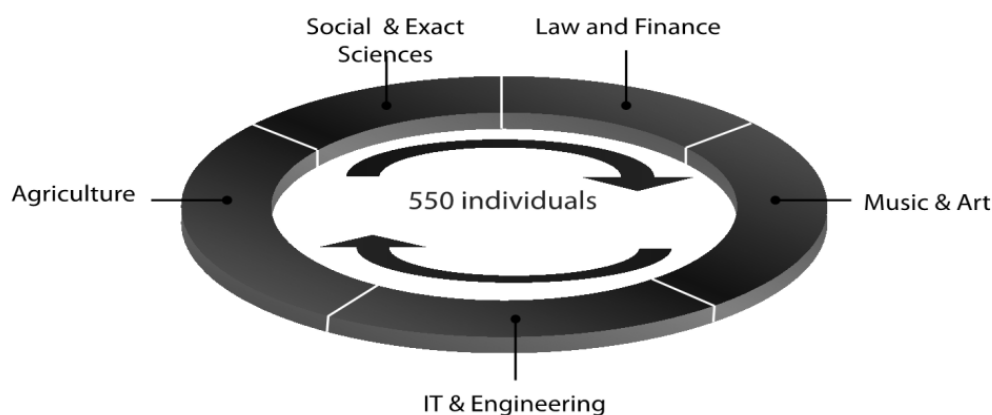
Private sector and Academia being perceived at the forefront for better qualities and innovations should provide the right context, environment and technology for attracting more BGP fellows. As the cooperation with national partners is easier (relatively and contextually) and more effective in the field of scientific research, more funding should be available for research work, in particular, on the areas of relevance for the country but also in the region. PPP Programmes (Public Private Partnerships) would ensure a broader national context for development of initiatives and thus more opportunities for BGP fellows to be involved at the country level or virtually by means of technologies available.

More synergy among governmental units managing convergent programmes should be considered. Projects and departments like the Institute of Diaspora at Ministry of Foreign Affairs, BG Programme at the Council of Ministers, and the Department of Migration at the Ministry of Labour, Social Affairs and Equal Opportunities need to bring their act together and coordinate / create synergies in terms of capacities, activities and resources. The new strategy for migration that is being contemplated provides an excellent opportunity to streamline policies and create synergies for migration.

The reasons that hinder the permanent return of qualified BG visiting fellows and other skilled migrants are many and vary from economic to security and political motivations. Lack of income-generating opportunities, lack of opportunity for employing high level skills and expertise, motivation for open and fair career opportunities, inadequate opportunities for housing, volatile security situation, limited access to quality public services and livelihood opportunities are among the main reasons. Despite all of the above, returns have taken place and the Brain Gain Programme also maintains a database of over 500 individuals that would return once a job opportunity is created. The numbers of the returning migrants has increased especially from Greece, a country undergoing a deep financial crisis. Migrants with high qualifications might return if there is more political and socio-economic stability, and with the eventual EU membership following the liberalization of the visa system in the Schengen area and neighboring countries.

BRAIN GAIN DATABASES

BGP maintains an electronic database of individuals that seek to return to Albania and cooperates with 3 major head-hunting agencies in Albania



A long terms outreach and communication strategy should be developed, with stated evidence about the country's benefit from this programme, and from the highly qualified migrants and Diaspora. Mechanisms that ensure fairness towards the migrants and their status as highly skilled workers based on their qualifications must be evident in this strategy. The strategy also needs to include possible areas for BGP fellows to be involved, depending on their expertise background that currently, include: research work, development of SMEs (Small and Medium size enterprises), software industries, knowledge management practices, industries that require new technology, cross border programmes. It is important to realize that highly skilled does not necessary mean that the individual has or needs a PHD.

Role of UNDP and donor community

Organisms like UNDP are designed and thought about to support interventions that are short term and provide opportunities for the countries to take over and develop further what was started with UN support. Since early on UNDP-Albania has brought a strong support to the activities and development of the programme. UNDP finances BGP staff, office equipment and functioning, as well as the incentive packages for the Brain-Gainers hired in the public administration. This support, not only financial but moral and advisory as well, is constant and necessary to the success of the programme and shall be continued. UNDP has been instrumental in mobilizing funding for this programme through the 1UN mechanism - the coherence fund. Donors in Albania bring together funding to finance government priorities as it has been the case with BGP.

Nevertheless, it seems that one of the sub-programme of BGP, the private sector one, is left aside by BGP staff, for lack of support from the UNDP, which started a new project specialized on this sector. UNDP should clearly specify the point, in concert with GoA, for BGP staff to clearly

know whether they shall abandon this sub-programme or in the contrary come back on it with more efforts to explore new tracks of action on this side.

Good collaboration also exists with IOM, which runs programmes of the same nature. This partnership should be reinforced, namely as regards migrants database development and advertising to potential BGP Fellows. Other projects from the UNDP world or from the World Bank may be of help. The ways and modes for better support from the EU Delegation should be explored as well.

UNDP BRAIN GAIN PROGRAMME BUDGET 2006-2012 IN US DOLLARS

Year	Amount	UNDP Core	Gov't of Albania	Donors Coherence Fund
2006	58,264.06	58,264.06		
2007	98,833.77	98,833.77		
2008	142,616.17	38,856.37		103,759.80
2009	428,018.48	28,551.99	253,633.39	145,833.10
2010	380,062.95		136.76	379,926.19
2011	210,359.32			210,359.32
2012	128,621.59			128,621.59
TOTAL	1,446,776.34	224,506.19	253,770.15	968,500.00

Source: Comprehensive Delivery Report provided by the Brain Gain Programme team.

POLICY PROPOSALS BASED ON THE LESSONS LEARNED FROM BGP

The proposals for Albania could be easily adapted for governments in the region that would be interested in developing a similar initiative. The purpose of this discussion is to elucidate decision-making and the thinking process around it. The government agenda is limited and there are a certain number of issues that each government can focus its attention. Capacity development through the engagement of Diaspora and highly qualified migrants provides a win-win situation every time as both are politically colourless. The proposals offered in the form of decisions have to be taken following discussions of the government with groups of interest mainly in the civil society and international organizations thus creating the necessary triangle for the policies to thrive and have success.

1. Develop the Diaspora database of Albanian graduates and future graduates that are BGP eligible following the best available models in the world and making use of the e-technologies. There should be only one database bringing together all the projects that have tried to work in this area under the government leadership. Involving the BGP Fellows in the networking and search for information about Diaspora organizations, Albanian embassies and consul-

ates, as well as IOM-Albania could help for this task. Solid support should come from line ministries with the Ministry of Foreign Affairs providing leadership role and the National Agency for Information Society providing the technical expertise.

- A. Reconceptualize and develop the BGP website accordingly, with hyperlinks to ministries' websites in Albania, those of the Albanian embassies abroad, those of IOM offices and to the Diaspora websites when identified. Establish a network of human resource offices of the different government ministries and agencies as well as universities to get more systematically projected information about vacancies and recruitment competitions.
 - B. BGP should revamp its public image and not hide after UNDP or Government of Albania. With a new outreach strategy in place it should act and lobby for more visibility in the media and other types of social media networks, to advertise and inform more extensively about the Brain Gain offers: interviews, communiqués, press release, etc.
 - C. Developing these two proposals (A+B) maybe requires an additional BGP staff assistant, to be specialized on website development and networking, in order to do more on these tracks for action.
2. Official ceremonies through which BGP fellows are recognized for their contribution are a good start for motivating and promoting this group. BGP office should work more closely with DoPA and donors and the line ministries to develop effective use for individual (and group) merit-based performance appraisal. This will help BGP fellows to be motivated for their work and will also help their colleagues and supervisors with effective performance tools. Currently BGP fellows in public administration positions are demotivated by subjective assessments and the lack of recognition for their achievements.
- A. Effective human resource management in the public sector may provide information and allow for the allocation of a percentage of positions for the BGP fellows that return. These might be positions that are released through retirement or internal promotions and need to be saved away from politically based appointments. This movement in the human resource management can be lead by DoPA and will help attracting highly qualified individuals. It is important that this is addressed in the new civil service law being drafted.
 - B. In relationship with the decentralization and the foreseen extension of the Civil Service Law to local government units, the incentive package for the returning fellows can be seen as a unique and specific mechanism to attract BGP fellows to the regional administration as well as to regional universities. This process will help mitigate the dangers of internal brain drain: the phenomenon that describes the return of a highly qualified migrant not in his hometown or region but instead vies for job opportunities in Tirana.
 - C. Under BGP's consideration for BG recruitment should be the fact that it is not systematically necessary to recruit highly qualified individuals all the time. Attracting well-qualified B.A. technicians is relevant and necessary as well for various positions in the civil service and in the private sector.

3. Although the process of diploma recognition has been simplified and quickened more needs to be done regarding the mechanics of the process and transforming it into an e-recognition process that may be started before returning to the country. This further simplifying and fastening of the process of diploma recognition will eventually put an end to the long-lasting and humiliating recognition process serving as yet another incentivizing factor to promote returns.
4. The contract between the BGP fellow and his/her employer should be in fact a tripartite one, in which BGP alumni organization / BG project office should have role in the evaluation during the time that the individual is getting financial incentives. The contract should also specify the number of years of service that a BGP fellow should complete before leaving for job offers in the private sector. This should be done in an equitable ratio with the amount and duration of the received incentive: 1 year of incentive support = 2 years of duty in the position; 2 years of incentive support = 4 years of duty in the position.
 - A. The incentive package offered to BGP fellows should include several elements and not just the financial package. Insurance package or other forms of support including access to soft loans for housing (mortgage) help to facilitate re-installation in the country. GoA should find the ways to make the package more operating and actually supportive for the BGP Fellows and other returning groups.
 - B. When providing support in job finding for the returning individuals either in the public sector or higher education, BGP should try gathering two or more BGP fellows in the same unit or university department. Practise has shown that when this happens it facilitates a mass-effect that could help disseminating new behaviour styles and new ethical and professional practices in task implementation or teaching delivery - a solid opportunity for capacity development.
5. In order to favour research BGP should increase cooperation with research-based institutions of EU and the region through liaising with the Agency for Research, Technology and Innovation. Percentage mechanism related to funding of research projects proposed by BGP fellows should be considered.
 - A. On this regard, explore the potential of the EC Community Research and Development Information Service (EC-CORDIS) and its 7th Framework Programme (FP7), which could support research activities where BGP fellows could be involved in, either from labs in sector ministries or from other labs in universities.
 - B. Universities with BGP fellow concentration should be provided with network virtual teaching delivery with other partner universities country wide, in order to extend the contribution of this group to capacity building and knowledge transfer.
 - C. Provision of the technical background to perform virtual teaching is a precondition for success.
 - D. BGP should also explore more bilateral cooperation network, where possibilities of grants for researchers, support to scientific labs equipment, twinning with universities and partnership opportunities for research projects exist and could be developed.

- E. The parliamentary “friendship-groups” existing in many parliaments of Western Europe could also be of help on this regard. BGP requests will most probably be positively received in many cases.
- 6. UNDP and Government of Albania should redefine the scope of BGP clarifying its role and involvement in the private sector and provision of internships.
- 7. BGP following on the UNDP recommendations should help in developing an alumni organization for the BGP Fellows. This will give them a structure / club to get together, and to share experience and best practices. It will increase the support for BGP and serve as an information hub networking to Diaspora organisations and colleagues in the countries where BGP fellows came from. If this network could be connected to those equivalent from other programmes in-country and abroad, there will be a useful multiplier effect.
 - A. In such context, UNDP can play a key role in advancing BGP further as its international networking can facilitate the collection of information and the communication that would be necessary for BGP to develop that new dimension.
- 8. BGP is an important and already successful programme for Albania to benefit from all opportunities that its Diaspora can offer to country’s development. In the same time this project is expensive. To increase its value for money, its national stakeholders should clearly take and implement all the effective decisions that could help extending more its positive achievements.

CONCLUDING EPILOGUE

- In July 2012 the General Secretary of the Council of Ministers orders the Brain Gain Programme office out of the building of the Council of Ministers. The Ministry of Education houses the program in a facility belonging to one of its scientific projects.
- UNDP considered this decision as a lessening of the importance of this project and in November 2012 it commissioned its regional center in Bratislava to develop a new perspective on this initiative. The report prepared is still in its draft form.
- On December 31st, 2012 the Government of Albania grants 150.000 USD to the Brain Gain Programme. This funding goes to finance the unpaid financial incentive packages some of them going two years back.
- Mr. Zeneli does not renew his contract with UNDP and leaves the position of the manager for another post.

- The office of the BGP remains operative until June 30th, 2013.
- On June 23rd, 2013 Albania holds parliamentary elections in which the coalition that governed Albania under the premiership of Sali Berisha suffered a landslide loss.
- The new government coalition under the leadership of Mr. Edi Rama has asked UN and UNDP to revitalize the Brain Gain.

APPENDIX I. ACTION PLAN, 2012 - 2013

Through this action plan, the Brain Gain Programme aims to augment the capacities within the administration and higher education institutions employing graduates from western universities, be those recent graduates or members of the Albanian intellectual Diaspora. This brings a novelty to the Brain Gain processes and serves the dissemination of experience acquired in the countries of the region. Just like in the past, the Brain Gain Programme will not interfere in the selection processes, but it will encourage the selection of individuals who are trained abroad or are members of the traditional Diaspora. Brain Gain aims at immediate integration of individuals who return in the country. As a result, the incentive packages offered to them aim at their accommodation in a work place and the covering of initial costs incurred from the return. This intervention approach clearly attests to the utmost commitment of the government which goes beyond the concept of salary increase salaries, by ensuring continuity and sustainable capacity development for individuals who decide to return and contribute to the country's development.

PROGRAMME COMPONENT: HUMAN CAPITAL IN PUBLIC ADMINISTRATION

Building of CAPACITIES in various ministries. Upon completion of the study on the achievements of the Brain Gain Programme for the time period 2006 - 2011³⁵, the need for highly qualified experts both in the central and subordinate institutions was identified. Furthermore, it was recommended that the Brain Gain Programme be piloted at the local administration level as well. In order to bridge the gap in capacities, the Brain Gain Programme has organized and supported with relocation incentive packages prominent individuals with remarkable academic achievements from prestigious western universities, who currently give their contribution in the public administration. In addition, upon a special decision of the Steering Committee, the programme has decided to support an additional political post within each ministry in order to strengthen the policy-making skills within each minister's cabinet. Such decisions and support have contributed significantly to the number of returnees from the Diaspora who apply for employment in the public administration.

35 In January 2011, UNDP commissioned an evaluation study for the Brain Gain Programme. The evaluation identified the accomplishments and problems and recommended the continuation of cooperation and activities in various field.

The heads of central institutions (ministries) can attract highly qualified experts to positions that contribute in decision-making in line with capacity needs they experience or in line with human resource planning. Such positions may be at the level of Secretary General of the institution, and go all the way down to the level of Sector Supervisor. The Brain Gain Programme has planned to support these positions with relocation incentive packages in the event the winning candidates are returning from abroad and satisfy all the necessary criteria for acquiring such packages. The Brain Gain Programme will continue to support atypical positions as well, such as that of the coordinator. The support with incentive packages will continue for another year after one's employment. The financial cost for these incentive packages is covered by funds provided by UNDP and the Coherence Fund of One UN in Albania.

For a further description of the incentive packages for senior specialists, we shall use the term "coordinator" which shall be described as the position that brings added management expertise through new approaches that enhance the work effectiveness of the institution (ministry). The following table presents the incentive package models which will be used in the public administration and exhibits the benefits and incentives that will be offered to the returnees selected for vacancies in the public administration. As it may be observed, a good part of the incentive package can be easily realized, thanks to the amendments in the previous decisions of the Council of Ministers. Such amendments facilitate the integration of well-qualified individuals in administration. The financial benefits of the package will be offered to the returnees only for one year.

TABLE 6.1: INCENTIVE PACKAGES FOR PUBLIC ADMINISTRATION

TYPE OF INCENTIVE/CATEGORY	SENIOR LEVEL COORDINATOR IN PUBLIC ADMINISTRATION (PH.D.)	JUNIOR LEVEL COORDINATOR IN PUBLIC ADMINISTRATION (MASTERS)
Bonus points carried to the admission competition in line with the academic title held (decision no. 231, amended)	30 points	20 points
Salary range (in line with decision no. 545, dated 11.08.2011*)	Determined by position held	Determined by position held
Financial bonus for the academic title held compatible with the position held	In line with decision no. 545, dated 11.08.2011	In line with decision no. 545, dated 11.08.2011
Incentive grant allocated by the Brain Gain Programme, including participation in conferences	800,000 ALL/year	600,000 ALL/year
Home Loans (in line with decision no. 600 of 2007): Government subsidy covering up to 4% of a 5 million ALL loan	Automatic qualification	Automatic qualification

Trainings on European Integration processes	ITAP + Ministry of Integration	ITAP + Ministry of Integration
Institutional support in acquiring civil servant status	DPA	DPA
* Decision no. 545, dated 11/08/2011 “On the approval of the structure and the levels of salaries of civil servants/ clerks, deputy ministers and cabinet clerks in the Prime Minister’s office, line ministries, President’s office, parliament, Central Election Commission, Prosecutor General office, some independent institutions, institutions in subordination of the Council of Ministers/Prime Minister, institutions in subordination of the line ministries and the prefect administration.”		

After the first working year following the return to Albania, the beneficiaries of the Brain Gain Programme will benefit from the bonuses scheme and supplements to their salaries, which will be offered to all the individuals working in leading positions in the central administration, who have concluded their Master’s or PhD studies abroad in line with the table following proposed by the Department of Public Administration, the Ministry of Finance and the Ministry of Education. Through this new intervention, the Brain Gain Programme aims at strengthening the Brain Gain mechanism in the public administration and the role of individuals with unique skills acquired abroad in the decision-making processes.

TABLE 6.2: FINANCIAL BONUSES FOR PUBLIC ADMINISTRATION

POSITION	Qualification / Degree / Academic Title	Supplement (all/month)
Deputy Minister	Professor	30.000
Chief of Cabinet of the President/Speaker of the Parliament/Prime Minister/Deputy Prime Minister	Associated Professor	25.000
Adviser to the President/Speaker of the Parliament/Prime Minister/Deputy Prime Minister		
Assistant to the President/Speaker of the Parliament/Prime Minister		
Secretary-General		
Prefect		
Heads of central institutions under the subordination of the Prime Minister or line ministries		
Full-time member of leading collegiate bodies of independent institutions defined in point 1/1 of decision no. 545		

Assistant Deputy Prime Minister Chief of Cabinet of the Minister/heads of independent institutions defined in point 1/1 of the decision Adviser to the Minister/ heads of independent institutions defined in point 1/1 of the decision Deputy head of central institutions under the subordination of the Prime Minister or line ministries Deputy prefect Department Director General Director Directorate [Department] Director in institutions defined in point 1/1 of decision no. 545	Post-master studies as per the definition of the Ministry of Education and Science or equal to them in countries defined in line with the joint guidelines of the Minister of Education and Science, Department of Public Administration and the Minister of Finance Doctor of Science Doctor of Science in countries defined in line with the joint guidelines of the Minister of Education and Science, Public Administration Department and the Minister of Finance	20.000 20.000 25.000
--	--	--

PROGRAMME COMPONENT: JUNIOR LEADERSHIP IN PUBLIC ADMINISTRATION

In addition, the Brain Gain Programme proposes the establishment of the Junior Leadership in Public Administration (JLPA) scheme. This scheme aims at supporting young individuals who have completed Master's studies locally or abroad and who seek employment in the public administration. It will follow the model of similar schemes used in countries such as United States (Presidential Management Fellowship) or UNO (LEAD Programme). The participants in this scheme are supported for a year by the Brain Gain Programme and during this apprenticeship period they move through different sectors of the public administration in order to gain experience. The scheme will be implemented thanks to the close corporation with the Department of Public Administration and the cabinet of the Prime Minister. The approach adopted by the Department of Public Administration will be used to select the suitable candidates and a national competition will be announced. Their financial support will be ensured through the UNV scheme model (United Nations Volunteers). This programme component will be piloted this year and after assessing its outcome, a decision will be made on its continuation and the long-term financing scheme.

PROGRAMME COMPONENT: DEVELOPMENT OF CAPACITIES IN HIGHER EDUCATION

Transfer of academic and research knowledge. By now the Brain Gain Programme has carried out a number of successful interventions in the Albanian higher education over the last five years. These institutions no longer talk of "brain drain," but of long-term cooperation policies

with the institutions from which these individuals have returned with the support of the Brain Gain Programme. The Programme will continue to work towards the integration of the academic Diaspora and young Albanian scientists who have trained abroad in the scientific research processes of higher education institutions. Intensive interventions will be made in the process of transferring academic knowledge acquired by returnees from PhD studies in prominent western universities.

The Brain Gain programme has prepared incentive packages for four different levels of teaching and the current goal is the strengthening of research and teaching capacities in universities outside Tirana, and in those cities that experience lack of university academic staff. The scientists and the lecturers who will be supported by the Brain Gain Programme should return to Albania before the commencement of the academic year and they should have less than one year residency in Albania.

Just like in the case of public administration, packages that encourage residency in Albania are prepared for them. In addition to remuneration they receive from their teaching, the individuals who will qualify for the Brain Gain scheme will benefit a package which encourages their stay in Albania. The package also offers support for participation in scientific conferences and for academic publications. The following table shows incentive package models to be used in the universities and exhibits in details the benefits and the incentives to be offered to the individuals who will be selected to fill the vacancies in higher education institutions. This scheme will be offered to the private universities as well after agreements have been signed with them.

TABLE 6.3: INCENTIVE PACKAGES FOR HIGHER EDUCATION INSTITUTIONS

POSITION	HEAD OF INSTITUTION (RECTOR – DEAN)	LECTURERS OF UNIVERSITY	VISITING LECTURERS FOR THE MASTER'S PROGRAMME AND SABBATICAL VISITORS	MASTER'S PROGRAMME VISITOR IN REGIONAL UNIVERSITIES
CATEGORY				
Salary range	in line with the position held	in line with the position held	as a part-time lecturer in line with the regulations of host institution	in line with the position held
Academic Title	Ph.D.	Ph.D.	Ph.D.	Master

Incentive grant PBG (relocation + conferences + academic publications)	700,000 ALL/ year	500,000 ALL/ year	in line with the scheme endorsed by the Brain Gain Programme Board	360.000 ALL/ year
Home Loans (according to DoCM no. 600)	qualifies	qualifies	does no qualify	does no qualify

In the context of promoting scientific research, the Brain Gain Programme will offer support through competing grants for this category for in-country conferences and scientific activities organized by former beneficiaries of this programme. Such activity will be carried out in close corporation with the Ministry of Education. It will be initially piloted during 2012 and after assessing its outcome a decision will be made on its continuation and the long-term financing of this project.

Just like in the past, the financial cost of the support that the Brain Gain Programme offers to the higher education institutions will continue to be coverage by state budget and this represents the most committed intervention undertaken by the Albanian government to bridge the gaps in capacities within higher education institutions through the engagement of both academic Diaspora and the Albanians who have studied abroad. This intervention is expected to have a high impact both on the teaching methodology and scientific research and it will mark a historical turn in the way teaching and research activities are organized within the Albanian universities.

PROGRAMME COMPONENT: DEVELOPMENT OF ELECTRONIC WEBPAGE AND ELECTRONIC DATABASE

As it was emphasized above, access to the website of the programme and the format in which the information has been presented is being currently upgraded in order to enable a smooth navigation through the information uploaded on the www.braingain.gov.al website. The Brain Gain Programme has prepared a public information strategy both on on-line register and the promotion of the visibility of the project and its accomplishments. UNDP is responsible for this programme component.

PROGRAMME COMPONENT: BUILDING OF MEDICAL CAPACITIES IN REGIONAL HOSPITALS

Further to the efforts for effective interventions benefiting the development of Albania, the Brain Gain Programme will pilot a public-private partnership to increase the specialized medical capacities in regional hospitals by making available the best available staff in the private hospitals in the country. To this end, the programme is cooperating with the International Organization for Migration.

PROGRAMME COMPONENT: DRAFTING OF MIGRATION AND DEVELOPMENT STRATEGY

Further to the committed efforts to identify the human capacities that may return to the country to contribute solidly to the further development of Albania and in the context of improving the migration legal framework, the Brain Gain Programme in cooperation with the Ministry of Labor, Social Affairs and Equal Opportunities (Directorate of Migration Policies) and Ministry of Foreign Affairs (DiasporaInstitute) will assist in drafting a National Strategy on Migration and Development. The work of the respective working group will be based on decision no.103, dated 20.12.2011, of the Prime Minister “On the establishments of the working group for drafting the National Strategy on Migration 2013 - 2018.” The work on this programme component will be led by the Interministerial Committee for Migration and the cooperation of other international organizations and donors will be required.

PROGRAMME COMPONENT: COOPERATION AND PROMOTION CONFERENCES

During 2012, incorporation with different donors, the Brain Gain Programme will organize cooperation and promotion conferences, which aim at generating discussion and further improving the Brain Gain policies and also promoting the programme in southeastern Europe.

PROGRAMME COMPONENT: REGIONAL PROMOTION OF BRAIN GAIN PROGRAMME

After the successful presentation of the programme in different international conferences during 2011 and its promotion as the best practice for increasing capacities in scientific research and administration, in corporation with other donors in Albania and in the region, UNDP intends to promote the Albanian model of the Brain Gain Programme in southeastern Europe and further. In this context, the programme will cooperate with the Ministry of Education and Science and other relevant institutions.

APPENDIX II. DESCRIPTION OF THE ACTION PLAN IMPLEMENTATION FOR THE BRAIN GAIN PROGRAMME, 2012 - 2013

The Brain Gain Programme plays a stimulating and coordinating role. The programme assists in the process of vacancy announcements through its database and website and in the identification of adequate candidates from the Diaspora and various western universities to fill these vacancies. The programme expands the attraction capacity of the public administration and higher education institutions for new capacities specialized in very unique fields, however, it does not interfere in the final selection processes, which are the prerogative of the institutions themselves.

If invited by the institutions, the Brain Gain Programme monitors closely the competition process when returnees (from the Diaspora and who have graduated abroad) participate in such competitions. The programme cooperates with central institutions and higher education institutions in the process of selecting candidates for the Brain Gain incentive packages. The programme coordinates the financial disbursement of resources in line with the regulations of UNDP, Ministry of Finance and Albanian government based on agreements signed to this end.

Steering Committee of Brain Gain Programme

The Steering Committee of the Brain Gain Programme seeks to attain at a high level of transparency, work synchronization, institution coordination and process control. The Committee has an advisory and supervisory role in the overall activity of the programme. It endorses the reports submitted by the Programme Manager on the activities of the programme and the action plan. In particular, the Committee endorses the selection approach and the cooperation agreements in the context of this programme. The Steering Committee of the Brain Gain Programme consists of:

- National Coordinator of the Brain Gain Programme;
- Resident Coordinator of the United Nations in Albania;
- UNDP Director;
- Deputy Minister of Finance responsible for budget
- Director of Department of Public Administration
- Adviser to the Prime Minister on Education and Science

The Board convenes regularly on a periodic basis, at least once every 3 months. The Brain Gain Programme Manager reports weekly to the Committee on the progress of activities.

Cost-Sharing Agreement

- Following the approval of the action plan, the government of Albania signs a cooperation agreement with UNDP (United Nations Development Programme) for sharing costs generated by the implementation of this cooperation plan in the amount of 30 million AL. Each party contributes 50% of the total sum. One can find the model used for this purpose attached.
- The Cost-Sharing Agreement practice is common in the daily work of an organization such as UNDP. Such an agreement exists currently for joint projects with the Ministry of Environment, Forests and Water Sources. In this case, 3% of the budget earmarked for the implementation of the Brain Gain Programme will serve as a mandatory fee for UNDP. The funds may be transferred from the reserve fund to the treasury through a specific budget line for the Brain Gain Programme.
- Through UNDP in Albania, the Brain Gain Programme enters into contractual relations with the Ministry of Finance (General Directorate of Financing and Contracting), which disperses the funds to these returnees in line with the agreement signed between UNDP Alba-

nia and the Ministry of Finance. This agreement regulates the fund disbursement process in line with the procedures identified.

- The government of Albanian undertakes to cover from the state budget the share of funds to be used for bonuses for academic titles in line with DoCM no. 545.
- This agreement along with the Brain Gain Programme document constitute the basis for the institutional cooperation agreements and the granting of the Brain Gain incentive packages.

Qualification Criteria for Brain Gain Incentive Packages

- The implementation [disbursement] of the incentive packages becomes operational in the cases when the winning candidates of competitions for vacancies both in the central government (ministries) or higher education institutions are individuals who have returned to Albania in response to competitions for publicly announced vacancies.
- The vacancies in the public administration generally require a high level of knowledge. They might vary from the level of Secretary-General to the level of the Head of Sector. The qualifying individuals should be selected in line with the competition rules followed by the Department of Public Administration. In order to increase the policy-making abilities within each minister's cabinet, the Brain Gain Programme supports one political position in each ministry.
- As we have emphasized before, the head of the central institution (minister) may create the atypical position of the coordinator in order to bridge the gap with capacities for specific tasks that are closely linked to decision-making and smooth running of the institution.
- In higher education and scientific research institutions, the selection of individuals to benefit Brain Gain Programme incentive packages follows the same logic. The positions to be supported are:
 - ❑ Leader [head of institution] at the Rector or Dean level;
 - ❑ Visiting Professor in the Master programme;
 - ❑ Leader of the scientific team in scientific research institutions;
 - ❑ Lecturer in one of the regional universities.
- Even in these cases the candidates should be selected through a competition process which follows the rules defined in the statute of each higher education or scientific research institution. For the first three levels of support, the individual should hold a PhD, however, for the final level a Master's degree is mandatory according to the criteria following.
- Support through a Brain Gain incentive package may be ensured also for a second year at 50% value of the package for the beneficiaries holding a Ph.D. who work in higher education institutions, and who have received positive evaluations from their employers and have contributed to the development of the research unit in the institution they work.
- Support through the Brain Gain incentive package may be benefited also for a second year at 100% value of the package for visiting professors who are invited back to teach or be part of a scientific research process in line with Articles 48 and 49 of the Law on Higher Education in the Republic of Albania.

Qualifying Criteria for Brain Gain Incentive Packages

- The first phase relates to the listing of vacancies [openings]. The interested applicant submits the respective documentation to the Department of Public Administration or higher education institution when s/he competes for a position in these institutions.
- The second phase relates to the competition process.
- If the winning candidate is an individual who has just returned to Albania and furthermore s/he meets the previously presented criteria for support, s/he may get in contact with the Brain Gain Programme in order to initiate the process of preparing the documentation for support with a relocation incentive package.
- In the request for support addressed to the Committee of the Brain Gain Programme, the head of the institution (minister/rector) specifies the additional obligations of the candidate and the reasons why s/he should be supported with a Brain Gain incentive package.
- In order to qualify for an incentive package, an individual should fulfill these criteria:
- For individuals employed in line with the Civil Service Law:
 - ❑ Be residing in Albania for less than a year before starting work (from the moment s/he has concluded the studies or the date when s/he has decided to return if the individual comes from the Diaspora);
 - ❑ Exhibit above average results (minimum level B) in Master's studies of least 90 ECTS credits including the Master's thesis;
 - ❑ Exhibit above average results (minimum level B) in PhD studies when the position requires such level of qualification;
 - ❑ Studies should have been completed and acknowledged by means of respective diploma which should be issued by a recognised institution accredited by internationally recognised bodies;
 - ❑ Diploma should be issued by a OECD member country (Organization for Economic Cooperation and Development);
 - ❑ Diploma should be recognised by the Ministry of Education and Science;
 - ❑ Graduates of exchange academic programmes with local universities of the model type: online academic programmes and graduates of satellite academic programmes established outside the country of origin of the university that has issued the diploma do not qualify for this support scheme;
 - ❑ Also the beneficiaries of other programmes supported by state funds cannot benefit any supplements or other benefits;
 - ❑ They cannot be beneficiaries of the Excellence Fund.

For the beneficiaries in higher education and scientific institutions:

- ❑ Be residing in Albania for less than a year before starting work (from the moment s/he has concluded the studies or the date when s/he has decided to return if the individual comes from the diaspora);
- ❑ Exhibit above average results (minimum level B) in Master's studies of at least 90 ECTS credits including the Master's thesis. The Master's studies should have been completed in one of the top 15 universities worldwide, according to the updated Shanghai List or Times Educational;

- ❑ Exhibit above average results (minimum level B) in PhD studies concluded in one of the OECD member countries;
- ❑ Studies should have been completed and acknowledged by means of respective diploma which needs to be issued by a recognised institution accredited by internationally recognised bodies;
- ❑ Diploma should be issued by a OECD member country (Organization for Economic Cooperation and Development);
- ❑ Diploma should be recognised by the Ministry of Education and Science;
- ❑ Graduates of exchange academic programmes with local universities of the model type: online academic programmes and graduates of satellite academic programmes established outside the country of origin of the university that has issued the diploma do not qualify for this support scheme;
- ❑ Also the beneficiaries of other programmes supported by state funds cannot benefit any supplements or other benefits;
- ❑ They cannot be beneficiaries of the Excellence Fund.

In addition to the above criteria, the beneficiaries of the visiting professor category should submit an employment contract with a scientific research institution or university in one of the OECD countries. The payments from the Brain Gain Programme are made in line with the following categories:

VISITING PROFESSOR FROM EUROPEAN COUNTRIES (MEMBERS OF OECD FOR A TWO-WEEK VISIT)

Expenses	Assistant Professor	Associate Professor	Professor
Category			
Flight ticket (return)	50000	60000	60000
Food allowance (14 x 5000 ALL per day)	70000	70000	70000
Hotel (14 x 6000 ALL per night / 7 x 8000 ALL per night / 7 x 11000)	84000	112000	154000
Miscellaneous	10000	14000	20000
Preparation of teaching modules	100000	100000	100000
Total for two weeks	314000	343000	404000

VISITING PROFESSOR FROM OECD MEMBER COUNTRIES OUTSIDE EUROPE (FOR A TWO-WEEK VISIT)

Expenses	Assistant Professor	Associate Professor	Professor
Category			
Flight ticket (return)	120000	130000	130000
Food allowance (14 x 5000 ALL per day)	70000	70000	70000
Hotel (14 x 6000 ALL per night / 7 x 8000 ALL per night / 7 x 11000)	84000	112000	154000

Miscellaneous	10000	14000	20000
Preparation of teaching modules	100000	100000	100000
Total for two weeks	384000	426000	474000

- The qualifying candidate for a vacancy should present to the Brain Gain Programme offices the original document that certifies his/her graduation and two individual references. The references should be academic (the individual should have attended academic courses by the referees) and one of them should be submitted by the academic mentor/adviser of candidate's dissertation or thesis. Individuals should present also the complete documentation that proves their employment in line with the civil service criteria or regulations adhered to by the university for competitions for vacancies.

APPENDIX III. DATELINE OF ACTIVITIES RELATED TO BRAIN GAIN PROCESS IN THE PUBLIC ADMINISTRATION: JUNE – DECEMBER 2008

Date	Short Description of the Activities
June 5, 2008	BGP manager met with DoPA Director, Ms. Blerta Selenica to discuss cooperation with our programme, available vacancies and Brain Gain candidates. During that meeting, Ms. Selenica stated that she would send an official memo to all Ministries, asking for a clear assessment on vacant posts
June 6, 2008	DoPA Vacancy Matrix prepared enlisted 32 vacancies (all expert / specialist levels = entry level?) in total across all line ministries. This matrix was based on Roussignol findings on expertise gaps per line ministry – we sent it out to Gulden, Nori, and Eno
June 12, 2008	Regular communication with DoPA established
June 30, 2008	BGP draft decision of Government of Albania sent to DoPA for review: The DoPA concern focused on the terminology used for identifying vacancy titles, such as “Expert”. Given that this term is not applicable and an official DoPA term, they did not recognize it. Hence, it was decided that all adequate posts on the administration platform, that best suit the mission of BG would start at the Head of Sector level, and above
June 30 – July 20, 2008	Draft decision on Brain Gain circulated among the ministries
July 30, 2008	GoA Decision approving the mid-term plan of the Brain Gain Programme was passed. Decision no 1100.

August 4 – 5, 2008	Official memos prepared by Prof. Dr. Tafaj and signed by the General Secretary of the Council of Ministers were sent to all line ministries, requesting information on vacancies, confirmation on previous vacancies and updates on upcoming vacancies.
September 23, 2008	Myqerem Tafaj and Gjergj Lezhja call in all SGs per line ministry in an official meeting on BG. Gjergj Lezhja pressed on open cooperation between each line ministry and our programme, urging SGs to avoid further lagging and send out information ASAP, and provide feedback on ongoing and upcoming vacancies.
October 2, 2008	Emails sent to all SGs (participants of the Sept. 23 meetings and others) kindly calling upon their collaboration once more. Here, we requested succinct info on vacancies eligible for the BG.
October 14 – 24, 2008	Individual meetings with heads of Human Resources departments and General Secretaries organized in each line ministry with the participation of BGP manager, assistant and DoPA representative. Positions confirmed in each ministry. Apart from the MoF, only a few other ministries had promised to share BG-suitable vacancies with us and DoPA (METE; Min. of Education; Min. of Culture; Min. of Labour); however only 2 sent us written feedback and much later in time (Min of Culture and Min of Labour). We received full description of 2 vacancy announcements from Min. of Labour on November 10th.
October 15, 2008	Following our first meeting at the Min. of Finance held on October 14 – we received the first concrete and actual feedback on vacancies suitable to BG. The MoF provided us with 9 vacancies and their respective descriptions. In order for us to publish all public admin jobs on the BG site, we should have an OK from the DoPA first. It turns out that DoPA did not approve of all 9 vacancies, scrutinizing disagreeing with the job descriptions for a few positions. In the end, we put up only 6 out 9 positions on our site – and published them only after DoPA published them on their official site (www.pad.gov.al) – and this took quite awhile!
October 31, 2008	Luncheon activity streamlining work between BGP and DoPA was held.
November 3, 2008	BGP assistant contacted Ms. Alda Xhaxhiu of DoPA in order to find out on Min. of Culture vacancies – they were available and yet not reflected onto the DoPA site. Hence, we could not put them up on our site – until we DoPA cleared them out
November 7, 2008	Luncheon activity streamlining work between BGP and human resource unit in each ministry was held.

November 10, 2008	3 ministries had positions posted on the DoPA website that qualified for the Brain Gain incentive packages: Finance, Labor, and Culture.
November 10, 2008	BGP assistant contacted Ms. Xhaxhiu of DoPA to have their team promote BG on their site and render BG positions more obvious and user-friendly to all prospective BG applicants. Basically, this referred to inserting an asterisk or a note “this position qualifies for BG support) or similar, beside each position. This would make a given position easily detectable
November 12 – 3, 2008	BGO assistant was in constant communication with S. Kraja – HR director at MoF, to follow up on vacancies closed and new prospective ones. As of November 13, we had only 4 actual vacant positions at the MoF
November 14 – 30, 2008	Following on her own initiative,, BGP assistant researched and extracted the positions available on the DoPA site focusing on those pertaining to Head of Sector positions and above, per each line ministry. Upon validity the following vacancies were published in our web page: 1 vacancy from the Min. of Integration; 4 from MoF; 4 from M. of Justice; 2 from Min of Labour; 2 from Min. of Culture. A total of 13 vacancies published in BGP web site.
November 24, 2008	BGP assistant took yet another step to establish communication with DoPA in alerting the BGP about the vacancies with a BG profile.
November 27, 2008	The IT team of DoPA added the Brain Gain logo and a description of the Brain Gain Programme in their entry page.
December 18, 2008	Following on advice given by the BGP manager and communication with DoPA director, BGP assistant communicated with Marjel Mejдини in order to find out about vacancies with BG profile.
Current Status of BG positions in the Public Administration:	<p>Integration = competition took place last week – 2 applicants had BG profile;</p> <p>Justice = 3 out of 4 vacancies were closed off, as competition ended with winner of non-BG profile. One is still available, but there are not enough applicants. Must be at least 4 applications submitted</p> <p>Finance = 3 out of 4 positions had no applicants with BG profile. The 4th position has one candidate with BG profile</p> <p>Labor = both competitions will take place in January; no applications submitted</p> <p>Culture = one competition for 1 vacancy will take place this week – no applicants with BG profile; the other competition will take place in January; no applicants with BG profile.</p>

BGP FELLOW GEOGRAPHY (INSTITUTIONAL DISTRIBUTION)

	Institution	Fellows		PhD Fellows		Master		Bachelor
		Full time	Visiting	Full time	Visiting	Full Time	Visiting	
1	Public Administration	21	-	2	-	19	-	
2	University of Tirana	15	2	5	1	10	-	
3	Polytechnic University	7	6	3	6	4	-	
4	Agricultural University	6	2	3	2	3	-	
5	Academy of Arts	2	12	-	2	2	8	2 (visiting)
6	University of Elbasan	2	-	-	-	2	-	
7	University of Vlora	4	7	1	-	3	7	
8	University of Durrës	12	-	9	-	3	-	
9	University of Shkodra	4	1	-	-	4	1	
10	“New York” University of Tirana	5	5	4	4	1	1	
11	“Polis” University		-	4	-	-	-	4
12	“UFO” University	2	-	-	-	2	-	
13	“Marubi” University	1	-	-	-	-	-	1 (fulltime)
14	“ZKM” University	1	-	-	-	1	-	
15	“Kristal” University	3	-	2	-	1	-	
16	“American University” of Tirana	1	-	-	-	1	-	
17	“Marin Barleti” University	4	2	3	2	1	-	

18	“European” University	3	-	1	-	2	-	
19	Interuniversity Albanological Research Centre	4	-	4	-	-	-	-
	Total	97	41	37	17	60	21	3
		138		44		80		3

BIBLIOGRAPHY RELATED TO BRAIN GAIN IN SOCIAL SCIENCE RE-SEARCH

- Ács, Zoltán J., and Laszlo Szerb (2007). “Entrepreneurship, Economic Growth, and Public Policy.” *Small Business and Economics* 28(2-3): 109-122.
- Agolli, M., Gugu, A. (2011). *Developing Brain Gain Policies in the Western Balkans: Albania*. In: *Mobility and Emigration of Professionals: Personal and Social Gains and Losses*, Belgrade: Group 484
- Al - Ali, Nadjie i Koser, Khalid (2002). *Transnationalism, International Migration and Home*, u Al-Ali i Koser (ed.) *New Approaches to Migration? Transnational Communities and the Transformation of Home*. London: Routledge, 1-14.
- Bajraba, K., *Albania: Looking Beyond Borders*, Retrieved on May 27, 2010 from Migration Policy Institute Web www.migrationinformation.org
- Basch, Linda, Nina Glick Schiller i Cristina Szanton Blanc (1994). *Nations Unbound. Transnational Projects, Postcolonial Predicaments, and Deterritorialized Nation-States*. London, New York: Routledge.
- Beck, Ulrich (2007). *Beyond Class and Nation: Reframing Social Inequalities in a Globalizing World*. *The British Journal of Sociology* 58(4): 679-705.
- Begley, Thomas M. and Wee-Liang Tan.(2001). “The Socio-Cultural Environment for Entrepreneurship: Comparison between East Asian and Anglo-Saxon Countries”. *Journal of International Business Studies* 32(3):537- 553.
- Biao, Xiang (2003). *Emigration from China: A Sending Country Perspective*. *International Migration* 41(3): 21-48. Special issue: *Understanding Migration between China and Europe* (ed. F. Laczko)
- Brettell, Caroline B. (2008). *Theorizing Migration in Anthropology. The Social Construction of Networks, Identities, Communities, and Globalscapes*, u Brettell, Caroline B. Hollifield, James F. (eds.), *Migration Theory. Talking Across Disciplines*, 2nd edition, London, New York: Routledge, 113-159.
- Brunnbauer, Ulf (ed.) (2009). *Transnational Societies, Transterritorial Politics. Migrations in the (Post Yugoslav Region 19th – 21st Century)*. München: R. Oldenbourg.
- Castles, Stephen (2002). *Migration and Community Formation under Conditions of Globaliza-*

- tion. *International Migration Review* 36(4): 1143 - 1168.
- Drori, I., Honig, B., and M. Wright. (2009). Transnational Entrepreneurship: An Emerging Field of Study. *Entrepreneurship Theory and Practice* 33(5): 1001-1022.
- Erlich, Tim (2009) Transnational networks of Eastern European labour migrants. Dissertation zur Erlangung des akademischen Grades. Freien Universität Berlin.
- Gedeshi, I. and Gemenji, E., (2008) Highly Skilled Migration from Albania: An Assessment of Current Trends and the Ways Ahead, Working Paper T-25, Katholieke Universiteit Leuven, Belgium, Center for Economic and Social Studies in Tirana.
- Grečić, V. et.al (1996). Migration of Highly Skilled Personnel and Scientists from FR Yugoslavia, Belgrade: Federal Ministry of Development, Science and Environment
- Group of authors (2007) Migration Flows in Southeast Europe, a Compendium of National Perspectives. Group 484: Belgrade.
- Portes, Alejandro, Escobar, Christina i Walton Redford, Alexandria (2007). Immigrant Transnational Organizations and Development: A Comparative Study. *International Migration Review* 41(1): 242 - 281.
- Pavlov Tanja (2009). Migration Potential of Serbia, Grupa 484: Belgrade
- Polovina, Nada, Pavlov, Tanja. (2011). Mobility and Emigration of Professionals: personal and social gains and losses, Group 484 / Institute for Educational Research: Belgrade.
- Predojević-Despić, Jelena (2010) Possibilities for Connection and Cooperation with Serbia: Standpoints of New Serbian Diaspora in Canada and the USA. *Matica Srpska – Proceedings for Social Science*, No. 131, pp. 443- 454.
- Predojević-Despić, Jelena (2009) Predojević-Despić, Jelena (2009) Migration Networks: An Imperative Perspective for Study of Contemporary International Migration”. *Sociološki pregleđ (Sociological Review)*, 43, (2) pp. 209-230.
- Saxenian, AnnaLee (2008) The International Mobility of Entrepreneurs and Regional Upgrading in India and China. In, Solimano, A (ed.) *The International Mobility of Talent – Types, Causes and Development Impacts*. Oxford University Press.
- Saxenian, AnnaLee and Jinn-Yuh Hsu (2000). The Silicon Valley- Hsinchu Connection: Technical Communities and Industrial Upgrading www.sims.berkeley.edu/-anno/papers/sv_hsinchu.html
- Sequera, M. J., Carr, C. J., A. A. Rasheed. (2009). Transnational Entrepreneurship: Determinants of Firm Type and Owner Attributions of Success, *Entrepreneurship Theory and Practice* 33 (5): 1023-1044
- Schneider, Norbert F. i Meil, Gerardo, eds. (2008). *Mobile Living Across Europe I. Relevance and Diversity of Job Related Mobility in Six European Countries*. Opladen & Farmington Hills: Barbara Budrich Publishers
- Vertovec, Steven (2004). Migrant Transnationalism and Modes of Transformation, *International Migration Review*, Vol. 38, No. 3, Conceptual and Methodological Developments in the Study of International Migration, pp. 970-1001
- UNDP Albania – Council of Ministers (2005) A comprehensive programme for the facilitating greater engagement of the Diaspora in Albania’s socio-economic development, Tirana
- UNDP Albania (2006) Brain gain: Engaging Diaspora in Albania’s Development, Tirana.

BRAIN GAIN OR BRAIN WASTE: BIH DIASPORA AND DEVELOPMENT

AUTHORS: EMINA COSIC, ALDINA DZEBO

Email: cosic.emina@gmail.com

INTRODUCTION

Over the past few years, various reports have emerged warning about alarming number of young people leaving, or wanting to leave, Bosnia and Herzegovina. If the estimates are correct, BiH could potentially lose 70% of its most valuable resource – human potential. If we pair this up with the fact that millions of BiH nationals already live in Diaspora, the result is overwhelming. A country, as small as BiH, cannot afford such risk. With only 10% of its population highly educated, Bosnia and Herzegovina needs to put more effort in not only preventing future loss of highly qualified individuals (brain drain), but also to strive to bring back those who already left (brain gain).

Aim of this paper is to reflect on previous efforts and current situation concerning brain gain practices and policies in Bosnia and Herzegovina, and to draw on good practices and examples existing in the region, more specifically in Albania.

The first few chapters will give an overview of the current situation in the country when it comes to emigration and the diaspora. They will touch upon statistical data on BiH diaspora, existing legal and institutional framework that deal with this issue and will provide an overview of past and current endeavours relating to practices in BiH significant to the general diaspora, specifically to the highly qualified diaspora. The second part of the paper is drawing on some

experiences from Albanian Brain Gain programme and creating links to BiH level. It explores conditions required for creation of the Brain Grain Programme in Albania, actors involved and the possibility of transferring such practices to Bosnia and Herzegovina. Finally, the conclusion and recommendations are looking at the need for further policy development towards the diaspora, and specifically towards the highly qualified diaspora on the basis of lessons from Albania.

BIH EMIGRATION AND CHALLENGES

Bosnia and Herzegovina is traditionally an emigration country, with first emigration waves dating back centuries. The more recent, post-World War II migration patterns, especially from 1960 through 1990, witnessed primarily low skilled work labour migrating towards Western European countries, predominantly Germany, Austria, and Switzerland. During the war of 1992-1995 and shortly thereafter, there was an exodus of population from BiH when over half of the population, more precisely 1,3 million, was displaced internationally, beyond Europe all the way to North America and Australia, and affecting all levels of population (low, medium and highly educated). During this period, loss of elite society was detrimental to the post-conflict return, and has never been recovered. Current, post-war 1996 onward migration trend is caused by poor economic and political environment in the country and mainly includes young people and highly qualified individuals. According to the recent World Bank (WB) estimation, participation rate of this population of migrants is 23.9%, with a steady 11-12% being medical doctors.¹

Considering the vast size of population that has left the country and the still recovering economy, it is not surprising that one of the most common topics drawing significant attention is the steady flow of remittances from the diaspora which remains between 12% and 20% of the GDP of BiH. To place it into context, the total inflow of remittances is six times larger than the total foreign direct investment and three times higher than the total international development assistance in BiH.² According to the BiH Central Bank, the diaspora remittances in 2011 were staggering 2.57 billion KM (cca 1.3 billion Euros). It is estimated that the amount for 2012 will be even higher, considering the fact that in the first 9 months alone money sent amounted to 3.64 billion KM.³ Due to the vast use of informal channels of money transfers there are indications that this inflow is three times higher, placing it close to the amount from export of goods and services from BiH (ie. 6 bn. KM).⁴

1 World Bank, Migration and Remittances Factbook, 2011.

2 Bosnia and Herzegovina Migration Profile 2011: 72.

3 "U devet mjeseci dijaspora poslala rodbini u BiH 2.64 milijarde maraka" (In the nine months diaspora sent to relatives in BiH 2.64 billion marks), Vecernji List, Friday, 25 January 2013.

4 IASCI/IOM, 2010 "Maximising the Development-Impact of Migration-related Financial Flows and Investment to Bosnia and Herzegovina".

According to the WB, the number of BiH nationals residing outside the country, as of 2010, was at 1,461,000, representing 38.9% of total BiH population. This puts Bosnia and Herzegovina at the 8th place in Europe and Central Asia, and 12th in the world by the total number of emigrants. However, according to the Ministry of Human Rights and Refugees of BiH the number is 1.7 million, which includes only top 14 destination countries,⁵ while at the same time they believe that number to be even above 2 million when considering the second and third generation and countries of destination for which data is not available. Available data shows that in 2010, 4,284 persons changed their residence from BiH to another country. One third (or 30.8%) of these individuals were aged 20-34.⁶ The Sector of Diaspora warns that whilst there is still a significant level of remittances and connections to BiH observed through regular visits to BiH, there is also a lack of knowledge transfer and the decline of those still exercising their political rights. The figures show a drastic fall in voting turnout rates: from 398,000 in 1996 to 22,338 in 2010, which is only 5% of the 1996 turnout rate. This should be an alarming indicator for the interest of the population to continue participating in the country's development.

BiH is currently in the first phase of articulating its brain drain policies, which can be found in number of strategic documents mentioning the need to reconnect and draw on the diaspora resources. What is missing, however, are the steps needed in order to make this happen. Media and NGO reports indicate that over 2/3 of youth wishes to depart from the country.⁷ With the exception of the Sector for Diaspora within the Ministry of Human Rights and Refugees of BiH and its 9 employees, the remaining part of the country is missing a strategic orientation towards attracting its own highly qualified diaspora and integration mechanisms for those that have returned⁸. Official statistics on the demographic composition of BiH diaspora are still missing, and the only stock of the highly qualified diaspora departures was taken by Academy of Arts and Sciences in 2004, which stated that 79% of researchers, 81 % of MA graduates and 75% of PhDs in the field of IT sciences left the country.⁹ The BiH diaspora researchers at their institutions in host countries are making an effort to fill the gap on this information. During a conference held in Sarajevo in September 2012, they presented evidence that BiH emigrants are well integrated in all of the recipient societies and that they have a high degree of participation in tertiary education. For example, 40% of BiH youth in Norway participates in tertiary education,¹⁰ while the US estimates show 35% tertiary education participation. These young people still have links to the country, carry on traditions on their own and would also greatly benefit from a more caring approach from their homeland.¹¹

Despite the fact that majority of brain drain occurred during, or few years after, the war in BiH, it can be expected that the number of emigrants from BiH will continue to grow in the future if

5 "Bosnia and Herzegovina Migration Profile 2011" (Ministry of Security, 2012): 60.

6 Ibid., 59.

7 KULT Institute.

8 Cosic, Mraovic, „One option for Human Capital in B&H: Return of HQ“, 2011.

9 Uvalic Milica (2005). Science, technology and economic development in South Eastern Europe.

10 Valenta, Marko – Migration from BiH – Workshop, September 2012.

11 Migrations from BiH – Workshop, Sarajevo, September 2012, <http://www.mhrr.gov.ba/iseljenistvo/Istrazivanja/Ruzmira%20Tihic%20Kadic.pdf>.

effective policy towards reversing brain drain is not taken. Individuals, particularly those with “individual resources”, knowledge and skills, will take advantage of the EU Council Directive 2009/50/EC (the so-called “Blue Card”) which aims to attract highly qualified individuals from third world countries.¹² The EU will intensify its efforts in the coming years to create the “pull factors” for workforce in general but also the highly qualified migrants. Estimates provide that around 40 million people in the EU will retire by 2016, reducing the number of employees per pensioner from the current 4:1 to 2:1.¹³ Additionally it is estimated that the EU economy will need around 700,000 IT workers by 2015 and between 1 and 2 million health workers by 2020. These numbers are very worrying considering the still ongoing phase of brain drain from BiH, particularly the annual departure of about 12% of health workers. The EU has to try to remain sustainable and competitive by making its migration policy more inclusive and less restrictive. Namely, it now competes for skilled migrants with the United States, Canada, and Australia, and in the future it will have to compete even with China.¹⁴ Bosnia and Herzegovina certainly cannot be compared nor expected to achieve these competition levels, however it is already behind in taking action to sustain its human resources, the departure of highly qualified individuals and lack of return thereof jeopardises its future economic development. The window for opportunity for BiH to turn towards its own human resources in the diaspora has not closed yet, but considering the high level of integration of BiH emigrants in the host countries, 95 % of which have obtained permanent residence or citizenship abroad, the low political activity of this population, this window is about to close. Hope remains in those initiatives that are still ongoing. However, if they do not find support in the near future it is questionable to what degree they will sustain themselves. The following segment will illustrate some of the most noteworthy initiatives of BiH diaspora.

DIASPORA AND ENGAGEMENT IN BIH

A study on the diaspora strategies shows a worldwide trend that diasporas have been contributing for a long time, without waiting for policy to mobilise them and sometimes even in spite of these. However, the diaspora contributions are directly related to institutional frameworks, socio-economic settings, political environments as well as issues of perceptions, images, trust and social identification, both in at home and in the host country. While there is a growing policy interest in tapping, mobilising and channelling diaspora contributions, the role of policies should be clearly defined, and approaches that can effectively facilitate the engagement

12 Entry and residence of highly qualified workers (EU Blue Card). www.europa.eu.

13 Cecilia Malmström, ‘EU needs to facilitate migration’ – remarks of the European Commissioner for Home Affairs at the opening of *European Neighbourhood Policy and Migration: What future?* International Conference on 8 November 2011 in Brussels, <http://www.easternpartnership.org/publication/mobility-and-migration/2011-11-16/eu-needs-facilitate-migration> accessed on 2/12/2011.

14 The number of employed workers per pensioner in China dropped from 6:1 in 2000 to 2:1 in 2007. ; OECD, *The Future of International Migration to OECD Countries*, OECD Publishing: Paris, 2009, p. 52

of the diaspora for development understood to ensure that the diaspora is not deprived of the ownership of their contributions.¹⁵ In fact, this can be observable in the case of Bosnia and Herzegovina.

Practice also shows that the BiH diaspora can play an important development factor. One instance is the International University of Sarajevo, an academic institution that is the initiative of Bosnian-Turkish foundation, a foundation comprised of 3rd and 4th generation of the BiH diaspora. This academic institution accounts for about 30 staff members that are returnees from abroad and proves to have greater orientation towards absorption of individuals that have obtained their diplomas abroad, which at the same time provides a greater degree of sustainability to their return. Their human resources policy should not be neglected by other academic institutions in BiH in particular the public Universities¹⁶. Previous research has shown that the highly qualified returnees are viewed with a classical syndrome of immigrants that threaten the labour market, discrediting their role in BiH society. Criticism from the highly qualified diaspora has been particularly directed towards the academic sector as the most retrograde and closed up towards their inclusion.¹⁷

Other examples include primarily the first generation of the BiH diaspora in a number of researches,¹⁸ the readiness of the BiH diaspora to establish institutional ties and cooperation, as expressed in number of questionnaires, and, furthermore, by their own initiative, such as the BHAAAS which annually organises BHAAAS Days in Bosnia and Herzegovina, and academic exchange in the form of cluster of academic workshops and conferences in all academic fields. Furthermore, it is indicative that in BiH, as well as regionally, it is the returnees themselves (such as NGOs “Nasa Perspektiva” and Academia in BiH) who work, to a great degree, on establishment of these ties. In the case of Academia, it was initiated by two returnees and later, its staff was comprised of returnees as well. This readiness is furthermore testified by the number of researchers from BiH worldwide who studied the BiH diaspora, and had, last year in September, participated in the conference organised by the MHRR-Sector for Diaspora, presenting their research findings on the BiH diaspora’s demographic picture, integration into the host society, the level and type of organisation. These types of events have been deemed necessary in order to provide for a more tailored and meaningful understanding of the diversity of the diaspora needs and better policy articulation for their cooperation.

15 Ionescu, Dina (2006). Engaging Diasporas as Development Partners for Home and Destination Countries; Challenges for Policy Makers, IOM – Geneva, available at: http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs26%20interior.pdf .

16 Roundtable: Development potential of BiH diaspora (January 2013). Academia and International University Service.

17 Nikolic, Mraovic, Cosic, WUS (presentation on Roundtable), January 2013.

18 Nikolic, Sara; Mraovic, Borisa; Cosic, Emina (2010). Brain Gain: Kako vratiti, zadržati i dovesti stručnjake u BiH. Sarajevo, ACIPS - and - To BiH or Not to BiH: A report on the return of young Diaspora to BiH labour market, MDGF (2011). <http://www.undp.ba/Upload/SC/To%20BiH%20or%20not%20to%20BiH-%20a%20report%20on%20the%20return%20of%20young%20Diaspora%20to%20the%20BiH%20labor%20market.pdf>.

At the same time it is important to note that currently no government or advisory body has introduced a representative of the diaspora, and the already mentioned lack of academic openness towards scientist from abroad is limited, with the exception of a few joint programmes, such as the European Regional Masters Degree¹⁹. In addition to this lack of academic cooperation is the burdensome practice of diploma recognition (see Box 1 for details).

BOX 1: DIPLOMA RECOGNITION – NECESSITY OR A BURDEN²⁰?

Diploma recognition in BiH is delegated to the Centre for Information and Recognition of Qualifications in Higher Education (CIP), and it is regulated by the Framework Law on Higher Education in accordance with the Lisbon Convention. Despite legal obligation under Lisbon Convention, Bosnia and Herzegovina is still far from full and absolute implementation of the principles of this convention. Some of the major problems related to diploma recognition in the country are the following:

- harmonisation of existing legislature – different levels of government have different regulations regarding diploma recognition
- lack of clear assessment criteria – no national qualification framework as yet
- lack of unified register – depending on a government level, recognition process is done
- either through ministries or the university
- price difference for recognition process – institutions have been given liberty in determining the price of diploma recognition; as a result, prices vary depending on the location/government level
- failure to use CIP capacities – although legally entrusted with this process, institutions rarely turn to CIP for help
- one recognition process – diploma recognition for purposes of employment and that for purposes of further education should be separated
- poor translation skills of court interpreters – court interpreters should be trained specifically for the terminology used in higher educational institutions.

Little recognition of the Diaspora borne initiatives has been given by the government. The BHAAAS fully supports its events from own financial resources, with limited amount of administrative support domestically. Furthermore, because of the lack of networking channels, Sector for Diaspora regularly receives inquiries from the diaspora organisations abroad to match them with partners locally towards implementation of common projects.²¹ That may indicate the weak level of civil society participation on the networking with their counterparts abroad.

19 Programme of the Centre for Interdisciplinary Postgraduate Studies of the University of Sarajevo, more in Cosic, Mraovic 2011.

20 Academia and International University Service Roundtable – Development potential of BiH Diaspora – January 2013.

21 Roundtable – Development potential of BiH Diaspora – January 2013.

PREVIOUS INITIATIVES IN BIH CURRENT ENVIRONMENT

To date, there has been a number of initiatives targeting the reintegration and return of highly qualified nationals to BiH, all of which have been implemented by international organisations. All of them report significant results and outcomes, numbers of beneficiaries, etc., and new institutions have been established as results of these programmes such as BMA (Bosnian Medical Association), which today still draws on the diaspora resources and cooperates with BiH medical practitioners abroad. However, the full extent of the impact of these programmes is not known, since no evaluations have ever been conducted. Some of these programmes already have years of work behind them and a study of impact analysis could provide significant insights for better understanding and further policy elaboration.

Initiatives that have been taken by international organisations to develop brain gain programme in the country:

- WUS Brain + Programme aimed at circular exchange of knowledge, inviting professors, assistants or experts in relevant fields originating from BiH to teach, mentor or conduct research at universities/faculties in Bosnia and Herzegovina; 2002-2011 total of 90 participants, 214 guest lectures, 8 participating universities²²
- IOM's RQN (Return of Qualified National), TRQN (Temporary Return of Qualified Nationals), MIDWEB, primarily facilitated voluntary and/or temporary return of BiH nationals of Bosnia and Herzegovina and their economic and social reintegration in public and private sectors; RQN 1996-2000, 862 participants;²³ TRQN 2006-2008 & 2008-2011, 81 participants²⁴
- UNDP's TOKTEN (Transfer of Knowledge through Expatriate Nationals) aimed to counter the effects of brain drain by temporarily bringing back BiH expatriates for short periods of time (lasting between two weeks to three months) to share the expertise they have gained abroad in research, academic, public or private institutions; 35 expert participants from BiH.

All of these programmes provided significant financial assistance either for participants directly or as support to the institutions that were to absorb the returning capacities. Despite the effort invested through these initiatives, when the BiH government was asked to take over the implementation of the TOKTEN project, no interest was shown. As a result, foreign governments who have been investing in these initiatives are now diminishing the funds granted.

22 Brain Gain Programme 2002-2011, WUS Austria Sarajevo http://www.wus-austria.org/files/docs/BGP_2002-2011.pdf

23 Diaspora for development: a Western Balkan experience. SDC. www.sdc-migration.ch.

24 Migrant Services Centres. <http://www.migrant-servicecentres.org/userfile/Melissa%20Siegel.pdf>.

Another inter UN Agency project, Youth Retention and Employability Programme (YERP), which focused on the problem of high unemployment of youth and prevention of the brain drain by closely cooperating with the governments, private sector and civil society to enable unemployed youth to find the job and keep it, also came to a close in the autumn of 2012.

Furthermore, the prospective projects run by the international community seem to be to a great degree driven independently in an effort to respond to the troublesome environment related to high levels of emigration. One such example is the IOM projects proposed in the Migration Initiatives 2012²⁵ aiming primarily at the creation of circular migration. Such concept is certainly more feasible for BiH and more likely to be executable as opposed to the aim of permanent return. Yet, while in comparison to Serbia, for example, the IOM project is targeting, for the most part, strengthening institutional capacities that are dealing with migration and Diaspora issues, in BiH the project does not imply any support to the expansion of capacities of the Diaspora department which is responsible for a third of population yet operates with very limited human, financial and technical resources.

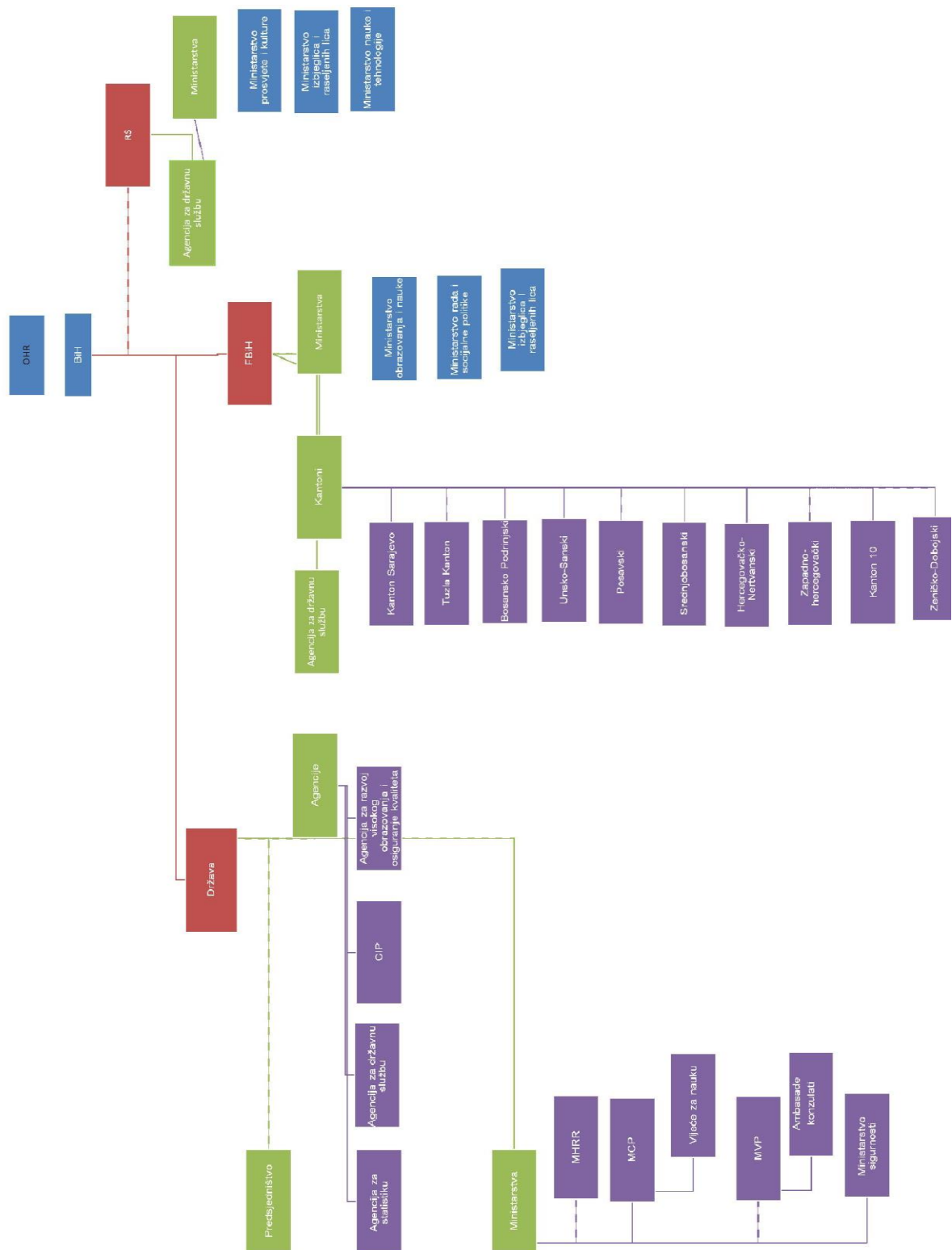
In addition, identified shortcomings aiming to achieve mobility amongst student and academic population are not extensively addressed. Some examples are: lack of capacities and institutions to coordinate the diploma recognition, weak participation of BiH in the FP7²⁶ projects, lack of domestic support for sciences, etc. It is also important to mention that while the IOM specifically identifies the institutions in Serbia with which it will cooperate during the implementation, for BiH it states only that it will cooperate with relevant institutions, which indicates that the IOM does not identify partners for specific segments of the projects. Previous practice of the IOM, UNDP and WUS projects did not have a lead government body to take ownership over implementation and the results of the project resulted in the lack of willingness to take on these initiative. Therefore, recent activities aiming to support the BiH developments need to be carefully examined in cooperation with the domestic institutions and integrate their full participation for long term results.

At the time being there is no domestic programme that aims at return, circulation or social transfers of the BiH diaspora, which indicates relatively low level of awareness of the diaspora's potential. A recent WB study on Lack of Skills in BiH pointed out the need for skills that are currently not home bread, as the educational sector is still struggling in its transition phase, and fails to respond to the needs of the labour market. The study, however, indicates availability of these skills in the BiH diaspora.²⁷

25 IOM - Migration Initiatives 2012, http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/books/Migration-Initiatives-Appeal.pdf#bosniaandherzegovina .

26 Seventh European Framework for Research – Community Programme.

27 Are Skills Constraining Growth in Bosnia and Herzegovina? – World Bank 2009, <https://openknowledge.worldbank.org/handle/10986/3186> .



INSTITUTIONAL AND LEGAL FRAMEWORK

The institutional Map of BiH resembles country's arrangement according to the Dayton Peace Agreement. The number of institutions that need to be coordinated for effective migration policy and, in turn, effective policy for the diaspora, can cause dizziness. The image below speaks for itself.

However, it is important that all the levels develop their strategies in alignment with the State/Entity level institutions. Nevertheless, it is impossible at this time to evaluate all the strategies ever adopted on all levels of government and establish to what degree they have introduced the diaspora as a development potential. Albeit uncoordinated, there have been initiatives pertaining to the diaspora on the lower levels of government. Sarajevo Kanton, for example, hosts annual conferences of World Congress of the BiH Diaspora, and some smaller municipalities, such as Lopare in north-east BiH, have "Diaspora Days" each year, filled with various sport and cultural activities which aim to boost diaspora visits and bring them closer to their local community.²⁸

Current state of legal framework leaves a question to what degree the aims are executable. While by the mere practice of devising strategic frameworks there seems to be sufficient understanding on the part of institutions involved in formulating these strategies, the same level of understanding is not met by the legislative bodies. The country is not oriented towards the diaspora or highly qualified returnees. Very few pieces of legislation have been adopted that mention the problems of the diaspora. The 2010-2015 Strategy for Development of Science in BiH recognises the problem of brain drain in sciences and suggests exchange of scientists, transfer of knowledge and giving status of a research consultant to BiH scientists in the diaspora. Problem, however, is that the development potential of the BiH diaspora does not represent a priority goal of this strategy. Another exemption on the state level is the Strategy in the Field of Migration and Asylum 2012-2015. In this strategy, two actions are aiming at further policy formulation and attraction of the highly qualified diaspora. Namely, goals 6.3 and 8 aim, among other things, at strengthening legal and institutional framework and harmonising it with recommendations and positive practices of the EU, establishing support for municipalities of high level of emigration to mitigate cooperation with the diaspora, supporting development of research capacities in the field of migration and development, and establishing the system of coordination for migration policy in BiH.²⁹

On lower levels, Federal Office for Development Planning has created a development strategy that mentions utilising knowledge and competencies of the BiH diaspora³⁰. Specifically:

28 "Svecano otvoreni Dani diaspore u Loparama." (Solemnly opened Diaspora days in Lopare), MHRR. <http://www.mhrr.gov.ba/iseljenistvo/aktuelnosti/?id=3069>.

29 Strategy in the Field of Migration and Asylum 2012-2015.

30 Federal Ministry of Culture and Sports. <http://www.fmksa.com/kultura/legislativa/strategije/Strategija-razvojaFBiH2010-2020.pdf>.

- programme development for return of experts and scientists and their reintegration in society;
- programme development for circular migration of experts and scientists;
- development of networks between the academic diaspora and local institutions.

The most important strategies have never been adopted, such as the Development Strategy of BiH, which by now can be considered obsolete and the Draft Strategy for Social Inclusion that directly specifies the necessity to include the diaspora in the overall development of BiH. Just now, the Parliamentary Assembly of BiH is in the process of adopting a new state Law on Refugees and Returnees, which would finalise implementation of Annex 7 of the Dayton Peace Agreement and provide unified legal framework for tackling this issue in the country.³¹

BOX 2: CITIZENSHIP LAW – DANGER – PERMANENT LOSS OF CITIZENS

Most countries who have recognised the development potential of the diaspora have engaged in the advocacy for dual citizenship negotiations* with countries that host their expatriates. Bosnia and Herzegovina, however, has lost all the citizens who have obtained Austrian and German citizenship and, on top of that, is running the risk of excluding the remaining ones due to own legislation. According the Article 1 of the Law on citizenship, all individuals who obtain citizenship from another country automatically lose that of BiH, unless bilateral agreements exist with that country (which currently only Serbia and Sweden).** This clause becomes active 15 years after the adoption of the law, which means it came into the effect at the end of 2012. This law has been revoked by the Constitutional Court of BiH in 2011, and a decision passed which claims that it is inconsistent with the constitution. The constitution claims that loss of citizenship can take place under voluntary renunciation while at the same time it also states necessity for bilateral agreements in case of dual citizenship. A new draft law has not yet been proposed, and concerning the vast size of the citizens, BiH should rather opt for an open law that would not require further diplomatic efforts on establishing bilateral agreements. The diplomatic efforts should rather be placed on those states that require renunciation of once citizenship for acquirement of the other, such as Austria and Germany.

* Ionescu, Dina. Engaging Diasporas as Development Partners for Home and Destination Countries; Challenges for Policy Makers, IOM – Geneva, available at : http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs26%20interior.pdf .

** „Zakon o državljanstvu BiH“. Službeni glasnik BiH. broj 13/99. (Law on citizenship of Bosnia and Herzegovina)

With regard to the institutional structure, it is customary for the diaspora PA units to be independent ministries or bodies at the highest level of the government, or be integrated in the Min-

31 “Iz svih proračuna u BiH 2% sredstava za rješenje problema izbjeglica.” (From all calculations in BH, only 2% distributed to the solution of refugees’ problems) Vecernji List, Friday, 25 January 2013.

istry of Foreign Affairs. In Serbia, for example, there is an Office for Diaspora, while in Albania it is connected to Ministry of Foreign Affairs. In BiH the primary institution is the Ministry for Human Rights and Refugees – Sector for Diaspora, which conducts activities related to the development of policies and strategies for engaging with the diaspora, collects data and IDs of highly qualified BiH citizens abroad (providing publications such as Who's Who in BiH Diaspora – creation of business “yellow pages” of Diaspora).

However, at the same time their outreach is still limited. The Sector is placing significant efforts to introduce cooperation and networking primarily in the academic sector. It has so far managed to organise two conferences on migration with scientist from abroad who are either studying BiH or originating from BiH. The second conference was conducted in cooperation with the Institute for Social Science Research of the Faculty of Political Sciences. Although this represents an important step forward, these initiatives need to be undertaken by other specialised government bodies and agencies within their field of competence, as the MHRH in organisation of such events has to remain within the scope of their mandate, thus limiting the field of academic networks that they can mediate.

COMPARING ALBANIA AND BIH

While BiH should draw on its own experience and institutional arrangement towards developing an effective programme and policy for Brain Gain, some valuable lessons can be learned from the Albanian experience in implementing its own Brain Gain Programme.

Example of good practices of brain gain policy is the Brain Gain Programme in Albania. The programme is designed to support national policy formulation for the creation of enabling environment for the return of qualified Albanians by attracting and bringing qualified members of the diaspora back to the country to serve in public administration and academic and research facilities.

BG Programme creates sustainable political and administrative basis for return by:

- adjusting legal framework to benefit individuals who hold degrees from European universities or the diaspora in forms of advantages when competing for vacancies; financial bonuses; low interest rates for loans
- creation of the National Migration Strategy with the focus on policies aiming at the return of qualified individuals from abroad and attention to administrative cooperation as well as cooperation between international organisations and ministries in the country
- Law on Higher Education favours competing candidates who hold PhD from abroad (at

least two universities were chaired by individuals coming directly from the diaspora). It also favours individuals holding Master's degrees to acquire docent titles and further.

Albania has experienced same level of international support and programmes from IOM and UNDP as BiH and other countries in the region. The Albanian-run Brain Gain Programme began in 2006. The most important element to mention here is that the Albanian Government has committed to this programme as a policy option, opting to bring in significant amounts of financial support (cca 1/3 of the budget). Monetary contribution is an important part of the government's commitment and interest in order to achieve the results promised by the programme. However, BiH has in its internationally driven programmes scarcely contributed in the form of budgetary expenditures, thus lacking the ownership over the programmes. This, in connection to the lack of social interest for the return, has brought a halt to any conceivable programmes and halted the interest of the international donors to support this type of programmes. Therefore, there is a large gap in intensity of implementation between the latest IOM project and the presence. It is only now that BiH government is slowly recognising the potential of its diaspora, beyond the remittances, with the Council of Ministers recently adopting two documents devised by the MHRR in cooperation with IOM – The Information on BiH Diaspora and the Economic Potential of BiH Diaspora.

What Bosnia and Herzegovina lacks is exactly such a programme and a government that will take on the responsibility of administering the BG Programme. The Ministry of Human Rights and Refugees is already doing some work regarding the diaspora, and the Strategy on Migration has been adopted that devises tasks for institutions to engage in the diaspora policies, similar to Albanian National Migration Strategy, and for the creation of network of local institutions and the diaspora, but still lacking is the coordination in the field of higher education, in particular in relation to removing obstacles for those that wish to return, such as diploma recognition.

BG Programme in Albania also included the creation of interactive webpage that contains registration database, employment information and a forum for idea exchange. In BiH, WUS Brain+ programme has already created a database with university faculties and lecturers where faculties from Bosnia and Herzegovina can present their demand for guest lectures. Moreover, MHRR collects data and identifies highly qualified BiH citizens abroad in their "Who's Who in BiH Diaspora" publication. Further activities have been identified within the National University Library in Sarajevo, which has established a very effective, easily administered database on researcher and research institutions with the primary requirement that they are originating from BiH. Certainly there are more endeavours along the same line, which should be better coordinated towards establishment of a central database to avoid overlap and repetition (universities, public and private sector need to engage as well). The National University Library has so far the greatest stock – 1,889 BiH researches – and as an institution with such cultural significance and reputation might be the most feasible option for centralising the information.³²

32 Informacija o bosanskohercegovačkoj naučnoj dijaspori i mogućnostima njenog korištenja za razvoj

Probably the most important factor that is driving the BG Programme in Albania is the financial incentive for the involvement of highly qualified returnees in public administration and/or academia. The three main objectives that Albania introduced related to integration of the highly qualified diaspora into the administration, the academic institutions and the private sector. BGP fellows are in advisory or key positions related to policy making in public administration, while those in universities influenced the introduction of new teaching contents and delivery teaching methods.³³ The outcomes are even greater when placing several fellows in the same administrative unit, where they transfer work ethics and knowledge, and apply them jointly more effectively. BiH needs same sort of incentives for qualified returnees to consider coming back to BiH. So far, the Department for Diaspora has offered some internship positions but only within their own institutions; serious efforts have to be made for this to be a practice to extent to full employment and across the sectors.

The Sector for Diaspora of the MHRR is actively engaging in activities to remain in a close relation with the BiH diaspora, it is actively promoting the highly qualified diaspora and their potential for BiH development, economic and social, via the mentioned publications, organisation of roundtable debates, conferences etc. However, the attraction of citizens abroad requires a significant diplomatic endeavour and the Department for Diaspora has insufficient coordination with the Ministry of Foreign Affairs and no direct access to the Consular services, Embassies and BiH Missions that are the most important sources for contacts with the countries and population abroad.

The upcoming phase of the Albanian programme indicates a need for more coordination among diverse sectors, in particular those significant for migration, education, research and labour. This can be transposed on BiH as well, as coordination between entity and state ministries in all of the mentioned sectors is lacking. Lower levels of governments (entity and canton) pay even less attention to them. Quite contrary can be assumed from the case of Albania where the Council of Ministers is taking active part in the promotion of the diaspora, and is working, at the moment, on attracting highly qualified individuals that will bring new knowledge and working methodologies to public administration and academic field via the Brain Gain Programme. To this end, the Albanian government has initiated amendments to the Law on Public Administration in order to ease the employment possibilities of the highly qualified diaspora, and has provided funding for their successful integration into the public administration with a particular focus on executive and policy making positions. This would be hard to replicate in BiH, due to not only general perception and practice of corruption when it comes to employment in the public administration³⁴ and the non-existence of targeted brain gain programme,

Bosne i Hercegovina. Vijeće Ministara BiH. 2012. (Information on BiH scientific diaspora and the possibilities of its use for the development of Bosnia and Herzegovina. Council of Ministries.)

33 Zaneli, Bernard: Brain Gain Programme in Albania Case Study an Policy Guide for Policy Makers in Southeast Europe, July 2012

34 Perception on corruption, Transparency International, and EC- Progress reports continuously report on the need to establish mechanisms for prevention of corruption.

but also because of the numerous obstacles present in the cases of voluntary and self-motivated return. As identified in previous research studies, among the most prevalent obstacles returnees are faced with are: general culture, working culture and diploma recognition. Others include institutional acceptance, corruption in employment, and lack of support from public institutions.³⁵

Furthermore, a coordinated approach to employment at the state level is not domestically regulated, which significantly impacts an effective formulation of human capital demands. There is no ministry of labour, but more strikingly, there is no law on labour and employment on the state level. This field, and particularly the segment pertaining to labour mobility and employment, has been identified as an obstruction to BiH prospects toward the EU integration.³⁶ The Law on Public Administration does not provide opportunities for those with foreign acquired diplomas to enter public administration without prior administrative process of diploma recognition. This process, however, has to be in alignment with the Law on Public Documents and Certificates³⁷, which states that a legal use of documents requires them be issued by a domestic academic or other institution that under law has the right to issue them (i.e. this law makes the diploma recognition necessary in order to be able to legally apply for a position). In addition to the administrative logistical necessities, electronic applications should be enabled, as there is still a prevalent practice of providing hard copies of various documents, such as proof of registration of temporary or permanent residence in BiH, which requires a person to physically pick it up.

Even though the legal obstacles prevent meaningful institutional practices on inclusion of Diaspora in PA, Ministry of human rights and refugees has an internship programme intended for BiH students living and studying abroad. However, not enough has been done in terms of retention of these individuals, or in terms of applying this practice in other government institutions or across sectors.

It is evident from the position of the Sector for Diaspora within the institutional framework that BiH is not giving sufficient policy consideration to the optimal arrangement for effective attention to this population. The MHRR is primarily responsible for the implementation of the Annex 7 of the Dayton Peace Agreement, which is related to the issues of pressing post war return process, including the repatriation of BiH citizens abroad. This institution to this day carries on that legacy as the process is not completed. However, considering the changing reality that BiH

35 One option for the human capital in BiH: return of HQ. In: Return of highly qualified migrants to Western Balkans. Beograd, Grupa 484: 44.

36 Analiza politika u oblasti zapošljavanja (2010). Inicijativa Građani/ke za Europu. (Policy analysis in the areas of employment (2010). Citizens' Initiative for Europe) https://www.google.ba/url?sa=t&rct=j&q=&esrc=s&source=web&cd=11&cad=rja&ved=0CCo-QFjAAOAo&url=http%3A%2F%2Fwww.gradjanizaeuropu.ba%2Fsites%2Fdefault%2Ffiles%2Fsocioekonomska_pitanja_istrzivanje2010.doc&ei=MpDxUI23DYb5sgbQ0YD4Cw&usg=AFQjCNEpgtEm-8WmELubH6wrUES0A_n_YOQ&sig2=Vpl5DUBfra66OTBWves-2A&bvm=bv.1357700187,d.Yms.

37 Zakon o javnim ispravama BiH (Law on Public Documents and Certificates of BiH).

citizens abroad are not in the status of Refugees anymore, and are for most part citizens of their recipient countries, the process of permanent return and repatriation of those that remained abroad should be re-conceptualized. For these purposes, it is the practice that such an administrative unit as Sector for Diaspora is usually linked to the Ministry of Foreign Affairs because of the mandate and physical presence of consular services abroad, either independent institution or directly under the auspice of the government. This link between the Sector for Diaspora and the Consular services within the MoFA is not well coordinated, and its own Ministry is still facing pressing needs related to the post-war return process taking precedence on the priority ladder³⁸. In the case of BiH, a particular source of concern is that there is still an estimated 1/3 of the population abroad, whereas this sector employs only nine individuals.

Also important is the fact that the Brain Gain Programme of Albania is claimed to have halted severe brain drain processes. Because its focus is primarily driven by the mediation of return of the highly qualified human resources originating from Albania, it did not focus on long term absent individuals but those that have recently returned to Albania (and spent less than a year there). Therefore, project provided a significant support to reintegration to those that have already taken the step and returned. Something that BiH needs to place also significant attention to, particularly considering that most returnees are struggling to integrate, in addition to fighting the negative prejudices towards them.

*“When finding a job is in question, being one of the fundamental prerequisites for lasting return, highly qualified returnees are usually faced with difficulties which are common to the local job market. These include corruption, political and personal nepotism, etc. Besides, what is usually lacking and what distinguish highly qualified returnees from the local highly qualified population is the loss of supportive social networks and a need to establish or fully rebuild once existing social relations (this of course depends on the nature of initial migration and the period that have passed until the return). In this sense, any future research has to take this into consideration since some of the respondents that did qualify within the sample were away for not more than 2 or 3 years, and had their friends and even jobs waiting for them, while others left in their early teens and returned as grownups, fully professionally and socially formed somewhere else.”*³⁹

A programme such as Brain Gain would be useful, to provide some sort of temporary support for the returnees until they find solid ground under their feet upon return.

The Brain Gain project of Albania, as any other, is primarily focusing on the global move towards a knowledge society, and in the European context, it aims to attract scientists and researchers to Europe. These aims are primarily driven by the establishment of powerful scientific research centres to create an environment to attract top scientist to Europe which is obtained

38 Nikolic, Mraovic, Cosic 2010.

39 Cosic, Mraovic 2011.

through the DG for research and the FP7 scheme. While BiH is also a member of the FP7 scheme, a constant concern is expressed about the lack of BiH capacities to really benefit from the programme. What is important to note, is that participation in this scheme has an annual fee of cca 1 million Euro, which is currently being supported through the IPA funds, though on a decreasing scale. Very soon, BiH will have to switch to the full financing option, which will remain insufficiently returned if research and international cooperation capacities are not improved. Current investment of BiH towards science is the lowest in the region, only 0.1% of GDP per capita, compared to an average of 3% in the EU. BiH can draw on its scientific diaspora by networking within their current institutions for partnership, and preparation of FP7 projects, particularly as the interest on the part of the diaspora is still available. The academic sector, along with the Ministry of Civil Affairs, needs to establish well-coordinated mechanisms to secure future feasibility of the project and expand the BiH research base by pooling on BiH scientist abroad.

CONCLUSION AND RECOMMENDATIONS

Bosnia and Herzegovina has, in its policy field, begun articulating the vast potential of its diaspora. Several individual initiatives have started tracking the diaspora's potential and a number of strategic documents, in general, address the need to seek opportunities to introduce Diaspora in the development of BiH. While this can be acknowledged as progress in the field of awareness-raising, it still remains a major challenge for BiH to interpret its own recommendations into concrete measures and actions.

The Sector for Diaspora within the Ministry of Human Rights and Refugees remains, to date, the only institution in BiH that has carried out activities in the direction of identifying Diaspora, introducing the Diaspora for development in adopted and pending strategic documents, and networking. In order for BiH to meaningfully coordinate activities in the field of strategic orientation toward the diaspora inclusion, the Sector for Diaspora needs to be strengthened in its technical and human capacities, considering that the size of the BiH diaspora could be as large as 2 million, and its position should be reconsidered to be in greater coordination, if not within, the mandate of the Ministry of Foreign Affairs.

Placing most efforts on refugee and internally displaced persons' return process is an outdated approach toward the BiH diaspora, regardless of the fact that this population is mainly the consequence of the war. The BiH Diaspora today is well integrated into the foreign countries and has become the citizenry of those countries, thus more diplomatic action coupled with the actions of consular services is necessary. Furthermore, the existing domestic and diaspora initiatives need to work on more awareness and information exchange and coordination, and must be recognised and supported by BiH before they cease out, as was the case with a number of

international programmes. A case in point, a continuation of already recognised programmes is important as is demonstrated by the Albanian government. It is currently the only government in the region of Western Balkans implementing a Brain Gain Programme tailored to attract Albanian highly qualified nationals back to the country, and, within it, working on absorption and retention of its most valuable human resources. At the same time, extreme care needs to be exercised in the identification of approach towards the recipient countries, and avoid one size fits all – policy as it may not coincide with the receiving countries interests, and the diaspora interest within those countries.

Eliminate legislative obstacles for self-motivated returnees to independently integrate into the local labour market: BiH institutions need to exercise a greater coordination in the field of changes to the Public Administration Law, the Law on Public Documents and Certificates – in relation to diploma recognition, and secure that the Citizenship Law provides possibility for dual citizenship.

Employment in the public administration should be enabled online, and guided by the principle of the “benefit of the doubt” under the oath of the validity of all information provided, in regards to the Public Documents and Certificates, not to discourage potential applicants from the process due to insecurity of conducting administrative recognition processes prior to application and selection. Only upon the decision for the employment should the person be obliged to provide the evidence and documentation, plus undergo diploma recognition procedure in order to ensure that he/she has the right to legally obtain the post. However, a clause for elimination of the risk should be included, saying that it is a criminal conduct to provide false information in the application process, which if detected will subject the person to certain legal penalties.

The BiH needs to carry out an assessment of capacity needs in the public administration with the purpose of identifying the priority sectors for needed human resources. The exercise would help identify shortage of capacities and guide potential matching of capacities available from the diaspora. The European integration process and the drafting of policies were identified as the most priority sectors in the central government in Albania, which has helped the direct programme resources to cover those gaps.

Include the diaspora representatives in all bodies and policy formulation that addresses them. Currently no government body provides room to include representatives from the diaspora. Strategy in the Field of Migration and Asylum directs establishment of a coordination body for the diaspora. This coordination unit must take efforts to ensure direct participation of the diaspora, and provide representation of them in this body.

BiH must ensure greater participation in the projects and development support provided through international organisations. Lack of own participation in the implementation of

development programmes of the international community resulted in diminished support for projects aiming at return and circulation of highly qualified returnees. BiH must take more efforts to formulate its needs and request assistance more precisely. **Equally so, the international community must secure direct domestic involvement in the implementation of projects,** rather than complete administration and implementation alone, in order to secure ownership of the results and sustainability of the efforts.

Existing initiatives of the BiH diaspora need to be supported directly by the government and the academic sector in BiH. BiH needs to recognise the already existing initiatives such as BHAAS, returnee organisations, and work towards strengthening their capacities and sustaining their operation. Equally so, the domestic initiatives need to be sustained, in particular those that have begun establishing databases on the available scientific and other resources abroad.

The Ministry of Human Rights and Refugees, in cooperation with the Ministry of Foreign Affairs and consular services, must develop an effective public diplomacy campaign to reach the diaspora in order to make them aware of possibilities and the need to formulate their interests and expectations of BiH. These should be made available through (1) Diaspora Department, (2) consular services and agencies, particularly if these require diplomatic engagement, (3) organisations and institutes in BiH that may offer support, (4) media and (5) social and professional networks (including social media). Individuals that share common interests can be engaged in motivating those in the field of academia and sciences to register with the National University Library and use it for networking and identifying counterparts across the world with the aim of establishing exchange of information and research cooperation.

REFERENCES:

- Analiza politika u oblasti zapošljavanja (2010). Inicijativa Građani/ke za Europu. (Policy analysis in the areas of employment (2010). Citizens' Initiative for Europe) <http://www.acips.ba/bos/uploads/dokumenti/Finalni%20istrazivacki%20dokument-Analiza%20politika%20zaposljavanja.pdf>
- Are Skills Constraining Growth in Bosnia and Herzegovina? – World Bank 2009. <https://openknowledge.worldbank.org/handle/10986/3186>
- Bosnia and Herzegovina Migration Profile 2011 (2012). Ministry of Security.
- Brain Gain Programme 2002-2011. Sarajevo, WUS Austria. http://www.wus-austria.org/files/docs/BGP_2002-2011.pdf.
- Cosic, Emina and Mraovic, Borisa (2011). One option for the human capital in BiH: return of highly qualified. Return of highly qualified migrants to Western Balkans. Beograd, Grupa 484.
- Diaspora for development: a Western Balkan experience. SDC. www.sdc-migration.ch .
- EU official website (EU Blue Card). www.europa.eu .

- Informacija o bosanskohercegovačkoj naučnoj dijaspori i mogućnostima njenog korištenja za razvoj Bosne i Hercegovina. Vijeće Ministara BiH. 2012. (Information on BiH scientific diaspora and the possibilities of its use for the development of Bosnia and Herzegovina. Council of Ministries.)
- <http://www.mhrr.gov.ba/iseljenistvo/aktuelnosti/default.aspx?id=3373&langTag=bs-BA>
- IOM Migration Initiatives 2012. http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/books/Migration-Initiatives-Appeal.pdf#bosniaand-herzegovina.
- To BiH or Not to BiH: A report on the return of young Diaspora to BiH labour market, MDGF (2011). <http://www.undp.ba/Upload/SC/To%20BiH%20or%20not%20to%20BiH-%20a%20report%20on%20the%20return%20of%20young%20Diaspora%20to%20the%20BiH%20labor%20market.pdf>.
- Ionescu, Dina. Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policy Makers. Geneva, IOM. http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs26%20interior.pdf.
- Ionescu, Dina. Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policy Makers. Geneva, IOM http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs26%20interior.pdf.
- Iz svih proračuna u BiH 2% sredstava za rješenje problema izbjeglica. Večernji List, petak 25. januar 2013 (From all calculations in BiH, only 2% distributed to the solution of refugees' problems)
- KULT Institut za razvoj mladih. www.mladi.org (Institute for Youth Development).
- Law on Public Documents and Certificates of BiH (Zakon o javnim ispravama BiH).
- Malmström, Cecilia. EU needs to facilitate migration. Remarks of the European Commissioner for Home Affairs at the opening of European Neighborhood Policy and Migration: What future? International Conference on 8 November 2011 in Brussels, <http://www.easternpartnership.org/publication/mobility-and-migration/2011-11-16/eu-needs-facilitate-migration> accessed on 2/12/2011.
- Maximizing the Development-Impact of Migration-related Financial Flows and Investment to Bosnia and Herzegovina (2010). IASCI/IOM.
- Migrant Services Centers. <http://www.migrant-service-centres.org/userfile/Melissa%20Siegel.pdf>
- Migration and Remittances Factbook (2011). World Bank.
- Nikolic, Sara; Mraovic, Borisa; Cosic, Emina (2010). Brain Gain: Kako vratiti, zadržati i dovesti stručnjake u BiH. Sarajevo, ACIPS.
- Roundtable: Development potential of BiH Diaspora (January 2013). Sarajevo, Academia and International University Service.
- Roundtable: Development potential of BiH diaspora (January 2013). Academia and International University Service.

Strategy in the Field Migration and Asylum 2012- 2015. Government BiH.

U devet mjeseci dijaspora poslala rodbini u BiH 2.64 milijarde maraka. Vecernji List, petak 25. januar 2013. (In the nine months, diaspora sent to relatives in BiH 2.64 billion marks).

Uvalic, Milica (2005). Science, technology and economic development in South Eastern Europe.

Valenta, Marko (2012). Workshop: Migration from BiH.

Workshop: Migrations from BiH (September 2012). Sarajevo, MHRR. <http://www.mhrr.gov.ba/iseljenistvo/Istrazivanja/Ruzmira%20Tihic%20Kadric.pdf>.

Zakon o državljanstvu BiH. Službeni glasnik BiH. broj 13/99. (Law on Citizenship of Bosnia and Herzegovina).

Zaneli, Bernard (2012). Brain Gain Programme in Albania: Case Study an Policy Guide for Policy Makers in Southeast Europe.

THE MACEDONIAN EXPERIENCE WITH BRAIN GAIN POLICIES: POSITIVE EXAMPLES AND FUTURE CHALLENGES

AUTHOR: RISTE ZMEJKOSKI
CENTER FOR RESEARCH AND POLICY MAKING
Email: rikanmk@gmail.com

INTRODUCTION

Macedonia is a country with traditional high rate of emigration dating since the 19th century. In its tradition several stages are important to be noticed as periods when sizeable amount of people were emigrating from Macedonia to various destinations, mainly Western Europe and overseas countries like USA, Canada and Australia.

If the end of nineteenth century is described as a period when ‘considerable number of people left the territory of Macedonia in its present borders for Western European and overseas destinations’ (Dietz 2010: 12), the next important phase occurred during the early 20th century when the emigration was mainly triggered by the political conflicts under the Ottoman Empire as well as by economic hardship (CRPM 2007). This can be considered as one of the first emigrational outflows and initial stage in the creation of the Macedonian diaspora followed by the emigrational period after Second World War, and by the trend of labour migration towards Switzerland, Germany and Austria, when most labour migrants in that period were male and a sizeable part belonged to the Albanian minority (CRPM 2007).

The bad financial situation in the 1990s and the regional and internal crisis in 2001 are marking the modern emigrant’s trends from Macedonia after its independence in 1991 (Nikoloski 2010). In this period however, besides the question of labour and family migration the question of highly skilled emigrants is starting to receive more and more attention.

These movements have significantly contributed to creating the Macedonian diaspora all over the world. It is estimated that the population of the Macedonian diaspora is almost as half of the population of the residents within the country, or as it is presented in the table below the size of the Macedonian diaspora is calculated as 849,600 people living abroad in the overseas countries and the EU.

TABLE 1: SIZE OF THE MACEDONIAN DIASPORA ACCORDING TO THE EMBAS-
SIES ESTIMATIONS OF DECEMBER 31, 2009

Countries	Diaspora members
Overseas	565.000
European countries	284.600
Total:	849.600

Source: Ministry of Foreign Affairs, data from 2009, found in Migration – Contradictions or Reasons for Positive Effects (Nikoloski 2010)

OECD statistics and national census data of immigration countries give a rough picture of Macedonians registered abroad. According to these sources, approximately 460,000 Macedonians reside outside the country, i.e. 23% of the total Macedonian population. It has to be considered though that this group consists of people with different migration experiences. While some of them have moved decades ago into the destination regions, others belong to the group of recent migrants (Dietz 2010).

Through the periods mentioned above the Macedonian diaspora have succeeded to create a powerful scientific diaspora, and in terms of the modern temporary migration, considerable number of youth and educated people from Macedonia are motivated to upgrade their knowledge in some of the already mentioned destinations. This situation is raising the question of brain drain, or more particular, the question of brain gain, or how Macedonia should support this powerful scientific group of people to implement their knowledge in the country of origin. This paper “The Macedonian Experience with Brain Gain Policies - Positive Examples and Future Challenges” is trying to propose several policy instruments that should be adopted by the policy makers in Macedonia in terms of attracting the highly skilled professionals from the Macedonian diaspora and the people that belong to the category of temporary intellectual migrants. Through the overview of the current situation with the Macedonian diaspora, modern emigrational trends and potentials, already established policies and projects and brief comparison of brain gain programmes from the Balkans and worldwide this paper gives recommendations how the model of Brain Gain in Macedonia should be shaped in the future.

POSSIBILITIES FOR NEW ERUPTION OF INTELLECTUAL MIGRATION

As a traditional migrant-sending country, Macedonia is still a country where the portion of the people who are leaving the country is bigger than the number of immigrants. This puts Macedonia in the group of sending countries. Reasons and conditions under which the emigrants

decide to move abroad differ but as the most important and accurate remain the bad economic conditions, educational conditions, the level of country development, etc. The reasons vary, but not much, in terms of category of migrants. Therefore, in terms of temporary educational migration as main reason for going abroad is the need for professional and educational improvement, while in terms of labour migration, the employment is the leading factor in the decision making process (Zmejkoski 2012).

TABLE 2: REASONS FOR EMIGRATION: RETURNED VERSUS NOT RETURNED EMIGRANTS

Reasons for emigration	Improving the standard of living (earning more money)	Personal reasons (marriage, joining the family abroad)	Education and professional enhancement	Political and other reasons (security, freedom, discrimination)
Not returned	58%	22%	16%	2.5%
Returned	40%	4%	41%	10%

Source: Global development network, 2009 in Nikoloski, 2010.

The table gives an overview of the mobility patterns of the emigrants related to the reasons why they leave. Emigrants who have not returned in a higher percentage state as their reason for emigration improving the standard of living, whereas those who return put forward their professional or educational advancement as a reason in a higher percentage than the former. This means that the people who push out from Macedonia due to a difficult economic situation, over time, become part of the diaspora, and those pulled by the opportunity of education and professional enhancement, in most cases, become highly skilled returnees.

This follows the general European trends of emigration and raises the question of whether this trend of the return of the highly skilled returnees will last longer if there are no domestic institutional mechanisms that can support this group. As candidate country for EU membership it is very likely that the already seen scenarios with migration from eastern European countries to the more developed, western European countries will be reality for Macedonia. As an illustration, let us take the Polish scenario where 500,000 people immigrated to the UK in the first 12 months of the EU membership. This scenario has the potential to become reality in the case of Macedonia as well. According to the study “Migration – Contradictions or Reasons for Positive Effects” (Nikoloski 2010), the majority of these emigrants will be composed of young high skilled academics, students in their final years, unemployed highly skilled people.

Another concern for the case of Macedonia should also be the size of the country. The literature frequently mentions small countries with less population as countries with high potential for experiencing brain drain, or as Gibson and McKenzie (2011) are arguing “countries with less population have a higher proportion of brain drain. In addition, brain drain rates are higher in countries with fractionalization and political instability, and with low levels of human capital”

(p.11). In practice, these countries are suffering the most from the outflow of the human capital. As a sending country, Macedonia is constantly facing losses on several levels. The lack of accurate statistics makes it impossible to measure the losses of human capital, but in general, the position of a sending country brings losses on at least three levels: human capital, returns from investments in education, loss of fiscal revenues (See Table 3).

TABLE 3: ECONOMIC EFFECTS OF HIGHLY SKILLED INTERNATIONAL MIGRATION (SOLIMANO 2004 IN R. DAUGELIENE AND R. MARCINKEVICIENE 2009 P.15)

Sending countries	Receiving countries
<ul style="list-style-type: none"> ■ Brain drain, loss of productive potential due to absence of higher skilled workers and human capital; ■ Lower returns from public investment in tertiary education (waste of national public resources); ■ Loss of fiscal revenues from taxation of human capital. 	<ul style="list-style-type: none"> ■ Increased R&D due to enhanced availability of individuals with a higher stock of knowledge; ■ Inflow of entrepreneurship; ■ Knowledge flows and collaboration with sending countries; ■ Immigrants can foster diversity and creativity; ■ Renewal of faculty and researchers.

Instead of a favourable destination for education, living and career development, Macedonia, with the entire human capital leaving every year, is becoming a great destination for remittances only. Investments and expertise from migrants back to the home countries are less likely to be reality, but with all the population living abroad, remittances are happening on daily basis. Apart from the bright side of this data, in the long run the losses of the sending countries are obvious in terms of how this money is used. The remittances are almost never transferred to investments for research and development, incentives, or some other policy changes that are needed in order to create a friendly and sustainable environment for “brain gain”.

BETWEEN EUROPE AND ASIA, SUCCESSFUL MODELS FROM THE WORLD

The role of the state in the creation of policies for attracting the human capital is crucial. The governments should act like initiators, creators and implementations of brain gain policies. There are several cases worldwide that are witnessing the success of brain gain models where the state is behind and keeping track of these processes.

For instance, the relative success of Taiwan, the Republic of Korea and Ireland in fostering return migration has been attributed to the opening of their economies and policies to foster domestic investments in innovation and Research and Development (R&D). Ghana’s effort to harness the diaspora option coincides with key policy reforms including the provision of the

‘Dual Citizenship Act 2000’ under which a citizen of Ghana may hold the citizenship of any other country in addition to his citizenship of Ghana. South Africa has adopted a holistic and multifaceted strategy in addressing the brain gain issue. The approach adopted is composed of enabling legal frameworks; national initiatives; public sector focus which concentrates on the recruitment and retention of scarce skills in the public service to deliver public services efficiently and on an affordable basis to the people of South Africa; and public-private and donor initiatives such as the South African Network of Skills Abroad (SANSA) (Ministry of Foreign Affairs 2007). In Malaysia, the government has designed a programme to encourage its citizens with expertise residing overseas to return home and put in place incentive package that includes tax relief on personal effects and vehicles brought by returning citizens, educational incentives for their children, and citizenship/permanent residency for non-Malaysian spouses/children of a Malaysian.

Having in mind that the developments of these countries are far from comparable, there is still great possibility for transferring positive experiences and implementing similarities from widely established models into Macedonian practice. Another aspect that influences the options available for Macedonia in terms of brain gain measures is the countries geographical location as part of Europe. This makes the European, and partially models established in Asia, to serve as guidelines in the creation of the national Brain Gain model. Far from the brain gain policies applied in the USA, the European and Asian countries have detected the following actions as most important for having “brain gain” position.

BOX 1: COMMON EUROPEAN AND ASIAN COUNTRIES ACTIONS TOWARDS BRAIN GAIN

- The development of multilateral economic, social and cultural relations;
- The establishment and development of High Technology parks;
- The establishment of regulations that simplify entry and exit for highly talented people and investors holding other countries’ citizenship;
- Communication with the scientists working abroad (scientific diasporas);
- The application of beneficial legislation system for researchers;
- The introduction of beneficial taxation system for researchers;
- Increase in financing of R&D (% GDP).

Source: Brain drain problem in Lithuania: possible actions for its solution via brain gain. (Daugėlienė, Marcinkevičienė 2009, 16)

Bearing in mind that each country has its own specifics and different regulations not all parts of these recommendations can be implemented at once. At once, but general as they are, it is left to the current countries to further develop in details and implement each of these measures.

The following chapter will give deeper overview of the Brain Gain Programme in Albania and the possibilities for transferring their experience in Macedonia. It will also reflect to the positive experiences from the latest developments in Macedonia and the future challenges in this field.

ON THE POSITIVE PRACTICES

The tradition of a country sender describes the reality of Macedonia in 2012. The current migration potential of highly skilled people remains high. A data taken from a survey conducted in 2011 on a sample of 47 returnees shows that, besides all societal push factors, the main reasons for leaving the country are improving education or professional enhancement (Zmejkoski, 2012). The majority of them are motivated to leave the country again upon their return, in 53.2% of the cases.

The number of people with idea to leave abroad again is pointing to the situation where relevant policies are missing. Another study is also witnessing the readiness of the youth to stay abroad. A survey conducted among students in Macedonia, Albania and Kosovo discovers that significant part of the students from Macedonia (22 percent) wishes to migrate for long term stability and security compared to 9 percent in Albania and 6 percent in Kosovo. At the same time, the students from Macedonia involved in the survey have also been prevalent in the category of those who wish to stay up to five years (31 percent of total students) followed by the category which prefers to return immediately after finishing the studies (24 percent of total students) (Sejdini et al. 2013).

These figures are highlighting the importance of concrete policy measures that will facilitate the reintegration and the return of the human capital. Various possibilities should be bolded on the governmental agenda in terms of creating closer links between the universities and industry, and lowering the possibilities for brain drain of domestically educated human capital. However, in terms of brain gain, not only the students, or the returnees who have been part of temporary migration or brain circulation should be considered as target groups. The diaspora should be also actively included in the story.

All these groups should receive institutional treatment as it is in the case of the Brain Gain Programme Albania. According to Bernard Zeneli, the Executive Director of the Programme, the greatest achievement of this programme is that the brain drain phenomenon has been stopped thanks to their activities. “The BGP have succeeded to return more than 140 people from the Albanian diaspora, or recent returnees, and employ them in the public administration, private and public universities by giving them incentives (in the most of the cases financial) and by making several changes in the legal framework after which the returnees have been enabled and encouraged to continue with their return and make it more sustainable.”¹ An important note to all the returnees is that all of them have remarkable achievements in their professional and educational careers.

1 Interview with Mr. Bernard Zeneli, 10/12/2012.

TABLE: 4 BRAIN GAIN PROGRAMME SUPPORT WITH INCENTIVE PACKAGES

Institutions	Indiv.	Female	Male	Female		Male	
				MA	PhD	MA	PhD
Public Administration	21	7	14	7	-	12	2
Public Universities	57	24	33	13	11	17	16
Private Universities	20	8	12	2	6	8	4
Visiting Professors	39	10	29	4	6	12	17
In total	137	49	88	26	23	49	39

Source: Zeneli, B. (2012). Brain Gain Programme in Albania. Case Study and Policy Guide for Policy Makers in Southeast Europe

No matter whether the concept of financial incentives can be considered as non-cost effective or expensive in the long run, it is the type of the institution that is important for realization of such programmes. In the case of Albania, a separate office was created as part of the government that is responsible for the implementation and future reshaping of the programme activities. “The government is the body that should start such initiatives and it’s governmental responsibility to attract donors to support them.” says Mr. Zeneli².

Unfortunately, no such programme can be found in the Macedonian governmental agenda, but something very close to this brings a bright light on the current situation. The Ministry of Education has recently promoted a strategy for the brain drain prevention called “Stop Brain Drain”. According to the draft sample and the publicly available information, the document is focusing on four priorities: establishing national system for managing the flows of highly skilled people from the country and using the potentials of the intellectual migration for development purposes; preventing the brain drain phenomenon by making Macedonia more attractive destination for employment of young highly skilled people; transforming brain drain into brain gain by increasing the return of highly qualified migrants through their employment in the institutions in Macedonia; increasing the academic exchange with foreign countries through cooperation between the scientific diaspora and Macedonian research and academia institutions and development businesses³.

There are several support programmes that should be reshaped and serve as brain gain tools. Each year under the Ministry of Education a number of students receive a scholarship given

² Ibid.

³ Information available at the website of the Ministry of Education: <http://mon.gov.mk/index.php/aktivnosti/1395-strategija-za-namaluwanje-na-odlivot-na-mozoci>, visited 12/03/2013.

by the Republic of Macedonia where main criteria is to be accepted in one of the first 200 universities according to the Shanghai Jiao Tong university ranking⁴. A small reshaping of this programme should be taken in consideration having in mind several aspects that should be important for it to be a clear brain gain facilitator, especially in the part of linking the higher education with the market needs. It is highly recommended that the selection of the given scholarship will not meet only the current criteria (to have excellent track record and application for studies to one of the top 200 universities) but to include one very practical aspect, and that is the profile of job positions that the government, academia or even and the private sector needs. This basically means creating an environment to which the highly skilled are attracted, and shifting the focus from the production of skills and knowledge towards the use of it (Straubhaar 2000). As condition for the beneficiaries of this programme is availability for employment in some governmental institution, or state university, up to six months upon their return. In most of the cases so far, highly qualified students that have been beneficiaries of this scholarship complain that the job position offered by the government after their return is inadequate with their skills and educational background (Zmejkoski 2012). Minor modifications of this programme would prevent situations like these.

The missing link between the education and the market need is also visible for Biljana Markovic, manager at the local office of Macedonia 2025⁵, NGO. In her opinion, it is very important for this question to be addressed, especially in situations like the one in Macedonia where private companies are striving to find staff to their needs, and the universities perceive them as not cooperative in terms of accepting students without previous experience. If not planned systematically, the investments in education can bring a different perspective to the human capital, and that is the opposite of the intention and turns the human capital into brain waste.

This organisation went a step forward in bridging the gap between the business sector and the education by offering training and mentorship to Macedonian companies, managers and business owners and by introducing another programme for strengthening the academic capacities of the Macedonian universities by bringing visiting professors from the Macedonian diaspora. In order to achieve long-lasting and sustainable work in this field, this NGO has created two internal bodies aimed at supporting education in Macedonia:

<p>Educational Committee which includes 6 members of the board of directors. Their task is to find, meet and recommend members of the diaspora involved in educational activities and to nominate them in the international educational forum.</p>	<p>International Educational Council so far includes 3 members, with ongoing negotiations with another 6-7 persons. Its aim is to work on a strategy focusing on the development of higher education in Macedonia at the level of all state institutions, directly with the Prime Minister, and the Ministry of Education.</p>
---	---

4 Information available at the website of the Ministry of Education: <http://mon.gov.mk/index.php/konkursimon/1308-stipendii-stranstvo-12-13-koregirani>.

5 Interview with Ms. Biljana Markovic, 21/09/2012.

In general, there are several successful cases of return migration, but the success is based on the individuals' efforts, not on the governmental measures and support. Such cases are the company Renova (the success of Renova may be related to the transfer of knowledge from the experience abroad and the motivation and training of local population - employees); Filip II Clinic founded by Mr. Zhan Mitrev (the leading private cardio surgery hospital in Macedonia); the company Fejzi-Macarele (milk products, 7 years of successful operations, their success lies in the financial capital, new technology, corporative management and successful cooperation with the individual producers of milk in Gostivar); the company MIRI-PLAST established by returned migrants from Switzerland (implemented a new technology for producing small car parts for exports based on the contracts with the owners of the company where the ex-emigrants have worked).⁶

These stories should be taken as positive examples where the cooperation between the native country and the diaspora exists, but not much of it is based on institutional support. In 2009, the Republic of Macedonia adopted a Governmental Resolution on Migration Policy 2009-2014, but the general impression is that the measures foreseen in this resolution are not still exercised. The most visible projects so far are the business address books⁷ of Macedonian businesspeople abroad, Macedonian investors from the diaspora and the returnees entrepreneurs (project implemented by the Emigration Agency of Republic of Macedonia) ; and a project concerning virtual migration that will be presented in the next chapter.

However, business and development of competitive business climate are the top priorities of the Macedonian diaspora. This was also proven at the First Global Investment Summit organised in Ohrid, Macedonia, in 2012, where top leading businesspeople from the Macedonian diaspora discussed the current situation and the future challenges in cooperation between the Government and the diaspora and possibilities for direct investments in the country. The Summit resulted with an announcement for launching the SEAF Macedonia I, a risk capital fund targeting growth orientated enterprises in Macedonia. Uniquely, the Fund will have as anchor investors both SEAF (Small Enterprise Assistance Funds) as well as Macedonia 2025 – a group of successful entrepreneurs and executives in private business globally who have strong Macedonian roots, and who have emigrated from Macedonia to form a successful business careers in the United States, Canada, Europe and Australia. Not only will Macedonia 2025 members commit capital to the Fund, but they will also provide key mentoring and market access for Macedonian entrepreneurs.⁸

6 Interview with Hristina Cipuseva, Faculty of Business and Economics, South East European University, 10/10/2012.

7 Available at: <http://www.makemigration.com/> (last checked: 02/02/2013).

8 More information available at: <http://www.mgisummit.org/pdf/SummitSummary.pdf> (last checked: 12/03/2013).

A (VIRTUAL) JOURNEY WITH THE SCIENTIFIC DIASPORA

The diaspora, as mentioned, can have a leading role in establishing brain gain policies. Macedonia is a country with diaspora estimated as almost one third of the home population. This puts the country in a situation where the diaspora developments are important for the country because they can improve the domestic picture, but also in a situation where the country should be motivated to explore various options for fostering the cooperation with the diaspora.

The diaspora members, unlike the returnees who have left the country for temporary migration mainly led by the idea of professional development, are less likely to permanently return to their native country. Even the category of native country is arguable due to the changes of generations.

As a country with a large diaspora, Macedonia has demonstrated the importance of this cooperation on several occasions. Among others, one of the strongest signals of good relationship are the recent changes in the composition of the parliament members, the concept introduced during the early parliamentary elections 2011 when for the first time the diaspora members had the opportunity to be nominated for representatives in the parliament. This resulted in three representatives from the diaspora in the Macedonian Parliament, one from Europe, one from Australia and the third one from the Americas⁹.

Prof. Verica Janevska, from the Institute of Economics – Skopje, explains that Macedonia has respectable scientific diaspora which raises the need of urgent complex and consistent policy towards the scientific diaspora¹⁰. In 2011-2012, the Institute was running a project for mapping the scientific diaspora aimed to create a database initiated to connect the academia and the business from Macedonia with the scientific diaspora and initiate future cooperation between these actors. At the same time, this opportunity can be perceived as a “brain gain” facilitator that can, for example, help universities target academic staff and researches or experts in specific fields from the diaspora and engage them in teaching, research projects, exchanging knowledge and know-how, developing academic programmes and courses.

Brain gain in this case is seen through the concepts of brain circulation or virtual migration because this category of people is less likely to return permanently to Macedonia. Recently, a project initiated by International Organisation for Migration (IOM) was realised in cooperation with the Ministry of Labour and Social Policy. Owing to this project, several temporary returns were made by members of the Macedonian diaspora. One of the successful cases was the return of Andrijana Nikchevska. She came back to Macedonia on a temporary return with

9 Daily newspaper explains the elections: <http://www.novamakedonija.com.mk/NewsDetal.asp?vest=6611812194&id=9&setIzdanie=22298>, last checked 12/03/2013.

10 Interview with Prof. Verica Janevska, Institute of Economics- Skopje, 28/09/2012.

a project idea called “No Wrong Door” aimed at ensuring that civil servants in Macedonia become friendlier and more helpful. Nikchevska says that everyone in Macedonia knows how frustrating it is to stand in a queue for a long time only to receive poor assistance. “The attitude of civil servants in these cases is: “You have come to the wrong door – I cannot help you.” She spent a month in Macedonia at the Ministry of Information Society and Administration in Skopje where she worked as a consultant for ‘No Wrong Door’ and where she trained 140 civil servants from various ministries and municipalities. She also wrote a pamphlet and a leaflet for the project.¹¹

On the long run, the cooperation with the diaspora should be transferred on a “virtual” level. This means that the creation of digital diaspora in numerous cases can result in productive solutions with almost no cost. All expenses for a temporary return can be eliminated, and instead of creating more of them, virtual return can play major role in the brain gain policies towards the diaspora. Digital diaspora networks have the potential to reverse brain drain by facilitating knowledge sharing and technology transfer between the diaspora and the homeland (Grossman 2010).

This concept minimises the need of highly skilled people to return home and contribute with their skills and knowledge, and focuses on the use of information technology and the latest ICT products. The Government of Macedonia recognises the concept of digital diaspora by adding an article to the Strategy for Innovation 2012-2020 for strengthening the connection with the diaspora through an e-platform for communication between the scientific diaspora and local research community, and supporting and co-financing short stays of the scientific diaspora in Macedonia and vice versa.¹²

THE CHANGE WE NEED

The importance of having brain gain strategies and various activities that will work on the prevention of brain drain is getting deserved attention in Macedonian public. The Government, through the initiative for making a Stop Brain Drain Strategy gives strong signal that the outflow of the human capital from Macedonia should be stopped. At the same time, several other governmental institutions are actively involved in projects in this field but their activities do not seem as mutually coordinated, either as part of a single agenda, or of a single body responsible for the implementation of such policies.

The focus on the diaspora and the cooperation with the scientific diaspora are much more high-

11 Taken from Midweb portal where the full interview with Andrijana Nikchevska is available: <http://www.tvrmidweb.org/index.php?page=423>, last checked 12/03/2013.

12 Information available at the web page of the Government of Republic of Macedonia (<http://vlada.mk/node/4719>) last checked 3/02/2012.

lighted, but not many activities are oriented towards highly qualified returnees and models of successful reintegration, employment, career development, etc.

The conclusion is that much more has been done in the work with the diaspora in general, but not much of this can be taken as institutional approach. The scientific diaspora is less likely to return, but the business diaspora is looking for the opportunities for investment.

There are several models that have demonstrated success in their approach towards the diaspora and success with real permanent, temporary or virtual returns of highly skilled people. Various tools and mechanisms can be used in the case of Macedonia for attracting the human capital back to the country.

Attracting human capital however is not a very simple task. Therefore we believe that cross-sectoral institutional approach is the first task that should be created and support all related activities to brain gain.

Apart from it, several recommendations should be implemented as part of this body:

- **Reinforcing the communication with the scientific diaspora and introducing models of cooperation** (research and development, virtual and temporary returns, other innovation in education system). There are prominent academics that are part of the Macedonian diaspora all around the world. Instead of long term return, temporary or virtual returns should be reinforced so they can support the development processes in various field in Macedonia and enable opportunities for knowledge flow from the diaspora towards Macedonia. So far there have been several examples but generally they are not enough compared to the number of academics living abroad and fields in which they are working.
- **Enabling opportunities for the scientific diaspora to invite practitioners from Macedonia to work closely with them in their native universities/ research institutes.** Exchanging practices and opportunities for Macedonian highly skilled people to upgrade their knowledge and skills abroad are very desirable in a situation when they cannot fully develop their skills in Macedonia. Here again, the scientific diaspora can act as facilitator in this process and provide opportunities for our highly skilled returnees to advance their knowledge and apply their experience from abroad back in Macedonia.
- **Attracting the diaspora and returnees by financial incentives, tax reductions for researchers, etc.** As it is the case of Brain Gain Albania, similar model of incentives for the highly skilled returnees and the scientific diaspora in general should be introduced in Macedonia and stimulate the work and career advancement of these groups, and at the same time this should also provide a room for bringing innovations and new standards to the work in the institutions or universities where they will be employed.
- **Creating fair investment environment so more businesses from diaspora can come to Macedonia.** According to the latest developments, the business diaspora is looking forward to the opportunities for investment in Macedonia. These investments will make impact on the economic growth of the country, but at the same time, having in mind

the foreign standards for doing business will bring more innovations and open an opportunity for employment of fresh and highly qualified people, from the country, but returnees as well.

- **The country should give special focus on introducing the concept of digital diaspora and overcome any logistical and financial obstacles.** Digital diaspora are the ultimate challenge for every society that is interested in improving communication with its diaspora. Macedonia, as a country with a sizeable diaspora should rely more on this model of cooperation with the diaspora, follow the latest developments in the technology and find applicable model as part of the concepts for digital diaspora that will allow exchange of knowledge and practices with very low cost. In view of the fact that Macedonia is not a very wealthy country, new technologies and digital concepts should prevail in the cooperation with the diaspora.

REFERENCES:

- Dietz, B. (2010). Migration and remittances in Macedonia: A Review. Electronic copy available at: <http://ssrn.com/abstract=1713747>.
- Center for Research and Policy Making (2007). Strengthening cross-border cooperation in the Western Balkan regarding migration management. CRPM, Skopje.
- Gibson, J., Mc Kenzie D. (2011). Eight Questions about Brain Drain, World Bank.
- Grossman, M. (2010). Diaspora Knowledge Flows in the Global Economy. E-Leader, Budapest.
- Nikoloski, Z. (2010). Migration- contradictions or reason for positive effects, Skopje.
- Sejdini, A., Cipusheva, H., Mughal, A., Sadiku, L., Shehaj, E., Mema, F., Havoli, S. (2013). Brain Circulation and the Role of Diasporas in the Balkans – Albania, Kosovo and Macedonia, SEEU.
- Straubhaar, T. (2000). International mobility of the highly skilled: Brain Gain, Brain Drain or Brain Exchange. Hamburg Institute of International Economics.
- Zmejkoski, R. (2011) Transforming Brain Gain from a concept to a real gain, CRPM. Skopje.
- Daugeliene, R., Marcinkeviciene, R. (2009). Brain Drain problem in Lithuania: Possible actions for its solution via Brain Gain. European Integration Studies. No.3.
- Zeneli, B. (2012). Brain Gain Programme in Albania. Case Study and Policy Guide for Policy Makers in Southeast Europe.

CIP - Каталогизација у публикацији
Народна библиотека Србије, Београд

314.151.3-057.85(497)
316.344.32-054.72(497)

BRAIN Gain and Practices in the Western
Balkans / [authors Bernand Zeneli ... et al.]
; edited by Tanja Pavlov. - Beograd : Group
484, Centre for Migration, 2014 (Beograd :
Copy Planet). - 90 str. ; 30 cm

Podatak o autorima preuzet iz impresuma. -
Tiraž 200. - Napomene i bibliografske
reference uz tekst. - Bibliografija uz svaki
rad.

ISBN 978-86-86001-61-0

1. Zeneli, Bernand, 1973- [аутор]

а) Интелектуалци мигранти - Балканске
државе

COBISS.SR-ID 204349452

