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ANNEX

of the Commission Implementing Decision on the financing of the annual action plan for the multi-country migration programme in favour of the Southern Neighbourhood for 2022 (Part II)

Action Document EU support to legal migration, mobility and skills partnerships with North of African countries

ANNUAL ACTION PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan/measure in the sense of Article 23(2) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

<p>1. Title OPSYS Basic Act</p>	<p>EU support to legal migration, mobility and skills partnerships with North of African countries. Annual action plan in favour of Algeria, Egypt, Libya, Morocco and Tunisia for 2022 OPSYS business reference: ACT-61428 ABAC Commitment level 1 number: JAD.1037419 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe).</p>
<p>2. Team Europe Initiative</p>	<p>This action should contribute to the two Team Europe Initiatives (TEIs) covering regional migration actions, the TEI on a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries in the Western Mediterranean/Atlantic Route and the TEI on the Central Mediterranean Route¹.</p>
<p>3. Zone benefiting from the action</p>	<p>The action shall be carried out in North Africa: Algeria, Egypt, Libya, Morocco and Tunisia.</p>
<p>4. Programming document²</p>	

¹ The EU’s indicative contribution to the TEIs is subject to the confirmation of the Team Europe partners’ indicative meaningful contribution as early as possible. In the absence thereof, the EU’s indicative contribution may be redirected in accordance with the priority areas of the MIP and their allocations. The obligation of the European Union and its Member States to coordinate their development policies following initiatives by the Commission to this effect, as per article 210 TFEU, always applies.

² *Multi-Country Migration Programme for the Southern Neighbourhood C(2022) xxxxx*

5. Link with relevant MIP(s) objectives/expected results	<p>Specific Objective 3: Increasing potential migrant workers' skills, qualifications and competences for domestic and international labour markets</p> <p>Result 1: Support of legal migration schemes and mobility between the EU and key partner countries</p> <p>Result 2: Improved techniques implemented by national institutions in the areas of labour market analysis, skills matching and labour migration management to meet demands of domestic and international labour markets.</p>			
PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Area(s), sectors	Priority area 4: Supporting a comprehensive approach to legal migration and mobility			
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 10 (sub goal 10.7 of the Sustainable Development Goals 10 on migration policies)			
8 a) DAC code(s)	15190 (Facilitation of orderly, safe, regular and responsible migration and mobility) – 100%			
8 b) Main Delivery Channel	<p>International Organisations – 21000</p> <p>Other multilateral institutions – 47000</p> <p>Public sector institutions – 10000</p>			
9. Targets	<p><input checked="" type="checkbox"/> Migration</p> <p><input type="checkbox"/> Climate</p> <p><input checked="" type="checkbox"/> Social inclusion and Human Development</p> <p><input type="checkbox"/> Gender</p> <p><input type="checkbox"/> Biodiversity</p> <p><input type="checkbox"/> Human Rights, Democracy and Governance</p>			
10. Markers (from DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective

	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags	YES	NO	/
	digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital entrepreneurship	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	<u>Connectivity</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tags	YES	NO	/	
digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
energy	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
transport	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
health	<input checked="" type="checkbox"/>	<input type="checkbox"/>		
education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Migration	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
Reduction of Inequalities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
BUDGET INFORMATION				
12. Amounts concerned	<p>Budget line(s) (article, item): 14.020110-NEAR-C1 - Southern neighbourhood</p> <p>Total estimated cost: EUR 23 000 000</p> <p>Total amount of EU budget contribution EUR 18 000 000</p> <p>The contribution is for an amount of EUR 18 000 000 from the general budget of the European Union for 2022.</p> <p>This action is parallel co-financed by:</p> <ul style="list-style-type: none"> - German Federal Ministry for Economic Cooperation and Development (BMZ) for an estimated amount of up to EUR 5 000 000; 			
MANAGEMENT AND IMPLEMENTATION				
13. Implementation modalities (type of financing and management mode)	<p>Project Modality</p> <p>Direct management through:</p> <ul style="list-style-type: none"> - Procurement 			

	Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.3.1.
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1.2. Summary of the Action

The proposed Action promotes a regional holistic approach to labour migration governance, human capital development and labour mobility between North African countries and EU Member States - funded under the European Union Neighbourhood, Development and International Cooperation Instrument - Global Europe (NDICI-GE) for a four-year period as of 2022. It responds to one of the key priority areas of the New Pact on Migration and Asylum's (the New Pact)³ external dimension in relation to the implementation of the Talent Partnerships launched by the European Commission in June 2021 that will support legal migration and mobility with key partners. The action is also expected to contribute to delivering on the Joint vision for 2030 set out at the February 2022 European Union (EU)-African Union (AU) Summit.

The Action is aligned with the Global Compact for Safe, Orderly and Regular Migration⁴ and with the partnership approach of the Joint Communication on a Renewed Partnership with the Southern Neighbourhood⁵, adopted on 9 February 2021, where migration and mobility are indicated as a priority areas. It thus falls within the Multi-Country Migration Programme for the Southern Neighbourhood (MCMP) and responds to its priority area 4 "Supporting a comprehensive approach to legal migration and mobility".

The Action builds on and complements the existing regional action "*Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa*" (THAMM) phase I and II funded by the EU Trust Fund for Africa and phase III funded by NDICI-GE, and is guided by the principles of ownership, aid effectiveness, sustainability, complementarity, comprehensiveness, coherence, and responsibility-sharing. It will built on lessons learned from the past and on-going actions, and be coordinated with other actors present on the ground.

Beyond improved labour migration governance, the 72-month Action should contribute to national development plans and more globally to reducing inequalities. The Action will be implemented in complementarity and building synergies with ongoing and upcoming actions promoting legal migration and pathways, including TEIs. It will contribute to the promotion of the Talent Partnerships launched by the European Commission in June 2021.

EU Member States participation to the programme will be on a voluntary basis and the implementation of the programme will be in line with EU Member States national competencies.

The Action is aligned with the 2030 Agenda for Sustainable Development, contributing to the achievement of the Sustainable Development Goals (SDG), such as SDG 8 "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all", especially target 8.6, which aims at "substantially reduc(ing)" the proportion of youth not in employment, education or training", as well as target 8.8, with the objective to "protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment". The Action mainly contributes to SDG 10 "Reduce inequality within and among

³ COM (2020) 609 final, Communication on a New Pact on Migration and Asylum https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF, 23 September 2020

⁴ [N1845199.pdf \(un.org\)](#)

⁵ JOIN (2021) 2 final Renewed Partnership with the Southern Neighbourhood, A new Agenda for the Mediterranean: [joint communication renewed partnership southern neighbourhood en.pdf](#)

countries”, particularly to target 10.7 “facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies”.

This multi-country action document will be translated in tailor made national action plans before the contractualisation stage. The European training foundation (ETF) will support DG NEAR and EU Delegations in drafting the national action plans of this programme and will provide advice and content support throughout the negotiation procedure for the contracts related to this Action Document.

2. RATIONALE

2.1. Context

In September 2020, the Commission adopted the New Pact on Migration and Asylum⁶ which sets out the European Commission’s agenda for reforming EU migration policy. It emphasizes the need for more legal pathways and recognizes the benefit of regular migration for the societies and labour markets in Europe. The EU works with its partner countries on legal pathways to Europe as part of migration partnerships, opening the way for cooperation on schemes to match people, skills and labour market needs through legal migration in a triple win perspective for the countries of origin, the countries of destination and the migrants themselves. In April 2022 the Commission adopted a Communication on a ‘Skills and Talent Package’.⁷ This Communication sets out a pragmatic and gradual approach towards an ambitious and sustainable EU legal migration policy and is based on three key pillars:

- A legislative pillar, recasting the Long-Term Residents Directive and the Single Permit Directive, to simplify the procedures for the admission of workers of various skill levels to the EU, and the mobility within the EU of workers from non-EU countries that are already in the EU, and improving their rights and their protection from labour exploitation.
- an operational pillar, addressing the challenge of international matching by setting out concrete steps to develop Talent Partnerships (launched in June 2021) with key partner countries and the key features of an EU Talent Pool; and
- a forward-looking pillar, based on three specific priorities for action that should further guide the EU’s policy on legal migration: care, youth and innovation.

Under the second pillar the Commission proposes to set up Talent Partnerships which aim to strengthen cooperation between the EU, Member States and Partner Countries and to boost international labour mobility and development of talent in a mutually beneficial and circular way. Talent Partnerships should combine direct support for mobility schemes for work or training with capacity building and investment in human capital, including skills identification, development and recognition, vocational education and training and operationalisation of work-based exchange schemes. In doing so, they aim to ensure an equal win for Partner Countries, Member States and business communities on both sides and individuals benefitting from the partnerships. In line with the EU bilateral cooperation with partner countries, they should benefit the economic development of communities of origin, advance key partner countries’ broader development goals and strengthen opportunities for their citizens. They should lead to a brain gain for all partners and measurable career development gains for migrants who participate. Talent Partnerships will be open to all skill levels and could concern various economic sectors. They will provide for various types of mobility: temporary, long-

⁶ COM (2020) 609 final, Communication on a New Pact on Migration and Asylum https://eur-lex.europa.eu/resource.html?uri=cellar:85ff8b4f-ff13-11ea-b44f-01aa75ed71a1.0002.02/DOC_3&format=PDF, 23 September 2020

⁷ European Commission, "Communication from the commission to the European parliament, the council, the European economic and social committee and the committee of the regions Attracting skills and talent to the EU," last modified April 27, 2022, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=COM:2022:657:FIN>

term or circular in nature, as agreed by both sides. Talent Partnerships will need to match real labour market needs and skills on both sides. The partnerships should benefit public and private stakeholders such as employers, training institutions and diaspora organisations. As a first step Commission has the intention, based on strong and continuous cooperation to launch the first Talent Partnerships with North African partners, in particular Egypt, Morocco and Tunisia. The work on the Talent Partnerships will build upon successful projects implemented with these partners, like THAMM programme, expanding their scope whilst accompanying them with a broader framework for cooperation, and mobilising all relevant stakeholders in the process.

In February 2022 at the European Union (EU)-African Union (AU) Summit, both continents' leaders agreed on an enhanced and reciprocal partnership for migration and mobility. Accordingly, the Summit's Joint Declaration (also known as "[A Joint Vision for 2030](#)") expressly states that pathways for legal migration opportunities will be further developed, respecting national needs, competencies and legal frameworks.

Labour migration is a key priority for the African Union Commission (AUC) and its member states, as reflected in the adopted revised AU Migration Policy Framework for Africa (MPFA) and its action plan (2018-30) as well as in the Joint Labour Migration Programme (JLMP). The latter was developed by the AUC in close collaboration with the International Labour Organization (ILO), the International Organisation on Migration (IOM) and the United Nations Economic Commission for Africa (UNECA). The MPFA reflects the current migration dynamics in Africa and offers a revised strategic framework to guide Member States and Regional Economic Communities in the management of migration. Among recommended strategies, compliance with International Labour Standards to protect migrants' rights, the development of evidence-based policy approaches, the facilitation of safe, orderly and dignified migration, the collection and analysis of migration data, the implementation of fair recruitment processes as well as the need to develop inter-state and inter-regional approaches to managing migration in Africa are of particular relevance to this action.

The importance of these issues has already been reflected in the 2015 Joint Valetta Action Plan (JVAP). The JVAP particularly calls for the promotion of regular channels for migration and mobility between African and European countries through reinforcing cooperation between relevant agencies and institutions in the field of job/employment creation and development, the cooperation on pre-departure measures and rights awareness, the facilitation of the recognition of skills and qualifications and the support to continental, regional and sub-regional frameworks for mobility and migration.

Country Context

Egypt

Egypt is the most populous country in the Arab Region. Its population has exceeded 102 million inhabitants with a growth rate of 2%. Almost 60% of the total population are below the age of 30. Egypt had 543 900 international migrants in the country. Top destination countries of Egyptian emigrants were Saudi Arabia, the United Arab Emirates, and Kuwait, USA, Qatar, Italy, and Jordan (Migration Data Portal IOM, 2020).

Egypt's geographical position at the crossroad between North Africa, the Middle East, East Africa and Europe makes the country a destination of mixed migration movements. Egypt is aiming at positioning itself as a leading player in international, Arab and African affairs, including for what concerns migration issues, as demonstrated by its recent nomination as Global Compact for Migration Champion along with its participation in various regional platforms, such as the Khartoum Process and the Pan-African Forum on Migration. The Country is therefore becoming an increasingly key partner on migration affairs, both in the region and globally. The Government of Egypt pays attention to the skills dimension of migration and international labour mobility. This fact is also reflected in the Constitution of 2014, which commits to the expansion and quality

of general education and VET in line with international standards. Egypt has implemented a series of macro-economic and structural reforms that stabilised the economy, spurred growth and improved the business climate for more active private sector participation. Nevertheless, the adverse repercussions of the COVID-19 pandemic have destabilised this progress and emphasised existing structural challenges like slow private (formal) sector activity; underperforming non-oil exports and foreign direct investment (FDI) and hence weak job creation. Egypt has been investing in renewables, which corresponds with European Commission's priority pillars in greening the economy with the necessary interventions in skills development policies to ensure the supply of skilled labour. This new investment is further important as in general the labour force / activity rate is going down; it was 42.2% in 2019 (falling from 43.3% in 2018, 47% in 2015 and 49.4% in 2010). In general, for both men and women, the phenomenon of 'educated unemployment' is a persistent feature in the Egyptian labour market. Unemployment fell to 7.2% by the end of 2020, after reaching 9.6% in mid-2020. Low-educated workers show very low unemployment levels whereas much higher unemployment rates are recorded with higher levels of education attainment, such as university and intermediate secondary level (34% and 48.2% respectively). This is a strong indication of the mismatch between the skills offered by the education and training system and those demanded by the labour market. Despite a slight improvement, youth unemployment remains high at 19.2% in 2019. This indicates a weak link between educational outputs and labour market needs, resulting in inadequate curricula that do not appear to be aligned to the competencies required by employers, as well as a mismatch in terms of quality and expectations. Almost half of working young people (47.7%) are in occupations that do not match their education, that is, they are over-educated or undereducated. A comprehensive Labour Market Information System does not yet exist in Egypt. Data are mainly gathered through administrative sources (employment offices) and from the labour force surveys conducted by the Central Agency for Public Mobilisation and Statistics (CAPMAS). Various mechanisms exist to identify the needs of the labour market and develop relevant qualifications, such as the National Skills Standards Programme within the Industrial Training Council.

Legal framework and institutional setting: The Ministry of Manpower and Migration (MoMM) is responsible for labour policy, managing labour supply and demand, increasing the employability of the labour force, and monitoring labour market demand. It administers the network of 300 employment offices. Initiatives to boost employment: Reducing high unemployment, especially among women and young people, is a priority for the Egyptian government. While macroeconomic policies and structural reforms aim to support job creation, numerous ongoing and emerging initiatives for active labour-market policies are being implemented by various stakeholders and, in many cases, supported by donors. The government is planning to develop specialised training programmes for young people and introduce job intermediation schemes. The transition from school to work has gained attention, in particular through the creation of school-to work transition and career-guidance units within the relevant ministries. Regional units with career-guidance, employment and entrepreneurship functions have been established at the governorate level. Career-guidance functions are established at every school level within the framework of the Technical and Vocational Training (TVET) sector. There are several entrepreneurship programmes that aim to stimulate creation of small businesses. As small and medium-sized enterprises (SMEs) are highly exposed to the impact of the COVID-19 pandemic, the government launched a number of initiatives in 2019-2020 to provide financial aid in view to help them cope with the impact and ensure jobs are being maintained.

Education is a priority in the Egypt Vision 2030. Vocational education and training has gained importance and is under political pressure. However, the VET sector remains highly fragmented and previous attempts to establish over-arching governing models have not yet been achieved. Egypt still struggles to have a comprehensive strategy for VET. The Ministry of Education and Technical Education (MoETE), as the main VET provider in the country, is working on the implementation of its new strategy, 'Technical Education 2.0' (TE 2.0), with the aim of ensuring alignment to reforms, seeking complementarity among projects and working towards joint implementation.

One important development to improve both the internal and the international transparency of Egyptian qualifications is the National Qualification Framework (NQF). It has taken a long time for Egypt to develop

and agree an NQF, and become established but it holds potential and promise. Future directions in implementing the NQF will include the development of a national database of qualifications and undertaking referencing activities with other countries and systems.⁸ Improving validation and recognition mechanisms are also critical.

With all these efforts and achievements, Egypt still struggles with the absence of a labour migration policy to ensure the protection of migrant workers and to coordinate the efforts of the various players.⁹

Primary data on migrants' education and skills' levels and qualifications are scarce. This is detrimental to the capacity to design and implement tailored policies and actions at national level and with international partners.

The EU-Egypt Migration Dialogue taking place via the EU Delegation has identified six main pillars for cooperation including legal migration and specific activities have been identified. As for legal migration Egypt has expressed interest in:

- Increasing the number of scholarships for university students and professors, and expanding cooperation and twinning between European and Egyptian universities.
- Engage strategically with the EU for better matching between labour demand and supply.
- Enhancing technical training for future jobs that are done remotely through online platforms.
- Improving and harmonizing skill recognition standards through digital applications.
- Establishing a national online portal for mobility for better skill-market matching.
- Establishing national pre-departure centres and expanding recruitment centres managed under ministry of manpower.
- Enhancing entrepreneurship skills for youth, particularly in governorates with high rates of irregular migration.
- Adapting to changing in labour market landscape due to COVID 19.

Morocco

Migration is a major economic and social phenomenon in Morocco, and its situation has changed significantly over the last twenty years, particularly with regard to the skills profile. Always a land of emigration, in recent years it has also become a host country for economic immigrants, refugees and migrants in transit. Historically characterised by a low or average level of skills, by 2019 one third of Moroccan migrants had received higher education, according to the High Commission for Planning (HCP 2020a). The lack of opportunities matching the level of education and professional skill, led many to look for opportunities elsewhere. As a result, Morocco has become increasingly affected by brain drain.

According to UN data, in 2020, 8.8% of the Moroccan population was living abroad, for most the main factor remains the search for a job (HCP 2020a). The unemployment rate for the whole working population was 12.5% in the first quarter of 2021, but 32.5% for the 15-24 age group and 19.6% for the 25-34 age group. Among young graduates over 15, the unemployment rate is 17.9% (29.7% among women). Economic growth is not generating enough jobs to absorb population growth. Remittances contributed 6.6% of GDP in 2020 (World Bank)¹⁰.

Historically, Moroccans living abroad (MREs) were characterised by a low to medium skill level. Today, the level of education of the MREs is clearly higher than that of the resident population in Morocco: one migrant out of three (33.5%) has reached the level of higher education - 44.7% of the women against 28.4% of the

⁸ https://www.etf.europa.eu/sites/default/files/2022-01/egypt_1.pdf

⁹ https://www.etf.europa.eu/sites/default/files/document/CFI_Egypt_2021.pdf

¹⁰ https://www.etf.europa.eu/sites/default/files/2021-11/etf_skills_and_migration_country_fiche_morocco_2021_en_0.pdf, page 5.

men -, another third has the secondary level, and 4.8% has received vocational training. The most represented profiles among highly skilled migrants or those with specialised technical vocational training are workers in the trade and management sector, new information and communication technologies (NICTs), engineers and doctors (HCP 2020a). France, Spain and Italy are the main destination countries with 89% of migrants, but new countries are emerging such as Canada and the Gulf States attracting high skilled workers. Moroccan students abroad number around 50,000 and represent 15% of the total student population. Morocco hosts up to 15,000 students from sub-Saharan Africa who could become an important vehicle for promoting legal migration and skills development projects. The issue of brain drain, which affects different skill levels, has gradually become central to the policy debate. A particular case concerns the highly qualified in ICT and financial services, which are highly sought after profiles in Morocco and in the destination countries of MREs. According to recent figures, more than 600 Moroccan engineers leave the country each year. The category of doctors is also particularly affected: in 2014, among Moroccan specialty doctors, 23% of anaesthetists, 19% of psychiatrists and 10% of radiologists resided and practised in France.

The migration experience abroad often brings technical, behavioural, language and additional soft skills that enhance migrants' employability. In particular, the entrepreneurial skills of the Moroccan diaspora are on the rise. At the same time, returning migrants constitute an important lever for optimising the skills balance of Moroccan migration. 28.5% of them have a university level, particularly among women (39.1%). A small minority (2.2%) have followed a professional training. 9.5% of returning migrants are employers and 32.2% are self-employed, much higher rates than among the non-migrant population. However, to date, the country lacks structured mechanisms to systematically harness the skills of returning migrants for the benefit of the country's development.

In the last five years, especially since the migration crisis of 2015, Morocco has also gained importance as a transit country and in this case as a destination for economic migrants, mainly from West Africa. In 2014, the government adopted a National Strategy for Immigration and Asylum which allowed the regularisation of more than 45,000 immigrants in 2014 and 2017 and the implementation of a policy of economic integration of migrants including access to the education and vocational training system under the same conditions as national citizens and support for the development of the skills of regular immigrants.

National policies and strategies are rich but fragmented. MREs are specifically targeted by the July 2011 Constitution (art. 16-18 and 163). Morocco defines its policy towards migration in terms of neutrality while maintaining a strong link with its citizens living abroad. Since 2014, it has formalised its approach with a National Strategy for Moroccans living Abroad (SNFMDM)¹¹. One of the three strategic objectives of this strategy is "the contribution of the Moroccans living abroad to the development of the country", broken down into five specific objectives, including the "mobilisation of the skills of the Moroccans living abroad".

However, the national education, training and employment support system considers migration only marginally, mainly from a perspective of inclusion and social equity and not as an important lever for socio-economic development. Support to labour migration as a specific objective to be pursued is not included in the implementation of innovative mechanisms for access to international markets (beyond bilateral labour agreements) or monitoring.

As for the SNIA¹², the National Immigration and Asylum Strategy adopted in 2014, it promotes a holistic vision covering humanitarian, integration, foreign policy, economic, cultural and social aspects related to the life of immigrants. Regarding the skills of regularised immigrants, the SNIA provides for actions to ensure access to vocational training as well as to employment and business creation support programmes. However,

¹¹ [Stratégie Nationale en faveur des Marocains du Monde](#)

¹² [Stratégie nationale d'immigration et d'Asile | Le Ministère délégué auprès du Ministre des Affaires Étrangères, de la Coopération Africaine et des Marocains Résidant à l'Étranger, chargé des Marocains Résidant à l'Étranger \(marocainsdumonde.gov.ma\)](#)

the implementation of the SNIA has lost some momentum and the issue of the effective use of immigrants' skills is not yet the subject of a national medium-long term vision. Data on their skills have only been systematically collected in 2021. However, these skills are valued informally and spontaneously, especially in the fields of tourism, agriculture, cleaning, construction and health. As in other countries in the region, immigrants working in the informal sector in Morocco find themselves in competition with population groups with very low levels of qualification, especially in rural areas (still 36% of the total population).

The interaction with the national education and training system for the achievement of the objectives concerning migrants' skills remains unclear. In the strategies targeting human capital development, migrants and refugees are not among the main targets of planned actions. Despite the country's focus on the centrality of lifelong learning within a framework of equity, equal opportunities and social inclusion, the migration issue is mentioned only once in its strategic vision 2015-2030.

Potential migrants and returnees could greatly benefit from recognition of their qualifications and skills, giving them access to better jobs. With the support of ETF Morocco has developed a National Qualifications Framework that is an important transparency tool. The key building blocks enabling the operationalisation of the NQF are in place, namely: a) a supportive policy and legal basis, and a reform strategy that recognises the role of the NQF for formal education and validation of competences acquired via experience and non-formal learning; b) a regulatory and technical-methodological framework underpinning the development, adoption and renewal of qualifications in all subsystems of education and training; d) a functioning quality assurance system in higher education, but still developing in VET; and e) professional branches and an employers' confederation committed to good qualifications and a transparent qualifications framework. The NQF Permanent Commission, is not yet legislated, and integration of national databases of qualifications are important next steps, that can facilitate access to qualifications and better linkages. The THAMM project has developed as a pilot a digital credential database to make access to information on qualifications issued by the major public VET provider, OFPPT, easy accessible. Work on linking the NQF with other frameworks such as the ACQF and the EQF can facilitate the recognition of Moroccan qualifications abroad, and African and European qualifications in Morocco strengthening reintegration Practices on validation of non-formal and informal learning have been piloted and could be widened.

The National Employment Strategy 2015-2025 (NES) lists the management of labour migration as one of its cross-cutting social equity objectives. The NES recognises the specific needs of return migration, forced by crises in the countries receiving Moroccan nationals, regular migration accompanying the specific skills needs of companies and transit migration of workers in an irregular situation.

In the Report on "The New Development Model" (Kingdom of Morocco 2021), one of the five transformative building blocks of the new development model identified is precisely the "Moroccans of the World". In this framework, it is recommended to set up incentive approaches to attract highly qualified Moroccans residing abroad operating in advanced sectors, such as NICTs, biotechnology or renewable energies, to create a database of Moroccans residing abroad accessible to private and public Moroccan institutions, and to mobilise Moroccans residing abroad for the development of scientific research and innovation activities in order to make the most of the expertise acquired by the diaspora in this field.

Migration governance is quite developed but somewhat fragmented: the institutional dimension is ensured by the Ministry of Foreign Affairs, African Cooperation and Moroccans Resident Abroad, in charge of Moroccans residing abroad (MDCMRE), which integrates a Directorate of Communication and Mobilisation of Moroccans residing abroad Skills, as well as a Directorate of Migration Affairs that deals with the implementation of the SNIA. Inter-institutional coordination is ensured by two parallel coordination structures (for the SNIA and for the SNFMMDM) overseen by an inter-ministerial committee, with a steering committee integrating a dozen relevant institutions and ministries (supposed to meet at least twice a year) and four programme committees. Regarding human capital development, the Ministry of National Education,

Vocational Training, Higher Education and Scientific Research and the Ministry of Labour and Professional Insertion could play a much more important role. The *Office de la Formation Professionnelle et de la Promotion du Travail*, OFPPT (main public vocational training operator), the National Agency for the Promotion of Employment and Skills (ANAPEC) and *Entraide Nationale* contribute to the implementation of specific actions under their own strategies.

Internationally, migration has been a priority area of intervention for some years - notably as a fundamental part of Morocco's Africa policy. His Majesty Mohamed VI has taken control of operations by placing Morocco at the forefront with the launch of the Rabat Process in 2006 (which brings together 60 European and African countries to cooperate at the political level on migration issues) and with the co-chairing of the Global Forum on Migration and Development in 2017-2018, the signing of the Global Compact on Migration in Marrakech in December 2018 and the launch of the Marrakech Agenda 2018-2020.¹³

Tunisia

Tunisia has historically been a country of labour migration. More than 10% of Tunisians live abroad. 85% of the Tunisian diaspora resides in EU Member States, mainly in France (728,094 people or 65%), Italy (197,160 people or 18%) and Germany (94,536 people or 8.5%). Tunisia is facing a resurgence of irregular emigration mainly due to an interplay of economic and social factors, including a worsening economic situation worsened by the COVID-19 pandemic. On the other hand the country is hosting an increasing number of migrants, refugees and asylum seekers on its own territory. Around 20 000 Tunisian students abroad are concentrated mainly in France and Germany. Remittances from the Tunisian diaspora reached a record high in January 2022, representing almost 7% of GDP and having nearly doubled in four years. According to OECD (2018), almost half (47%) of the migrants to OECD countries have an education level equal or inferior to low secondary, only US and Canada host mainly higher skilled talents. Persistent challenges in the Tunisian labour market, especially those affecting young people, represent some of the factors that drive and influence emigration. A growing number of young people is not in employment, education or training; the numbers have increased constantly since 2010, from 25.2% (2010) to 32% (2019) of the age group 15–24. Migration among highly skilled workers has been increasing over time, primarily affecting university professors, engineers and medical doctors.

The **overall policy framework for migration** has been under discussion since 2017, with successive attempts to adopt a National Strategy on Migration. Labour migration is among the key areas of intervention of the strategy, and provides for: scouting for employment opportunities abroad, supporting job placements abroad through the dynamisation of intermediaries (public and private), and providing access to information on international labour markets; providing rights protection for Tunisians in the framework of the agreements; and raising awareness on the risks of irregular migration. National Strategy for International Employment and the Protection of the Rights of Migrant Workers (*Stratégie nationale de l'emploi à l'international et de la protection des droits des travailleurs migrants*, SNEI) was finalised in January 2021. The SNEI is organised around five axes: i) efficient and effective governance of the international labour market; ii) an information and monitoring system that captures labour market developments, both national and international, as well as the international cooperation that will lead to the optimal management of the international labour market; iii) a training system that will develop human capital adapted to the needs of the labour market at national and international level and to the different phases of the migration process; iv) an efficient and effective intermediation system of international job placement; and v) a strategy at the service of the socioeconomic development of the country.

¹³ https://www.etf.europa.eu/sites/default/files/2021-11/etf_skills_and_migration_country_fiche_morocco_2021_en_0.pdf

Tunisia has developed an institutional and legal framework to promote and regulate labour migration with a number of dedicated institutions. One of those agencies is the ATCT (Tunisian Agency for Technical Cooperation) placing on average 2 000–3 000 highly qualified Tunisian workers every year in international jobs for a period of five years. Another such agency is the Office des Tunisiens à l'Étranger (OTE), created in 1988 and comprising a network of regional delegations and more than 200 social attachés in Tunisia and abroad, and supporting Tunisians abroad in the protection of their rights. Since the 1960s Tunisia has signed a series of bilateral agreements with destination countries to regulate migratory flows and to ensure decent and safe working conditions for Tunisian migrant workers. To this end, agreements have been signed with France, Italy, Switzerland and Belgium. However, the effectiveness of these agreements as instruments for managing labour migration has declined over the years. Special free movement agreements have also been signed with Arab and other Maghreb countries, effectively integrating the Tunisian labour market into the Libyan, Moroccan and Algerian labour markets.

The high political importance of migration after the revolution was reflected in the establishment, in 2012, of a State Secretary for Migration and for Tunisians Abroad under the Ministry of Foreign Affairs. Moreover, 18 parliamentary seats were attributed to Tunisian migrants. The Directorate General for International Placement and Foreign Labour of the Ministry of Vocational Training and Employment is the competent body for developing labour migration policies and programmes, undertaking the necessary actions for anticipating and promoting job placement opportunities abroad, and participating in the negotiations and implementation of international migration agreements in support of the Ministry of Foreign Affairs. The Directorate General for International Placement and Foreign Labour of the Ministry of Vocational Training and Employment is also working on developing an online repertoire of vocational qualifications with the support of ETF, and of the CNQ, the NQF of Tunisia, in order to improve information on qualifications and link them better to each other and to changing needs. Tunisia aims to connect this database of qualifications, with guidance and counselling and training opportunities, and is looking to connect its systems with others abroad, by using European standards. Tunisia has piloted validation of non/formal and informal learning and should look for ways of widening opportunities. There is a strong interest to compare its qualifications as well with the African Continental Qualifications Framework (ACQF) and the EQF, which depends on making progress in developing its own systems, and improving coordination mechanisms in the country.¹⁴

The public employment service (Agence Nationale de l'Emploi et du Travail Indépendent, ANETI) is attached to the Ministry of Vocational Training and Employment. Since 2000, ANETI has had an international division that manages international placements. Since 2010, private employment agencies are also allowed to provide international placement services under the supervision of the Ministry of Vocational Training and Employment. Coordination and overall political supervision of migration policies and migration management institutions remains a challenge in this dense landscape in the field of migration.¹⁵

Complementarity

The Action will take place within a larger programmatic approach to provide sustained technical support to governments, workers, and employers on labour migration in Africa, and follows up on demands for further technical assistance by constituents as reiterated in national and sub-regional consultations.

The Action will be complementary to other existing labour migration schemes and skills recognition initiatives in the North of Africa region funded by the EU:

¹⁴ https://acqf.africa/capacity-development-programme/training-modules/presentations-ppt-for-the-training-courses-english/session-23-presentation-of-assessment-task-coherence-and-logic-nqf-tunisia-tunisie/@@display-file/file/Session%2023_ACQF%20-%20Analyse%20CNQ%20-%20Tunisie.pdf

¹⁵ https://www.etf.europa.eu/sites/default/files/2021-11/etf_skills_and_migration_country_fiche_tunisia_2021_en_1.pdf

Migration Partnership Facility (MPF/AMIF):

- MOVE_GREEN - (E)Co-development for innovation and employment in green and circular economy between Andalucía (Spain) and Morocco, budget EUR 2.2 million
- MENTOR 2 – (Mediterranean Network for Training Orientation to Regular Migration) targets Morocco and Tunisia, Municipality of Milan, Italy, budget EUR 3.1 million.
- WAFIRA (between Spain and Morocco): the project seeks to maximize the development impact of circular migration and mobility in Morocco by empowering Moroccan women seasonal workers. The action would provide training and support, and ensure a sustainable reintegration of the participants in their communities of origin, as well as strengthen the capacity of Moroccan authorities in return and reintegration of migrants (budget EUR 3 million).

Scoping work on a Network of National Databases of Qualifications by ETF. In 2021 ETF completed a feasibility study to use European Open solutions and standards for databases of qualifications to support the development of databases in partner countries and facilitate interoperability and connections between them. Such a network could be used to support the development of qualifications, make them more comparable and provide online access to information on qualifications in different languages, supporting recognition processes. A component of this is also the use of digital credentials under Europass for EU partner countries. The ETF is proposing standardised open solutions that can be adapted to the needs of individual countries. Elements of this work is already integrated with ETF's support for the conceptualisation of a repertoire for vocational qualifications and for the CNQ in Tunisia.

Mapping of recognition organisations across neighbourhood countries by ETF. The aim of this initiative is to use the professional experience of the well established ENIC NARIC network in the countries that are part of the Lisbon Convention, and widen and strengthen the network, covering academic, and professional recognition centres, and centres that deal with the recognition of vocational qualifications. The project builds on the earlier MERIC network initiative but goes clearly beyond academic recognition.

The Inventory of Validation of Non/Formal and Informal Learning is carried out across countries that are part of the EQF. ETF has extended this inventory towards other partner countries and in 2022 this should include Morocco and Tunisia. The inventory allows for a cross country comparison of approaches and supports peer learning.

The Global NQF Inventory is a biannual monitoring exercise carried out by Unesco, Cedefop and ETF. ETF prepares reports on the countries in North Africa that are developing and implementing an NQF. There are reports available for Egypt, Morocco and for Tunisia.

“Comparison of the Moroccan and Tunisian NQF with the European Qualifications Framework (EQF). In the context of the 2017 EQF recommendation, procedures and criteria have been developed to enable the comparison of third countries' national and regional qualifications frameworks with the EQF and pilots are currently underway. A dedicated comparison pilot is planned with Morocco and Tunisia once the NQFs have reached an operational stage. The European Training Foundation is supporting this exercise that is carried out by the EQF Advisory Group and DG Employment.

The call for the establishment of a **continental qualifications framework for Africa** was formulated in crucial policy documents and strategic initiatives geared towards integration and prosperity on the continent. The African Union's (AU's) 'First Ten-Year Implementation Plan of Agenda 2063 (2014–2023)', the Protocol to the Treaty Establishing the African Economic Community relating to Free Movement of Persons, Right of Residence and Right of Establishment (AU Free Movement Protocol), and the Continental Education Strategy for Africa 2016–2025 (CESA 16–25) explicitly include the continental qualifications framework among their goals. Moreover, the Agreement establishing the African Continental Free Trade Area (AfCFTA) in its Protocol on Trade in Services, sets the frame for mutual recognition of education.

The development of the ACQF was launched at an official event held in September 2019 at the headquarters of the AU in Addis Ababa, Ethiopia.

The **African Continental Qualifications Framework (ACQF)** is being developed in a time of great transformations, which represents a new horizon and perspective for the ACQF and its ecosystem. The project developing the ACQF in the period 2019-2022 is delivering, as main outputs:

- a. ACQF policy and technical document, accompanied by an action plan and 10 Guidelines;
- b. ACQF feasibility analysis
- c. Capacity development programme - a combination of modalities of learning and networking: Peer Learning Webinars, support to countries' NQF development, workshops, conferences, thematic briefs for self-learning, and later an E-Learning system.
- d. Research and analysis on qualifications frameworks and systems on the continent, notably through the ACQF Mapping study,
- e. Other research and networking supporting CESA, notably the Curriculum Cluster.

On data, the programme will establish synergies and complementarities with the African Union migration Observatory in Morocco, which is focused on data collection and harmonisation.

The action will ensure complementarity also with Erasmus+, which is opening up to vocational education and training (VET).

In Morocco, ongoing support to ANAPEC in the framework of a large programme of support for the professional integration of young people (EYP). The programme is carried out with the Ministry of Labour and is co-financed by the EU and Agence Française de Développement (AFD). The objective is to support young people in a process of integration through employment and/or entrepreneurship. The deployment of significant technical assistance and development are planned. One of the actions will consist of improving their tool for monitoring and guiding young job seekers. International placement is linked to it.

The “AMUDDU- Appui à la mise en oeuvre de la Stratégie Nationale d’Immigration et d’Asile” programme, is a five-years (2017-2022), Belgian bilateral programme aimed at supporting Moroccan capacities to manage migration and the State capacity to implement migration policies.

GIZ International Services is furthermore implementing labour mobility schemes in the region for the private sector and different donors. These experiences and networks, e.g. through the project "Facilitation of legal migration for young Moroccans (hotel and catering industry)", will be highly valuable for the Action, specifically with regard to increasing mutually beneficial legal migration and mobility.

The Swiss Development Cooperation funded FAIR (Phase I) project, and key areas of intervention of FAIR Phase II, with particular attention to Tunisia.

ILO project "Appui à l’amélioration de la gouvernance des migrations et à la promotion de migrations de main d’oeuvre équitables au Maghreb", financed by the Italian Cooperation Agency.

The proposed Action will contribute, depending on the country, to the either the TEI on a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries in the Western Mediterranean/Atlantic Route, or to the TEI for the Central Mediterranean Route, both of them under their mobility and legal migration components.

Further related actions under the bilateral AAP 2022 for Morocco (“Programme d’Appui à l’Enseignement Supérieur, la Recherche et l’Innovation et à la mobilité- PA-ESRI”) and Tunisia (education sector reform- PASE programme) are being prepared and will work in close complementarity with the programme.

In addition and complementing activities in North African countries, the European Commission may provide, upon request, technical support to European Member States, through the Technical Support Instrument, to develop or adapt legal migration, mobility policies targeting Third Country Nationals .

EU Added value

The EU and Member States are involved in several continental and regional dialogues on migration management, including in the areas of legal migration, where exchanges of best practices and lessons learned have demonstrated the EU’s added value. These dialogues include:

- The AU-EU Continent-to-Continent Migration and Mobility Dialogue (C2CMMD), which provides a platform for consultation, coordination, and information exchange across the two continents, and encourages collaboration and cooperation for results-oriented joint actions on migration and mobility;
- The Euro-African Dialogue on Migration and Development (Rabat Process), a regional migration dialogue established in 2006 and bringing together countries of origin, transit and destination of the migration routes linking Central, West and Northern Africa with Europe;
- The Khartoum Process, a platform for political cooperation among the countries along the migration route between the Horn of Africa and Europe, established in 2014;
- The 2015 Valletta Summit and the Joint Valletta Action Plan (JVAP), which lays down a series of priorities aiming at supporting Valletta Partners with the enhancement of migration governance between Europe and Africa – including in the area of promoting regular channels for migration and mobility between African and Europe;
- The Team Europe Initiatives for a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries in the Atlantic/Western Mediterranean route and in the Central Mediterranean route provide a framework allowing the EU and its Member States to develop an ambitious package of programmes and actions combining measures with an immediate impact and actions that seize the benefits of migration and address medium and long-term migration challenges, while avoiding duplication, all in a Team Europe spirit. The objectives of the “Legal migration and mobility” component are in line with the Talent Partnership comprehensive approach, support partner countries in building an enabling environment for the development and promotion of legal migration and mobility pathways, including within Africa and towards Europe, and facilitate the exchange of best practices across the region.

The EU has developed several intra-EU tools and mechanisms that could be expanded and/or piloted in partner countries to better assess the skills and qualifications of migrants. These include:

- a) The EU Skills Profile Tool for Third Country Nationals.
- b) Europass with the Europass profile, the digital credentials and the European Learning Model, allowing for data linkages between systems.

- c) ESCO as the European language for skills and occupations providing over 15,000 standardised terms in 29 languages including Arabic, French and English, with applications for identification of skill needs (big data), self-assessment of the skills for individual migrants, and comparative tools for qualifications.

The programme will explore the possibility to expand and pilot some of these EU tools with our partner countries.

2.2. Problem Analysis

Legal migration is highly relevant for many North African countries with 10-15% of the population (like in Tunisia) living abroad, with relevant percentage in EU Member States. In North Africa, unemployment, underemployment, low wages, poverty, and deficits in decent work have triggered social unrest and political transformation processes. They also represent important factors determining migration dynamics that affect especially the youth.

Obstacles to stability across the region are varied, from economic malaise to extremism, but one key element is the region's increasingly youthful population coupled with a lack of decent employment opportunities, even shrunk due to losses in sectors like tourism. Mobility and circular migration can play a key role for reducing pressure on domestic labour markets. They can also contribute to the countries' development through remittances and the transfer of knowledge and skills through the diaspora. Transfers from the Tunisian diaspora reached a record level in January 2022, representing almost 7% of GDP and having almost doubled in four years. However; in an unprecedented turn of events in a time of globalisation, the COVID-19 pandemic has significantly impacted 2.2 billion workers and economies worldwide, according to the ILO, with the equivalent of 305 million jobs lost and 436 million enterprises facing high risks of serious disruption.

Following set-backs caused by COVID-19, the European labour market is overall returning to pre-pandemic levels¹⁶: the EU labour market continues its recovery and requires new workers, in particular in sectors with structural shortages, such as in the tourism, hospitality, IT and logistics sectors. However, labour shortages in certain sectors are larger than prior to COVID-19¹⁷ with a sharp increase of unfilled job vacancies even though employment has yet to fully recover.

Aware of future needs, legal migration also has to accompany the EU's transition towards a green and digital economy, which requires specific skills and a restructuring of our economies and labour markets. To support the twin transitions, the EU's labour migration should be forward-looking. Sectors such as construction, energy, manufacturing and transport are likely to be impacted by the transition to a climate-neutral economy, requiring additional labour and new skills.

At the same time, the EU has an ageing and shrinking working population. By 2070, the size of the working-age population will decline from about 65% in 2019 to between 56% and 54% of the total EU population in the EU27¹⁸. To remain globally competitive, the EU needs to become more attractive for different types and levels of skilled-workers from around the world.

Today, North African countries also face labour and skills shortages in specific sectors, while battling with unemployment and a growing youth bulge. At the same time, there is the need to address the pressure on the EU labour market provoked by a shrinking work population and skills shortages. These challenges need to be addressed taking into account medium and long-term needs related to human capital development, identifying skills needed today and those that will progressively become more relevant in the future. The gap between

¹⁶ [European Labour Market Barometer March 2022 > pesnetwork.eu](#)

¹⁷ International Monetary Fund, Labor market tightness in advanced economies, March 2022

¹⁸ Population on 1st January by age, sex and type of projection (proj_19np)' (Statistics | Eurostat (europa.eu)).

acquired skills and those in demand by employers is still one of the key barriers to both internal and international labour matching.

Labour Migration can offer opportunities for skills development when circular migration and innovative career paths linking the national and international dimension are promoted and skills and qualifications are recognised. There is ample evidence that the recognition of qualifications is an important factor to support better use of migrant skills, access to better jobs and higher earnings and higher remittances. Germany e.g. has developed a Law on Recognition in 2012 to support this and the evaluations clearer show the beneficial effects of recognition on migrants. Returning migrants with new skills and qualifications often have difficulty to re-establish themselves in their home country. Modern qualification systems that are under development in most countries can facilitate this, as well as recognition procedures and validation of non/ formal and informal learning. Qualification systems worldwide are changing rapidly from paper based to digital systems, allowing systems to connect and to build direct links between qualifications, job and learning opportunities as well as systems for career guidance and counselling. Although these systems go beyond migrants as potential clients they are of great importance to improve mobility of skilled and qualified labour.

Labour migration not only has economic benefits, it also improves overall migration management as it helps strengthen our cooperation with partner countries on all aspects of migration under the comprehensive approach of the New Pact on Migration and Asylum. Ongoing pilot projects on labour mobility have shown that by providing targeted support, the EU can help Member States implement schemes that meet the needs of employers both in EU Member States and partner countries, while reinforcing the labour migration governance and the human capital development system in partner countries.

For these reasons under the Communication on a ‘Skills and Talent Package’, the Commission proposed to set up Talent Partnerships which aim to strengthen cooperation between the EU, Member States and partner countries and to boost international labour mobility and development of talent in a mutually beneficial and circular way. Talent Partnerships should combine direct support for mobility schemes for work or training with capacity building and investment in human capital, including skills development, vocational education and training and operationalisation of work-based exchange schemes. In doing so, they aim to ensure an equal win for partner countries, Member States, business communities on both sides and individuals benefitting from the partnerships. In line with the EU bilateral cooperation with partner countries, they should benefit the economic development of communities of origin, advance key partner countries’ broader development goals and strengthen opportunities for their citizens. At the same time, they should help address shortages in certain sectors of Member States’ labour markets and help the business community on both sides to build the skills in demand. They should transform the risk of brain drain from partner countries into brain gain for all partners, benefiting those involved as they access renewed training opportunities, professional experiences and additional study or vocational education and training developed either in the EU or in their countries of origin.

The Action will support the setting up Talent Partnership with priority countries in North of Africa and will be implemented in partnership with the key governmental ministries and agencies as well as TVET institutions, the civil society and the private sector, which have a mandate related to labour migration and preparing young nationals for work abroad. These include the following:

- **In Egypt:** Ministry of Foreign Affairs is the governmental focal point for the implementation of THAMM I and II, in close coordination with the main implementing partner, including the Ministry of State for Emigration and Egyptian Expatriate Affairs (MoSEEEA), and other partners including the Ministry of Manpower (MoM), Ministry of Education, Ministry of Trade and Industry and CAPMAS.
- **In Morocco:** Ministry of Labour and Professional Integration, ANAPEC, Delegated Ministry of Moroccans Residing Abroad and Migration Affairs, OFPPT as well as the Moroccan-German Centre on Jobs, Migration and Reintegration.

- **In Tunisia:** National Agency for Employment and Independent Work (ANETI) under the Ministry of Employment and Vocational Training and the National Observatory for Migration, Tunisian Secretariat of State for Immigration and Social Integration within the Ministry of Social Affairs.
- **In EU Member States,** Ministries of Employment, cooperation agencies, National and private employment agencies, EURES - European cooperation network of employment services as well as chambers and business / employers' associations.

By improving the labour governance and human capital development systems and schemes in North Africa as well as fostering opportunities for workers willing to seek for job opportunities abroad, the Action will benefit citizens in working age from North Africa, workers in North Africa willing to seek opportunities abroad as well as migrants working in North Africa

Final beneficiaries of the Action will be citizens of North African countries in working age and workers prone to seek job opportunities abroad as well as personnel of institutions dealing with labour migration in North African countries.

2.3. Lessons Learned

Adopting a holistic approach to labour migration governance, human capital development and labour mobility in North Africa is essential to maximising the benefits of labour migration and mobility for countries of origin and destination, as well as migrant workers and their families. The Action will build on the ongoing EUTF programmes “Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa” (THAMM) phases I, II and III.

THAMM I is a 36-month programme, which started in 2019 and was initially implemented by the International Labour Organisation (ILO), the International Organisation for Migration (IOM) and the “Deutsche Gesellschaft für Internationale Zusammenarbeit” (GIZ) for a total of EUR 25 million funded by the EUTF, out of which EUR 5 million funded by the German Federal Ministry for Economic Cooperation and Development (BMZ). The programme covering Egypt, Morocco and Tunisia aims at improving the governance for labour migration and the protection of migrant workers in North Africa by supporting the development and implementation of coherent and comprehensive policy frameworks guided by relevant human rights and labour standards and based on reliable data and evidence. These are essential for fair and effective labour migration governance and decent work. In addition, it contributes to preparing, putting in place or improving regular migration and mobility schemes in cooperation with selected North African countries and EU Member States. In 2020, the Belgian agency of Development (ENABEL) joint the programme under a EUR 5 million component funded by the EUTF aiming at setting up a mobility scheme between Belgium and Morocco and Tunisia. Additionally, in 2021 an envelope of EUR 6 million for an additional programme of 48-months (THAMM II) implemented by the “Office Français de l’immigration et de l’intégration” (OFII) in order to support the setting up mobility schemes between France and Tunisia was signed and EUR 5 million have been approved for an additional contract. THAMM III, approved at the end of 2021, is focusing on mobility schemes and will start in January 2023.

These Actions follow a holistic development-oriented approach, considering mobility and international placement of workers as part of a comprehensive labour policy of the partner countries. In line with the do-no harm principle, this means that the mobility of migrant workers will only be supported in sectors in which countries of origin do not suffer from shortages in order to avoid brain-drain and with the aim of development-oriented capacity development for institutions in the partner countries to ensure the sustainability of the programme.

Under the THAMM I and II we are testing three different mobility schemes models so far:

1. A dual-track vocational training for young people and employment for skilled workers implemented by GIZ in Morocco, Tunisia and Egypt.
2. A Global Skills Partnership (GSP) with Morocco and Tunisia implemented by ENABEL; this model aims to fill labour market shortages in countries of destination while developing human capital in the countries of origin.
3. A circular mobility scheme co-drafted with the Tunisian employment agency with high importance given to return and reintegration issues that will be implemented by OFII.

THAMM has successfully set up cooperation structures in Egypt, Morocco and Tunisia with all relevant national partners. Achievements on the labour governance stream in general consisted in mainstreaming labour migration in national policies, the development of national stand-alone labour migration and mobility policies, consistent with and aligned on national employment strategies, and developed through consultations with social partners.

- In Egypt important groundwork was laid like a diagnostic study on fair recruitment; a comparative study on labour market needs and qualifications and main countries of destination or a diagnostic study on labour migration data collection mechanisms for further implementation. First groups of skilled workers (electronics sector) and apprentices (bakery, hotel sector, industrial mechanics) were selected, prepared and partly recruited.
- In Morocco a Strategy for international labour mobility was launched and a survey on impact of COVID on MRE, study on estimates of MRE per index of vulnerability in countries of destination and study on MRE's access to pension was completed. Important work on skills recognition was launched and work on establishing an integrated labour migration information system started.
- In Tunisia the programme supported the completion of the SNEI and mainstreaming of labour migration in SNEI (now pending formal validation by Government). Several tools and resources were developed and disseminated, including: two guides designed to help employers to more effectively respond to the impact of COVID-19 as well as enhance migrant workers protection. Strategy and training material for international employment advisers from ANETI for the promotion of fair recruitment principles and post-placement follow-up was developed and finalised. Labour inspectors were trained to the control of private international placement agencies under the draft legislation. The good cooperation with the national partners has been further enhanced: 417 candidates completed or enrolled for pre-departure preparation (out of which 106 women) and 169 placed with employers in Germany (out of which 60 women) in different sectors (hotel and gastronomy; electronics; plumbing). Interactive learning sessions on topics related to working and living in Germany were conducted by the Tunisian employment agency (ANETI), GIZ and several German partners.

After nearly three years of implementation it can be concluded that it is not sufficient to aim at replicating and upscaling mobility schemes. Ongoing schemes show that challenges consist in the choices of sectors and its impact on skills availability in country of origin, cost-effectiveness and involvement of private sector/employers from the beginning and throughout all activities including design, implementation and monitoring and evaluation. Private sector representations should be selected on the basis of the economic sectors that are more affected by labour migration both in the Partner Countries and in the Member States. Mobility schemes involving multiple actors are also complex to implement and heavy on coordination. They have to react to needs of national partner institutions that struggle to adopt a whole-of-government approach and work across sectors.

Although some work has been done in Morocco to promote digital credentials, a stronger link with the development of qualification systems and in particular the digital connections between systems and linking qualifications, jobs, learning opportunities, providers and guidance and counselling systems is needed. There is a need to support structural developments that can facilitate circular migration, including better recognition of qualifications for migrants going to the EU, better recognition of qualifications for migrants returning from their home country from the EU, more flexible provision and better access to validation of non-formal and informal learning and better information exchange and linkages between qualification systems in the EU and the countries in North Africa. This requires strong investments in capacity building, institutions and stakeholders and in a digital infrastructure using tested open source solutions. Links between the institutions that deal with the integration of migrants including employment services, recognition services, certification bodies and providers and career services need strengthening and better online connections. Qualifications and credentials from the countries in North Africa need to be structured so that they are legible, and available online in different languages.

Considering the achievements mentioned above, two key lessons have to be drawn: Policy developments requires time. THAMM worked on policy and regulatory frameworks; skills anticipation, recognition and identification for mobility purposes; labour migration data and information systems by supporting operational capacity of intermediate governmental and non-governmental staff in key institutions (Public employment Services, National statistics offices, Qualifications authorities, Recognition bodies, Training providers, Career services, private Employment Agencies) and social partners and training and sensitizing end beneficiaries (migrant workers and potential migrant workers such as work seekers interested in a work experience abroad). Initial steps of policy developments were made laid but completion is not yet fully achieved, In addition, building the necessary political consensus between governments and private sector to invest in specific skills and sectors for fast growing economies takes time.

It is also essential to take into account the potential adverse effects of migration in the long term. Such effects include brain drain phenomena that could cause severe deficits in labour market sectors and within services that are key to the socioeconomic development of source countries. In order to maximize the potential win-win of labour and skills mobility for all parties involved, skills development opportunities - both for migrant workers and the local communities from where they are sourced - should be at the heart of the response. Focusing on skills development prepares the workers for access to foreign labour markets while at the same time those trained workers opting to stay will contribute their skills to developing the sector at home. It also allows migrants to apply skills, techniques, and technologies that they have gained abroad when they return to their communities of origin, which increases the migrants' employability upon return.

Opportunities for co-certification by European and Partner countries universities and training agencies should be explored to ensure quality standards both for (potential) migrants and graduates that will remain in the countries of origin.

Platform economy formulas among enterprises from Member States and Partner Countries constitute an innovative way to address the needs of the various parties, provided decent work conditions are guaranteed, and foster international career paths and profiles.

Matching both countries occupational demand and supply is a process requiring intensive labour market analysis on both sides. This process is only successful if conducted in close collaboration with public and private employment agencies and private sector in the country of origin as well as in the MS.

A thorough communication strategy and operationalised communication plan with sufficient resources could help take due consideration of the sensitivity of the topic of labour migration vis-à-vis public opinion. It could also help to deconstruct stereotypes both in the country of origin (e.g. brain drain concern) and in the host country (like issue of skilled migration to meet recruitment pressures).

From an operational point of view mobility schemes are more promising with additional support or accompanying measures e.g. mentoring and internships in the destination countries, mobilisation of diaspora to help train or prepare talents for employment, better access to career and recognition services, or financial support for companies in the initial recruitment phase. It is also recommended to involve companies from an early stage and throughout the whole project implementation (to identify employers' needs, to involve them as trainers in specific modules, to continuously update requirements which are rapidly changing in ICT sector especially). This could help avoid the risk of a mismatch between the proposed offer and the evolving needs of the companies. Mobilization of participating companies in both origin and destination countries should be ensured before starting the recruitment and training phases of the project. In addition to information from sector associations and official communication/reports on labour shortages, direct communication with companies should help make a realistic assessment of their level of commitment.

There is also important potential to involve universities and public actors competent in the area of (vocational) education in similar projects in the future to ensure sustainability and strategic development of skills and improve the framework for international recognition of skills and qualifications.

Lessons from the previous intervention on the project structure and governance model are the following:

- Build-in internal coordination from the inception of the programme, in order to facilitate and smoothen cooperation between implementing agencies (designated budget, person in charge, and clear terms of reference).
- Develop special content and management monitoring mechanisms as well as joint communication and visibility tools.
- Key role of data for successful implementation of the programme. Need to have an overview of the data and knowledge landscape at the very beginning of the project, and to design a knowledge management mechanism which would guide monitoring activities and cross-project and cross-country learning. Coordination with the EU Joint Research Center (JRC) on data issues will be ensured.
- Need to take into account in the design of the programme the diversity of partners with different mandates, structures and operating manners of implementing partners of different natures, such as bilateral development agencies and international organisations, and to set up the appropriate coordination tools and mechanisms.
- Need to provide common cross-country (horizontal) approaches and actions combined with specific (vertical) country initiatives and actions.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to increase employability and labour mobility for potential migrant workers in partner countries and EU MS.

The Specific(s) Objective(s) (Outcomes) of this action are to:

1. Evidence-based policy tools and institutional frameworks favouring legal migration, human capital development, recognition and mobility are mainstreamed and operational in partner countries.
2. Cooperating stakeholders [national authorities, private sector, education and training institutes and awarding organisation and recognition and guidance centres] set up and implemented skills

partnerships & mobility schemes, [consistent with frameworks favouring legal migration and mobility] between the EU and North African countries.

3. Efficient, coherent and effective policy and programme approach to legal migration, human capital development and mobility issues across sectors supports partner countries' structures and national priorities.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 Contributing to Outcome 1 (or Specific Objective 1): Government and public authorities and agencies across North Africa acquire relevant competencies and capacities needed to mainstream labour migration, human capital development, recognition and mobility and measures to avoid brain drain across broader policies and in practice.
- 1.2 Contributing to Outcome 1 (or Specific Objective 1): Employment, education, training and recognition authorities in partner countries are accompanied by the IPs to assess and respond to key market needs using acquired analytical, diagnostic and design skills.
- 1.3 Contributing to Outcome 1 (or Specific Objective 1): Systems (including digital infrastructure) on matching jobseekers with opportunities in partner countries labour markets and in the EU are strengthened.
- 1.4 Contributing to Outcome 1 (or Specific Objective 1): Facilitative forums for National authorities to coordinate migration and mobility policies and activities and foster coherent approaches, in line with market needs and international standards, are made operational.
- 2.1 Contributing to Outcome 2 (or Specific Objective 2): Skills development activities are tailored to specific mobility schemes and vocational and language training planned, aligned with market gaps identified with relevant stakeholders
- 2.2 Contributing to Outcome 2 (or Specific Objective 2): New pilot mobility & upskilling schemes for potential migrants are designed consistent with frameworks favouring legal migration and mobility, and in line with Talent partnerships, and undertaken by IPs
- 3.1 Contributing to Outcome 3 (or Specific Objective 3): a system of IP coordination and harmonization of practices for better coordination of actions under the programme and across sectors is established, operational and responds to partners countries' needs. ETF will contribute the content management and coordination under this outcome.
- 3.2 Contributing to Outcome 3 (or Specific Objective 3): Operational lessons are documented and applied by IPs during implementation as well as disseminated with authorities and other partners. ETF will contribute to content and knowledge management under this outcome.

The objectives of the Action contribute to the general objectives of the Team Europe Initiative for a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries along the Atlantic route, and to the TEI on the Central Mediterranean route. Both propose to focus actions in areas aligned with the five pillars of interventions recognised by the Valetta Joint Action Plan, the Rabat and Niamey Processes, which are also in line with the New Pact on Migration and Asylum. This action will contribute in particular to the first component, namely: legal migration and mobility.

In line with the Talent Partnership comprehensive approach, the actions will support partner countries in building an enabling environment for the development and promotion of legal migration and mobility pathways, including within Africa and towards Europe, and facilitate the exchange of best practices across the region. Egypt is not yet covered by these TEI on the Central Mediterranean Route.

3.2. Indicative Activities

Activities related to Outputs 1.1-1.2-1.3-1.4 - The project will support the continuation of the THAMM programme. Indicative activities will include but are not limited to:

- Support the setting up of coherent frameworks, strategies and policies related to career guidance, employment, education/training, social protection, legal migration and labour mobility, diaspora mobilization.
- Provide targeted technical assistance and provide training to enhance the coherence between employment, education/training, social protection and (labour) migration policies.
- Organise roundtables, trainings with national authorities and private sector companies to promote fair recruitment.
- Review national legislation and/or regulations in terms of international obligations.
- Set up and support for the operationalization and implementation of fair, ethical recruitment programmes and model employment contracts, including the use of innovative tools for monitoring recruitment practices and complaint mechanisms.
- Conduct an in-depth need assessment analysis, in close cooperation with the private sector, of matching skills, skills-levels and labour markets needs of EU Member States and North African countries in order to identify job profiles in specific sectors of mutual interest, based on existing legal pathways for migration.
- Ensure cooperation and exchanges among public institutions and private sector in North African countries and EU Member States to build and link the necessary competencies for the preparation and implementation of the specific mobility schemes (incl. vocational training and legal migration management).
- Establish or strengthen support structures that are embedded in national structures (e.g. training and employment agencies, consulates, embassies) and cooperate closely with EU Member States institutions and private sector (private and public placement agencies; employers etc.).
- Support the setting up of national frameworks and tools to promote the recognition of skills, certifications and qualifications.
- Based on needs assessments of relevant stakeholders, tailor and implement a set of capacity development measures in order to provide these stakeholders with the required capacities to implement mobility schemes for women and men with EU Member States.
- Ensure matching and supporting the cooperation of suitable employers, chambers and associations in EU Member States with relevant partners (employment agencies, labour ministries, etc.) in North African countries.
- Set up vocational trainings curricula related to the implementation of mobility schemes of male and female migrants from North African countries.

- Set up a facilitative forum for National authorities to coordinate migration and mobility policies and activities and foster coherent approaches closely involving the private sector, national authorities of partner countries, MS and IPs.
- Establish strategic partnerships with the private sector and diaspora.

Activities related to Outputs 2.1 and 2.2 - The project will support the continuation of the THAMM programme and contribute to ensure the sustainability of the activities already in place. Indicative activities will include but are not limited to:

- Implement new mobility schemes in line with Talent Partnerships and expand the scope of ongoing mobility schemes under pilot projects to sustainable and scaled up mobility approaches.
- Implement the set of pre-mobility activities (selection of male and female candidates, technical training, language courses, soft skills and intercultural preparation taking into account male and female candidates, job application training etc.) for potential male and female migrants from selected North African countries.
- Implement mobility phase activities for integration in EU Member States, trainings will be targeted at male and female candidates.
- Organise placement of North African labour male and female migrants in the EU Member States labour market in close cooperation with employment agencies and employers' associations.
- Implement reintegration of returning labour migrants following mobility phase activities in partner countries.

Activities related to Outputs 3.1 and 3.2 - The project will support the continuation of the THAMM programme. Indicative activities will include but are not limited to:

- Development of a study on the state of data and knowledge management on the data and knowledge landscape, with authorities and partners.
- Establishment of an exchange and coordination mechanism at regional level as well as at national level and co-chaired by national authorities.
- Development of SOPs and harmonisation of practices.
- Development of a knowledge management strategy in line with partner countries needs.
- Documentation of operational lessons on themes specific to the implementation of the action in order to better adapt it to the evolutions of the context.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

Building on THAMM phase I, the Action will continue to integrate to the extent possible environmental and climate change considerations in the planning of the labour migration activities. They will notably take into account ongoing environmental changes and promote jobs in the green sector.

Outcomes of the Strategic Environmental Assessment (SEA) screening

The SEA screening concluded that no further action was required.

Outcomes of the Environmental Impact Assessment (EIA) screening

The EIA screening classified the action as Category C (no need for further assessment).

Outcome of the Climate Risk Assessment (CRA) screening

The CRA screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes, this action is labelled as G1. This implies that gender concerns will be mainstreamed in all activities under this action to the extent possible, taking into account the challenging and sensitive context in which the action will take place. The Action will ensure that assistance provided is tailored to the needs of women and girls, and thus also contributing to the EU Gender Action Plan (GAP) III¹⁹, and more specifically on the theme “Promoting economic and social rights and ensuring the empowerment of girls and women”. Gender considerations are integrated in planning, implementation and monitoring and evaluation of all activities; i.e. that all result indicators and technical reports will be gender-disaggregated. Gender considerations will be mainstreamed in all activities of the project.

Human Rights

The proposed action is fully aligned with existing EU human rights strategies and action plans. The programme will contribute to improving the governance of labour migration and the protection of migrant workers in the North of Africa by supporting the development and implementation of coherent and comprehensive policy frameworks guided by relevant human rights and labour standards and based on reliable data and evidence. These are essential for fair and effective labour migration governance and decent work. The Action will ensure full respect of the human rights of labour migrants. The action will apply the human rights approach and its 5 operational principles: All human rights, for all; Meaningful and inclusive participation, and access to decision-making; Non-discrimination and equality; Accountability and the rule of law for all; Transparency and access to information supported by disaggregated data.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. Nevertheless, should persons with disabilities be targeted, special attention will be given throughout the process taking into account the specific situation and the degree of vulnerability.

Conflict sensitivity, peace and resilience

The programme helps to release pressure and social tensions caused by high unemployment rates in the countries offering legal mobility opportunities. It helps to reduce pressure of irregular migration and with this leads to more stable situation in the countries.

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
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¹⁹ JOIN 2020 17 final - EU Gender Action Plan (GAP) III – An Ambitious Agenda for Gender Equality and Women’s Empowerment in EU External Action, https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf

External/ External Environment	Strong dependence on labour market dynamics in Europe for the placements; difficulties in matching labour market supply (in partner countries) with labour market demand in Europe, slow recruitment from employers' side	high	high	Close observation of the labour market developments by the Labour agencies of the EU Member States continuous observation of the labour market dynamics and flexible reaction to the needs in the European labour market. Definition of clear-cut milestones and priorities labour agencies on the employer's identification and placement process
	The COVID-19 crisis continues to impact negatively on the recruitment of personal by European companies, especially on recruitments of apprentices and skilled workers from abroad	high	high	Intensified communication on and promotion of the programme towards employers' associations, chambers of commerce and industries, chambers of crafts and potential employers. Intensify cooperation with professional associations interested in recruitments from abroad. Establishing cooperation with regional chambers of commerce and handicrafts chambers
	The knowledge is not effectively used to better govern labour migration and protect migrant workers	high	medium	Strengthen engagement with government and other relevant authorities through the programme steering structures
	Insufficient commitment and coordination of government actors.	medium	high	Continuous dialogue with the authorities to ensure that the commitment will be sustained
	The various ministries and national authorities involved are unable to reach consensus on which sectors to target for skills development and migration	medium	high	Joint identification and determination of potential sectors in workshops or written formats with the relevant national partners

	facilitation activities.			
Internal/ Planning processes and systems	Overlapping mandates in the field of labour migration within the partner countries leading to inter-ministerial tensions may hamper implementation of activities or jeopardize sustainability of the action.	Medium	medium	Involving multiple relevant ministries in the activities through the set-up of working groups; Offering capacity development measures to all relevant ministries

External Assumptions

- The political situation in NoA countries remains stable.
- The political dialogue between EU Member States and the partner countries supports the politically sensitive project in order to ensure the implementation.
- The migration policy dialogue between the partner countries and EU Member States continue to be constructive.
- The NoA partner countries and the institutions responsible for labour market, vocational training and migration remain interested in migration and mobility of their citizens for employment and training purposes.
- EU Member States remain interested in participating in promoting legal pathways and setting up Talent Partnerships.
- The private sectors remain interested skilling up and recruiting workers from abroad.

3.5. Intervention Logic

The underlying guiding principle for the intervention logic of this action is that there is a need to further support employability and labour mobility for potential migrant workers in partner countries and EU MS as they will be mutually beneficial for both societies and labour markets in Europe and in partner countries.

IF Government and public authorities and agencies across North Africa acquire relevant competencies and capacities needed to mainstream labour migration, human capital development, recognition and mobility across broader policies and in practice AND employment, education, training and recognition authorities in partner countries are accompanied by the IPs to assess and respond to key market needs using acquired analytical, diagnostic and design skills AND systems on matching jobseekers with opportunities in partner countries labour markets and in the EU are strengthened AND facilitative forums for National authorities to coordinate migration and mobility policies and activities and foster coherent approaches, in line with market needs and international standards, are made operational (Expected results/outputs 1), AND its related assumptions hold true, THEN evidence-based policy tools and institutional frameworks favouring legal migration, human capital development and mobility will more likely to be mainstreamed and operational in partner countries (Specific Objective 1/Outcome 1).

IF Skills development activities are tailored to specific mobility schemes and vocational and language training planned, aligned with gaps identified with relevant stakeholders AND new pilot mobility & upskilling schemes for potential migrants are designed consistent with frameworks favouring legal migration and mobility and undertaken by IPs (Expected results/outputs 2), AND its related assumptions hold true, THEN cooperating stakeholders [national authorities, private sector, education and training institutes and awarding organisation and recognition and guidance centres] will more likely set up and implemented skills partnerships & mobility schemes, [consistent with frameworks favouring legal migration and mobility] between the EU and North African countries (Specific Objective/Outcome 2).

IF a system of IP coordination and harmonization of practices for better coordination of actions under the programme and across sectors is established, operational and responds to partners countries' needs AND Operational lessons are documented and applied by IPs during implementation as well as disseminated with authorities and other partners (Expected results/outputs 3), AND its related assumptions hold true, THEN efficient, coherent and effective policy and programme approach to legal migration, human capital development, recognition and mobility issues across sectors supports partner countries' structures and national priorities. (Specific Objective/Outcome 3).

IF evidence-based policy tools and legal and institutional frameworks favouring legal migration, human capital development, recognition and mobility are mainstreamed and operational in partner countries; cooperating stakeholders [national authorities, private sector, education, training institutes and awarding organisation, recognition and guidance centres] set up and implemented skills partnerships & mobility schemes, [consistent with frameworks favouring legal migration and mobility] between the EU and North African countries ND efficient, coherent and effective policy and programme approach to legal migration, human capital development and mobility issues across sectors supports partner countries' structures and national priorities. (Specific Objectives/Outcomes 1-2-3), AND its related assumptions hold true, THEN this action would have likely contributed to further support employability and labour mobility for potential migrant workers in partner countries and EU MS (overall objective/impact).

3.6. Indicative Logical Framework Matrix

Results	Results chain: Main expected results [maximum 10]	Indicators [it least one indicator per expected result]	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Increased employability and labour mobility for potential migrant workers in partner countries and EU MS	<p>1 No. of EU and MS programmes promoting skills and mobility partnerships.</p> <p>2 No. of NoA institutions and private sector organisations promoting labour mobility between North Africa and EU</p>			TA programme monitoring and reporting system	<i>Not applicable</i>
Outcome 1	1. Evidence-based policy tools and institutional frameworks favouring legal migration, human capital development, recognition and mobility are mainstreamed and operational in partner countries	1.2 No. of policy tools and institutional frameworks favouring legal migration, human capital development, recognition and mobility (i) adopted (ii) implemented	1.2 : 0	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	The partner countries and especially the institutions responsible for employment, education policies, vocational training and migration remain actively committed in migration and mobility of their citizens for employment and training purposes.
Outcome 2	2. Cooperating stakeholders [national authorities, private sector, education, training institutes and awarding	2.1 Number of skills partnerships and mobility schemes between the EU and key partner countries a) set up and b) implemented	2.1 : 0 2.2 : 0	To be determined during	Project Monitoring and Reporting System of	Operational steps are taken between EU, MS and partner countries to

	organisation, recognition and guidance centres] set up and implemented skills partnerships & mobility schemes, [consistent with frameworks favouring legal migration and mobility] between the EU and North African countries			contracting stage	Implementation Partners	progress Talent Partnerships
Outcome 3	3. Efficient, coherent and effective policy and programme approach to legal migration, human capital development and mobility issues across sectors supports partner countries' structures and national priorities	<p>3.1 Number of state (Ministries, Agencies etc.) and non-state organizations exchanging information/(data) and participating in migration policy dialogue</p> <p>3.2 No of national stakeholders (not IPs) using common tools [Note: TA to propose common tools] for coordination, harmonization of practices and knowledge management</p>	<p>3.1 : baseline to be established at the beginning of the programme</p> <p>3.2 : 0</p>	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	For policy issues, operational structures and steps are put in place between EU, MS and partner countries to progress Talent Partnerships
Output 1 related to Outcome 1	1.1 Government and public authorities and agencies across North Africa acquire relevant competencies and capacities needed to mainstream labour migration, human capital development, recognition and mobility across broader policies and in practice	1.1.1 % of trained staff who report increased of knowledge and skills on legal migration and mobility management (per country/type of institution)	1.1.1 : 0	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	<p>Appropriate staff are designated for training in a timely manner</p> <p>Trained staff remain in function</p> <p>Pre and post learning test and follow-up with X number of trainees</p>

						six month after the activity (Kirkpatrick 2 + relevance rating)
Output 2 related to Outcomes 1	1.2 Employment, education and training and recognition authorities in partner countries are accompanied by the IPs to assess and respond to key market needs using acquired analytical, diagnostic and design skills	<p>1.2.1 No of employment, education and training authorities supported to apply assessment and design methods (disaggregated country, type of institution, method)</p> <p>1.2.2. No of private sector organisations involved in processes of assessment and design of responses to labour market gaps</p> <p>1.2.3 No of assessments undertaken with support of IP (disaggregated country, type of institution, type of assessment)</p>	<p>1.2.1 : 0</p> <p>1.2.2 : 0</p> <p>1.2.3 : 0</p>	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	The various ministries and national authorities involved and private sector reach consensus on which sectors to target for skills development and labour mobility activities.
Output 3 related to Outcome 1	1.3 Systems (including digital infrastructure) on matching jobseekers with opportunities in partner countries labour markets and in the EU are strengthened	1.3.1 Number of mechanisms a) put in place or b) improved by national institutions in the areas of labour market analysis, skills matching and labour migration management to meet demands of domestic and international labour markets	1.3.1 : 0	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	<p>The private sector is strongly involved since the identification process of labour shortages and needs.</p> <p>The requisite IT tools (Talent Pool) to facilitate the matching process will be available and operational.</p>
Output 4 related to Outcome 1	1.4 Facilitative forums for National authorities to coordinate migration and mobility policies and activities and foster coherent approaches,	1.4.1 No of facilitative forums for National authorities to coordinate migration and mobility policies and foster coherent approaches operational	0	target 3, by end of intervention year 2025	Project Monitoring and Reporting System of Implementation Partners	Stakeholders are willing to actively participate in the facilitative forums

	in line with market needs and international standards, are made operational					
Output 1 related to Outcome 2	2.1 Skills development activities are tailored to specific mobility schemes and vocational and language training planned, aligned with markets gaps identified with relevant stakeholders	2.1.1 No of tailored skills development programmes implemented by IPs 2.1.2 No of persons certified as a) competent in required skills (relevant to gaps identified with relevant stakeholders), b) in line with EU recognition tools.		To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	EU Member States and private sectors remain committed to operationalising Talent Partnerships
Output 2 related to Outcome 2	2.2 New pilot mobility & upskilling schemes for potential migrants are designed consistent with frameworks favouring legal migration and mobility, and in line with talent partnerships, are undertaken by IPs	2.2.1 No of persons benefiting from new mobility and upskilling schemes , disaggregated by gender.	0 0	To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	No further negative development of COVID-19 crisis, borders among countries remain open and the EU Member States and private sectors remain interested in investing in skills development and recruiting workers from abroad. The private sector is remains strongly involved in the identification and placement processes
Output 1 related to Outcome 3	3.1 A system of IP coordination and harmonization of practices for better coordination of actions under the programme and across sectors is established, operational and	3.1.1 A system of coordination and harmonization of practices for better management of the programme is established and operational among IPs		1	Project Monitoring and Reporting System of Implementation Partners	IPs are willing to be coordinated

	responds to partner countries' needs.					
Output 2 related to Outcome 3	3.2 Operational lessons are documented and applied by IPs during implementation as well as disseminated with authorities and other partners	3.2.1 No of operational lessons a)documented, b)applied and c) disseminated by the IPs in a logic of better management of the program		To be determined during contracting stage	Project Monitoring and Reporting System of Implementation Partners	IPs are willing to identify, and document /report best practices/lessons learned

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner countries.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3.1 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation modalities

4.3.1. Direct Management (Procurement)

The procurement will contribute to achieving specific objectives 1 (Evidence-based policy tools and legal and institutional frameworks favouring legal migration, human capital development and mobility are mainstreamed and operational in partner countries) and 3 (Efficient, coherent and effective policy and programme approach to legal migration, human capital development and mobility issues across sectors supports partner countries' structures and national priorities) and in particular outcome 1.4 (Facilitative forums for National authorities to coordinate migration and mobility policies and activities and foster coherent approaches, in line with market needs and international standards, are made operational) and outcome 3.1 and 3.2 (3.1. A system of IP coordination and harmonization of practices for better coordination of actions under the programme and across sectors is established, operational and responds to partners countries' needs; 3.2 Operational lessons are documented and applied by IPs during implementation as well as disseminated with authorities and other partners).

4.3.2. Indirect Management with a pillar-assessed entity²⁰

A part of this action may be implemented in indirect management with one or more entities, which will be selected by the Commission's services using the following criteria:

- proven established experience and operational capacity in the management and implementation of legal migration and mobility, education, human capital development actions in the country targeted and track record in setting up partnerships with the private sector in the related fields;
- technical competence in the sector and leverage for policy dialogue, including technical expertise in legal migration and mobility, education, human capital development sectors;
- administrative capability and the experience to implement this type of intervention due to its mandate and expertise;
- extensive network of national and international partners, which can be drawn on;

²⁰ The signature of a contribution agreement with the chosen entity is subject to the completion of the necessary pillar assessment.

- demonstrated capacity to coordinate with various stakeholders including national ministries, local authorities international organisations, INGOS and NGOs and among international and local actors at both EU and country level.

The implementation by this(these) entity(ies) entails full implementation of the action as indicated in point 3 (SO1, output 1.1; 1.2 and 1.3 and SO2, output 2.1 and 2.2) of the present document.

4.3.3. Changes from indirect to direct management (and vice versa) mode due to exceptional circumstances

If the implementation modality under indirect management, as described under 4.3.1, cannot be implemented due to circumstances outside of the Commission’s control, this action may be implemented in direct management (grants).

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

For this multi-country action, natural persons who are nationals of, and legal persons who are effectively established in the following countries and territories covered by this action, are also eligible: Algeria, Egypt, Libya, Morocco and Tunisia.

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, (amount in EUR)
Implementation modalities – cf. section 4.3		
Objective/Outputs 1 and 3: <ol style="list-style-type: none"> 1) Evidence-based policy tools and institutional frameworks favouring legal migration, human capital development, recognition and mobility are mainstreamed and operational in partner countries 2) Efficient, coherent and effective policy and programme approach to legal migration, human capital development and mobility issues across sectors supports partner countries’ structures and national priorities, composed of:	8 000 000	

Procurement (direct management) – cf. section 4.3.1	3 000 000	N.A.
Indirect management with pillar assessed entity- cf. section 4.3.2	5 000 000	
Objective/Outputs 2 : Cooperating stakeholders [national authorities, private sector, education and training institutes and awarding organisation and recognition and guidance centres] set up and implemented skills partnerships & mobility schemes, [consistent with frameworks favouring legal migration and mobility] between the EU and North African countries, composed of	10 000 000	
Indirect management with pillar assessed entity – cf. section 4.3.2	10 000 000	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	N.A.
Communication and visibility – cf. section 6	N.A.	N.A.
Totals	18 000 000	5 000 000

4.6. Organisational Set-up and Responsibilities

Steering Committees (SC) providing guidance and strategic orientation will be established in each target country and at regional level. The EU Delegation may establish – on the bases of their preference and the variety of national and international interlocutors – whether one or more SC are necessary based on the different components of the action. These will be co-chaired by representatives of the EU Delegations and implementing partner(s). Depending on the subjects to be discussed, meetings shall be open to the participation of national Institutions and other relevant stakeholders, including those in direct contact with the final beneficiaries (civil society organisation, state actors). In principle, all EU Member States shall be invited to participate to these meetings.

A Technical Committee composed of focal point(s) of the implementing partner(s) in each country will ensure timely monitoring of the action as well as smooth coordination and synergy between the different components of the action and other EU and Member States funded interventions.

The Steering Committee of this programme should encompass the SC and ongoing coordination mechanisms of the ongoing programme THAMM.ETF will be associated to all governance and coordination structures of the programme as an observer.

The action shall be included in new and existing national coordination mechanisms/working groups between Institutions and key stakeholders in each of the targeted countries, including those under the leadership of the EU Delegations, with the ultimate aim to foster synergies, including with other EU and MS funded interventions. These mechanisms shall not duplicate existing working groups, fora or platforms, but rather build on and complement existing national coordination tools implementing partner(s) will have established presence in the target countries.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the log-frame matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

As stated in the Better Regulation, to be comprehensive, the monitoring system put in place must also cover the objectives of the action. Implementing partners' monitoring system is therefore expected to measure, and report, on progress in relation to the planned outputs, outcomes and impact of the action by means of RACER (Relevant, Accepted, Credible, Easy, Robust) and SMART (Specific, Measurable, Achievable, Realistic, Time-related) indicators related to a baseline situation. A balanced indicator system should also include both quantitative and qualitative indicators as well as gendered indicators to be able to monitor gender equality. In addition, considering the multi-country nature of this action, indicator values will be measured, and reported, both on a country-by-country basis and in an aggregated manner.

Establishing corresponding baselines and targets for each indicator selected will be the responsibility of implementing partners' and this information will be provided at contracting level (at the latest at the end of the inception phase). If a baseline survey is deemed necessary, correlated periodic and/or final studies to collect results data during and/or at the end of implementation will need to be envisaged. Such surveys can be financed under the regular budget of the action and should be budgeted accordingly at contracting level (through specific budget lines identified for this purpose).

The Monitoring system put in place will collect and analyse data to inform on progress towards achievement of planned results to feed decision-making processes and to report on the use of resources. Considering the multi-country nature of this action, the separation of tasks and coordination on monitoring and reporting duties between the implementing partners involved in the action will have to be detailed and agreed upon by all parties involved at contracting stage. In addition, Result-based reporting will be used to foster the active and meaningful participation of all stakeholders involved in the action. In this sense, result-based reports will be presented and discussed during the action's steering committee or any other relevant coordination mechanisms established in the framework of this action.

5.2. Evaluation

Having regard to the importance of the action, a mid-term or a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

In case a mid-term evaluation is envisaged, it will be carried out for learning purposes, in particular with respect to the intention to launch a new phase of the action when relevant.

In case a final evaluation is envisaged it will be carried out for accountability and learning purposes, including for policy revision, taking into account in particular the fact that the field of migration management is sensitive, thus it requires close analysis of its effectiveness as well as the level participation of direct beneficiaries (right holders), as well as the accountability of the partner countries involved.

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner countries and other key stakeholders following the best practice of evaluation dissemination. The implementing partner(s) and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner countries jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in "[Communicating and raising EU visibility: Guidance for external actions – 2022](#)" (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and concerned EU Delegation fully informed of the planning and implementation of specific visibility and communication activities before work starts. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

For communicating on Team Europe Initiatives, the EU and its Member States can rely on the specific guidance on the Team Europe visual identity.