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Independent Final Evaluation of Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM)

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Abbreviations

AMEM	Appui à la migration équitable pour le Maghreb (Support for Fair Migration in the Maghreb)
ANAPEC	Agence Nationale de Promotion de l'Emploi et des Compétences (National Agency for the Promotion of Employment and Skills), Morocco
BLMA	Bilateral Labour Migration Agreement
CAPMAS	Central Agency for Public Mobilization and Statistics, Egypt
CDT	Confédération Démocratique du Travail (Democratic Confederation of Labour), Morocco
CGEM	Confédération Générale des Entreprises du Maroc (General Confederation of Moroccan Enterprises), Morocco
CPN	Comité de Pilotage National (National Steering Committee), Tunisia
DFP	Département De La Formation Professionnelle (Department of Vocational Training), Morocco
DGNEAR	Directorate-General for Neighbourhood and Enlargement Negotiations (European Union)
DGPBMOE	Direction Générale du Placement à l'Etranger et de la Main d'œuvre Etrangère (General Directorate for Foreign Placement and Foreign Labour), Morocco
DACP	Decent Work Country Programme
EBRD	European Bank for Reconstruction and Development
ESCA	United Nations Economic and Social Commission for Western Asia
ESCO	European Skills, Competencies and Occupations
EIF	European Training Foundation
ELD	European Union Delegation
FAIR	The Integrated Programme on Fair Recruitment
FBI	Federation of Egyptian Industries
GCM	Global Compact for Migration
GZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GTUBWW	General Trade Union of Builders and Woodworkers
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization
ILSC	International Labour Statisticians Conference
IOM	International Organization for Migration
IRAM	Enhancing the governance of labour migration and the protection of migrant workers' rights in Tunisia, Morocco, Egypt and Libya
JVAP	Joint Valletta Action Plan
MEFP	Ministry of Vocational Training and Employment, Tunisia
MEPEEC	Ministère de l'Inclusion Économique et de la Petite Entreprise, de l'Emploi et de la Formation Professionnelle (Ministry of Economic Inclusion and Small Business, Employment, and Vocational Training), Morocco
MSMEDA	Micro, Small, and Medium Enterprises Development Agency, Egypt

NPW	National Programming Workshop
OFII	Office Français de l'Immigration et de l'Intégration (French Office of Immigration and Integration)
OFFPT	Office de la Formation Professionnelle et de la Promotion du Travail (Office of Vocational Training and Labour Promotion), Morocco
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
ONM	Observatoire National des Migrations (National Observatory for Migration), Tunisia
PCC	Political Coordination Committee
PDO	Pre-Departure Orientation
PEA	Private Employment Agencies
PES	Public Employment Service
RSMS	Réseau de Syndicats des Migrations Subsahariennes (Sub-Saharan Mediterranean Migrations Union Network)
SDC	Swiss Agency for Development and Cooperation
SNE	National Strategy for International Employment and the Protection of Migrant Workers' Rights, Tunisia
SNMI	National Strategy for International Professional Mobility, Morocco
SOP	Standard Operating Procedure
TCC	Technical Coordination Committee
THAMM	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa
TOC	Theory of Change
UGTM	Union Générale des Travailleurs du Maroc (General Union of Moroccan Workers)
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNFPA	United Nations Population Fund
UMA	Union du Maghreb Arabe (Arab Maghreb Union)
UMT	Union Marocaine du Travail (Moroccan Labour Union)
YMED	Youth – Migration, Enterprise, Development

Executive Summary

Programme Background

The THAMM initiative, acronym for "Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa," was a collaborative international program spanning from November 2019 to October 2023 that focused on improving the governance of labour migration and protecting the rights of migrant workers in Egypt, Morocco, and Tunisia. Implemented by the International Organization for Migration (IOM), the International Labour Organization (ILO), and – at the beginning - the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), THAMM recognizes the complex landscape in North Africa, a key region for labour migration to Europe. The programme was financed by the EU.

Sensitive to the existing challenges within institutions and understanding the need for guidance, THAMM adopted a holistic approach, focusing on fostering leadership and collaboration between state actors, social partners, and non-state actors. It aimed to support a continuum of institutions, including data repositories, vocational training institutions, recruitment agencies, and workers' organizations, to create a unified framework for governance.

The Overall Objective of the programme was to foster mutually beneficial legal migration and mobility and was achieved through the following specific objectives:

- SO 1: Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North African countries;
- SO 2: Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;
- SO 3: Migration related knowledge and data management in the field of legal migration and mobility is improved;
- SO 4: Mobility-schemes are established and/or improved (Not implemented under the IOM/ILO Agreement);
- SO 5: Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.

The programme's intervention logic broke down the five specific objectives (among which four were the task of the IOM-ILO implementation) into eight immediate objectives. The immediate objectives, presented below, were used during the THAMM programme's internal monitoring as well as for the evaluation.

Table 1: Specific objectives and immediate outcomes of the programme

Specific Objectives	Immediate outcomes
<p>SO 1: Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North African countries;</p>	<ul style="list-style-type: none"> - Immediate Outcome 1: Government authorities have acquired the knowledge and tools to mainstream labour migration in employment and education/training and to strengthen policy coherence. - Immediate Outcome 2: Increased key stakeholder understanding of issues related to the fair and ethical recruitment. - Immediate Outcome 3: Increased capacity of relevant institutions to enhance national legislation and/or regulations as well as bilateral or regional agreements related to fair and ethical recruitment.

	<ul style="list-style-type: none"> - Immediate Outcome 4: Strengthened official systems for matching jobseekers with opportunities on the domestic labour market and abroad and preparing them before departure.
SO 2: Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;	<ul style="list-style-type: none"> - Immediate Outcome 5: National authorities of North Africa, dealing with education and training, plan and implement skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility generally.
SO 3: Migration related knowledge and data management in the field of legal migration and mobility is improved;	<ul style="list-style-type: none"> - Immediate Outcome 6: Relevant institutions in North Africa have acquired the capacity to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools. - Immediate Outcome 7: Relevant institutions in North Africa have acquired knowledge, skills and techniques to use demographic and labour market data to identify and respond to gaps in the national labour market as well as in potential partner countries whose labour market needs align with their own.
SO 5: Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.	<ul style="list-style-type: none"> - Immediate Outcome 8: National institutions in North African countries are capacitated to promote south-south cooperation in labour mobility to the benefit of countries of origin and destination as well as migrants.

Evaluation Purpose, Objectives, scope and clients

The independent final evaluation aimed to comprehensively assess the THAMM program's relevance, coherence, effectiveness, efficiency, sustainability, and impact. Covering the implementation in Morocco, Tunisia, and Egypt, along with regional interventions, the evaluation examined the ILO/IOM Action from November 2019 to October 2023. In addition to scrutinizing achievements and strategies, the evaluation team identified contributions to SDGs, UNDAF, DWCPs, ILO, and IOM objectives. Strategic recommendations for sustainability and future development are provided as well. The evaluation's target audiences included implementing agencies (ILO and IOM), stakeholders at national and regional levels, and the donor (DG NEAR). The findings are anticipated to offer insights into the programme's success in meeting objectives and delivering specified results, serving as a valuable resource for agencies involved in similar programs related to labour migration governance or skills mobility in the region.

Evaluation criteria and questions

The independent final evaluation looked at OECD/DAC evaluation criteria, containing of relevance, effectiveness, coherence, sustainability and impact of the THAMM programme. The list of evaluation questions is available in Annex 3.

The evaluation questions integrated gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process. Furthermore, it paid attention to issues related to social dialogue and tripartism, international labour standards and a fair transition on environment issues. Moreover, the impact of the COVID-19 in the completion of the project was considered. All these aspects were reflected in the evaluation questions to be finalized at the Inception report.

Evaluation Methodology

The evaluation framework for this study, developed during the inception phase, aimed to assess the THAMM program's implementation and impact. It sought to address cross-cutting concerns of ILO and IOM, including human rights, migrant protection, and gender equality, as well as specific ILO strategic objectives related to tripartism and social dialogue. Utilizing the Theory of Change and Intervention Logic as primary tools, the evaluation focused on understanding program design, implementation, and adaptations to partners' needs.

The evaluation matrix constructed based on OECD/DAC criteria and THAMM team input guided evaluation questions. Data collection involved two phases of desk research, interviews with stakeholders at national and regional levels, and a survey among THAMM-trained staff. A triangulation approach combining qualitative and quantitative methods was employed for analysis. Methodological limitations, including a limited number of survey responses and complexities in the original monitoring indicator system, were addressed through follow-up interviews and a validation workshop. The evaluation, while acknowledging these challenges, aimed to enhance reliability and reduce bias in its findings.

Main Findings

Relevance

The design of the THAMM programme exhibited a high level of relevance in addressing the specific needs of stakeholders in Egypt, Morocco, and Tunisia. By conducting National Programming Workshops (NPWs) that included governmental stakeholders and social partners, the programme actively sought input and perspectives, allowing for open discussions about the needs and priorities of national governments. The incorporation of these NPWs into the design process created a foundation for effective communication and collaboration between the program and key stakeholders.

In response to the distinct challenges faced by each country, the program demonstrated adaptability by tailoring its activities to align with the contextual needs expressed by governments. For instance, in Egypt, the program responded to the government's needs by supporting existing national frameworks on migration and mobility, establishing a pre-departure orientation unit, and contributing to the certification of partners in migration governance. In Morocco and Tunisia, proactive assessments of stakeholders' needs preceded the program's initiation, ensuring a targeted and relevant approach. The engagement with stakeholders, particularly through coordination committees and steering committees, reflected a commitment to adapt to contextual needs and fostered a sense of ownership among the stakeholders.

Moreover, the programme's emphasis on gender sensitivity, non-discrimination, and youth migration demonstrated a comprehensive understanding of cross-cutting issues. The design incorporated these considerations, promoting equal access to services without discrimination and addressing the challenges faced by women and youth in the labour market.

Coherence

The THAMM programme demonstrated a high degree of coherence in aligning with the mandates and overall objectives of both the International Labour Organization (ILO) and the International Organization for Migration (IOM). By emphasizing fair and ethical recruitment and labour migration governance, THAMM closely mirrored the ILO's commitment to improving employment and labour policies in alignment with International Labour Standards. Simultaneously, it

contributed to the IOM's goal of promoting international cooperation on migration challenges, showcasing a strategic alignment with the broader mandates of both organizations.

In addition to aligning with IOM and ILO mandates, THAMM strategically complemented and collaborated with existing projects in the region, ensuring synergy and avoiding duplication of efforts. The program engaged with ongoing IOM and ILO initiatives related to labour migration in Morocco, Tunisia, and Egypt, fostering partnerships with projects like YMED, FAIR, AMEM, and others. This intentional coordination exemplifies the programme's commitment to complementing and reinforcing existing efforts in the region, contributing to a more cohesive and collaborative approach to labour migration governance.

Furthermore, THAMM actively sought synergies beyond IOM and ILO, engaging with the German Development Cooperation (GIZ), the Belgian Development Agency (ENABEL), the United Nations High Commissioner for Refugees (UNHCR), and others. By actively participating in inter-agency groups and collaborating with diverse organizations, the programme demonstrated a commitment to coherence with non-IOM/ILO initiatives, fostering a broader and more interconnected approach to address labour migration challenges in the region.

Effectiveness

The evaluation found that the program was effective. Despite challenges such as the COVID-19 pandemic and institutional changes in partner governments, most of the planned outputs were achieved after the program was granted a one-year no-cost extension. The four specific objectives of the program were broken down into eight immediate outcomes (IOs), and of the eight IOs, the program demonstrated significant progress on four and impressive progress on two - progress on two outcomes was more moderate.

Significant progress was made in mainstreaming labour migration in policymaking and improving policy coherence (IO1), as evidenced by strategic policy developments in Tunisia and Morocco. In Egypt, the focus was on improving regulations and services for labour migrants. The programme also made significant contributions to fair and ethical recruitment (IO2 and IO3), benefiting key stakeholders including trade unions, employers' organizations and private recruitment agencies. Post-training evaluations demonstrated increased knowledge and fostered government and social partner engagement, exemplified by a bilateral charter in Morocco. Strong support was provided to official systems for migrant worker services (IO4), including capacity building for public employment services and the provision of pre-departure orientation (PDO) manuals. Despite limited survey responses, trained representatives expressed confidence in applying the skills acquired, commitment to using them, and satisfaction with the training, while acknowledging some identified barriers.

Impressive progress was made in countries' capacity to analyse and collect data in line with ILO standards (IO6). Two major successes, beyond the increased cooperation between institutions and the new knowledge and tools incorporated, were the integration of migration modules into household surveys in Tunisia and Morocco. Egypt has also expressed the need for a similar activity in the future. Progress was made in identifying occupational sectors for outgoing labour migrants, and therefore progress was also made on IO7, with all countries successfully identifying relevant sectors.

Progress on improving skills development and assessment in countries was less robust (IO5), with fewer milestones achieved despite successful activities. An inter-institutional national roadmap

was established in all countries to improve governance and coordination for anticipating the skills needs of migrant workers. Pre-employment training programs were implemented in Egypt, while capacity-building activities in Tunisia and Morocco focused on skills recognition, with Morocco making certificates readable by EU employers. Stakeholders from all countries participated in a joint regional course on skills anticipation for labour migration. Despite increased regional cooperation (IO8), stakeholders noted challenges in governments having adequate resources for South-South cooperation, although two successful regional conferences helped to initiate cooperation.

The programme faced delays due to political and institutional factors, which required adaptability. Success depended on government commitment and staff expertise. There were differences between countries in terms of previous agency work and networks, with Egypt facing a shorter timeframe. The effectiveness of the programme depended heavily on the capacity of the partner organization, with a potential risk of overburdening staff. Some interviewees cited barriers to the use of acquired skills, and the multi-stakeholder nature of the programme was seen as complex, requiring considerable effort. The inter-regional policy context didn't initially favour results, but there has been improved attention, particularly from the EU through initiatives such as the Joint Communication on a Renewed Partnership with the Southern Neighbourhood.

Efficiency

The programme's budget, while ultimately sufficient, was a challenge as most of it was spent and additional leverage was achieved through cost-sharing and cooperation with other ILO and IOM programmes. Despite the expenditure, some staff felt that a larger budget could have improved implementation, particularly given the high cost of human resources, which accounted for over half of the budget. The lack of a separate budget line for inter-agency coordination led to some inefficiencies, although coordination mechanisms were considered crucial for implementation.

In terms of human resources, respondents noted a shortfall towards the end of the programme due to accelerated activities and increased interaction with governments. Limited staff turnover benefited implementation, although there were challenges with role transitions. Stakeholders highlighted the expertise and enthusiasm of THAMM staff, but some suggested increased spending on external experts. The program demonstrated cost-effectiveness through methods such as sharing resources with other IOM and ILO programs, leveraging additional funding from various sources, and working directly with decision-makers to validate results. However, reporting, including quarterly and monthly updates, placed a significant burden on staff, and inter-agency coordination also consumed resources, but was deemed necessary.

Impact

The THAMM programme has shown promising initial evidence of impact, particularly in reshaping national priorities and implementing policy strategies related to labour migration across Morocco, Tunisia, and Egypt. Policymakers have displayed a notable shift in attitude, recognizing the importance of integrating labour migration considerations into national employment strategies and vocational training programmes. The development of Tunisia's National Strategy for International Employment and the Protection of Migrant Workers' Rights (SNEI) and Morocco's National Strategy for International Professional Mobility (SNMPI), reflects a broader, more comprehensive approach to labour migration, aligning education and training with the specific needs of migrant workers.

A tangible impact of the programme is evident in the realm of skills development and qualification recognition for labour migrants. Stakeholders, particularly government representatives, express increased confidence in their organizations' capacity to engage with labour migration. The program has fostered improved collaboration with national statistical organizations, resulting in the inclusion of labour migration modules in national surveys. Morocco has emerged as a leader in this domain, adopting a national plan for an information system on labour migration and enhancing data sharing and knowledge dissemination.

Cooperation among key stakeholders, especially in the public sector, has significantly improved, driven by a focus on fair and ethical recruitment. Tripartism involving employers' organizations and trade unions has played an important role, leading to the signing of joint migration charter in Morocco. The establishment of multi-stakeholder cooperation structures, particularly in Tunisia, stands out as a noteworthy achievement. Unexpected positive impacts include increased cooperation, commitment, and awareness among stakeholders, fostering independent actions to improve fair recruitment practices and protect migrant workers' rights. Spillover effects between countries further underscore the programme's broader positive influence on strategic decisions related to labour migration. Challenges, such as coordination difficulties and resource constraints, are acknowledged, emphasizing the importance of the participatory approach, active government involvement, and inter-ministerial cooperation in ensuring impactful outcomes. The programme's alignment with international priorities, such as the EU's Year of Skills Mobility, the Sustainable Development Goals (SDGs) and the Global Compact for Safe, Orderly, and Regular Migration (GCM), reflects its broader significance in the global migration landscape.

Sustainability

The sustainability of the THAMM programme is contingent on the integration of its outcomes within the local institutional, socio-political, and cultural context of the three programme countries: Morocco, Tunisia, and Egypt. Interviews with stakeholders affirm the successful integration of the programme into the local landscape, with adjustments made to meet the specific demands and objectives of each country. Notably, government ownership and commitment to continuing program activities are evident across all three countries, signalling political motivation. However, challenges persist, such as disruption of the Technical Coordination Committee in Egypt and limited ownership by non-governmental stakeholders in Tunisia, necessitating ongoing support from the EU.

The sustainability of the program's procedures, tools, and processes in facilitating the integration of labour migrants depends on the commitment and utilization by national stakeholders. While there is significant evidence that stakeholders intend to continue using the introduced tools, the full exploitation of these resources requires additional time and support. Stakeholders emphasized the need for further assistance to enhance the employability of North African migrant workers. The programme's products, including policy strategies, charters, and digitalization of public administration services, are seen as valuable, yet their implementation timeline exceeds the programme duration, requiring sustained commitment from national stakeholders.

Key enablers for sustainability include the integration of program results into existing structures and institutions, alignment with national development plans, and the development of labour migration data systems within national statistical offices. Investments in human capital, networking channels, partnerships with international entities, and knowledge generation emerge as crucial enablers. Challenges to sustainability include limited resources, both financial and

human, political instability affecting international relations, and difficulties arising from coordination with multiple implementing partners. The EU's willingness to coordinate actions within and between programme countries presents an opportunity for future support and sustainability of the programme's outcomes.

Conclusions

The THAMM programme offered a timely solution to address institutional gaps in labour migration governance in North African countries. Tailoring actions to partner countries' needs, the programme engaged diverse stakeholders at political and technical levels. The regional approach, supported by a shared Theory of Change, proved suitable but faced challenges due to diplomatic tensions and concerns about differences in the Theory of Change.

Aligned with ILO and IOM mandates, THAMM complemented initiatives, achieving significant progress in capacity-building, policy development, and awareness. Governments expressed long-term commitment, resulting in positive impacts like the development of Tunisia's National Strategy for International Employment and the Protection of Migrant Workers' Rights (SNEI) and Morocco's National Strategy for International Professional Mobility (SNMPI). Challenges included late implementation of activities and moderate progress in skills development.

Efficiency, given modest resources, was impacted by programme complexity. Active government participation was a main enabler, leading to policy shifts and improved cooperation. THAMM made a significant impact on labour migration governance in Tunisia, Morocco, and Egypt, marked by the implementation of impactful policies, collaboration structures, and progress in fair recruitment. Despite challenges, it reshaped perceptions and priorities in line with international standards, such as SDGs and the Global Compact for Migration, but gender equality aspects require ongoing attention.

Promising progress toward sustainability was seen through policy strategies, stakeholder ownership, and government willingness to continue activities. However, follow-up support is crucial for solidifying improvements. Stakeholders intend to use introduced tools, but slow implementation poses a challenge. Enablers for sustainability include integration into existing governing structures, alignment with national development plans, and investment in stakeholder capacity. Challenges revolve around limited resources, capacity, and political instability in programme countries.

Lessons Learned

Multi-agency Coordination

The programme highlighted the embedded challenge of coordinating multiple implementing partners, emphasizing the crucial role of inter-agency cooperation in programme design. However, resource limitations for inter-agency cooperation led to resource-intensive efforts. Intra-agency coordination faced challenges due to insufficient budget and human resources, underlining the importance of dedicated resources in future initiatives. Despite these challenges, sustained collaboration among implementing partners resulted from the commitment of programme staff and increased ownership by governments, demonstrating the effectiveness of dedicated efforts and strong government engagement in overcoming coordination challenges.

Emerging Good Practices

Bringing Multiple Stakeholders Together

Effective cooperation in the field of labour migration was achieved through good practice involving the promotion of collaboration among relevant stakeholders. National Programming Workshops addressed challenges posed by fragmented government administration, leading to the establishment of Political and Technical Coordination Committees. These mechanisms, supported by the ILO and IOM, facilitated information exchange and improved labour migration policies, showcasing potential replication by international partners in alignment with the ILO's tripartism emphasis.

Close Coordination Among Implementing Actors

A successful good practice emphasized structured and consistent coordination among implementing actors, particularly in regions with multiple collaborators. The establishment of coordination mechanisms and frequent agency meetings prevented duplication and achieved synergies. Early agreement on responsibilities and the use of synergy matrices enhanced shared responsibility and programme impact. Notably, progress on fair and ethical recruitment in Tunisia saw increased impact through cooperation with other regional programmes, offering potential replication by international partners in regions where close coordination is vital for programme success.

Recommendations

1. Sustain and broaden stakeholder engagement in labour governance by involving diverse representatives from workers' organizations, employers' organizations, and recruitment agencies. Maintain a close partnership through implementation, design activities, and utilize digital platforms for regular updates. Plan follow-up activities to build on the program's achievements in labour migration governance, including data harmonization and collaboration on established platforms like the charter for migrant workers in Morocco.
2. Leverage the material produced by THAMM for further action, utilizing studies as action strategies for each country and monitoring the effectiveness of tools. Ensure that recommendations from studies are implemented, and tools are updated as needed. Strengthen regional collaboration to share successful practices, especially in areas like digitalization, where advancements in one country can benefit others.
3. Innovate coordination methods with governmental stakeholders, considering challenges related to multiple implementing partners. Optimize collaboration in THAMM Plus by organizing joint meetings and ensuring effective internal coordination within implementing organizations. Strengthen the role of European Union Delegations (EUDs) in supporting national and regional coordination. Explore alternative training methods to accommodate staff schedules and minimize the number of coordination meetings.
4. Increase resources for more efficient programme management, acknowledging the demanding nature of coordination, reporting, and monitoring. Address delays by boosting

staff levels and providing additional resources for effective programme management. Enhance monitoring and reporting processes, particularly in regional programmes, to establish harmonized monitoring and ensure successful outcomes.

Programme background

THAMM, which stands for “Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa”, is an international cooperation programme that aimed to improve labour migration and protection of migrant workers in North Africa. It was implemented in Egypt, Morocco and Tunisia between the period of November 2019 and October 2023. IOM and ILO executed four of its specific objectives (SO1, SO2, SO3 and SO5, detailed later) with funding from the EU through “Agreement T05 - EUTF-NOA-REG-06”, while GIZ implemented specific objective 4 (mobility scheme). In 2020 and 2021, ENABEL and OFII joined the programme as well: cooperation in the former case focused on supporting labour migration relations between Belgium and Tunisia and Morocco, and the latter concerns Tunisia and France.

North African countries are important migration hubs, particularly for labour migration, and serve as major corridors to Europe through the Western and Central Mediterranean route. In 2022, Egyptians accounted for one in five arrivals in Italy, while Tunisians were the second largest group. Around 7.6% of Tunisians and 8.8% of Moroccans live abroad. Despite the current and historical importance of the regions for labour migration to Europe, intra- and inter-regional labour migration governance was not as developed as the stakeholders’ needs would have dictated at the start of the THAMM programme. Institutions were rather fragmented and lacked leadership to address in a concerted manner several issues related to labour migration, including skills development and assessment, data management and social protection of emigrants. With the growing importance of the Talent Partnerships established with EU countries, the development of labour migration governance has become an even more prominent issue.

In this context, the THAMM programme was unique in its holistic approach to labour migration. IOM and ILO activities provided comprehensive technical assistance primarily to governments, social partners and non-state actors to ensure that a continuum of institutions, such as data institutions, vocational training institutions, recruitment agencies, and employers' and workers' organisations, could directly support improvements in the governance of labour migration. In this way, the programme supported developments towards a whole-of-government and whole-of-society approach. Activities to improve South-South coordination and inter-regional dialogue between North Africa and Europe complemented the objectives of improving national governance. The regional approach also helped to connect policymakers and non-state actors in the region who may face similar challenges in managing labour migration.

The Overall Objective of the programme is to foster mutually beneficial legal migration and mobility, and is achieved by the **specific objectives of the programme**, as well as immediate outcomes, which support objects, as shown in the following table:

Table 2: Specific objectives and immediate outcomes of THAMM

Specific Objectives	Immediate outcomes
SO 1: Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North African countries;	<ul style="list-style-type: none"> - Immediate Outcome 1: Government authorities have acquired the knowledge and tools to mainstream labour migration in employment and education/training and to strengthen policy coherence. - Immediate Outcome 2: Increased key stakeholder understanding of issues related to the fair and ethical recruitment.

	<ul style="list-style-type: none"> - Immediate Outcome 3: Increased capacity of relevant institutions to enhance national legislation and/or regulations as well as bilateral or regional agreements related to fair and ethical recruitment. - Immediate Outcome 4: Strengthened official systems for matching jobseekers with opportunities on the domestic labour market and abroad and preparing them before departure.
SO 2: Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;	<ul style="list-style-type: none"> - Immediate Outcome 5: National authorities of North Africa, dealing with education and training, plan and implement skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility generally.
SO 3: Migration related knowledge and data management in the field of legal migration and mobility is improved;	<ul style="list-style-type: none"> - Immediate Outcome 6: Relevant institutions in North Africa have acquired the capacity to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools. - Immediate Outcome 7: Relevant institutions in North Africa have acquired knowledge, skills and techniques to use demographic and labour market data to identify and respond to gaps in the national labour market as well as in potential partner countries whose labour market needs align with their own.
SO 5: Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.	<ul style="list-style-type: none"> - Immediate Outcome 8: National institutions in North African countries are capacitated to promote south-south cooperation in labour mobility to the benefit of countries of origin and destination as well as migrants.

The results and long-term impact of the programme should support the strategic objectives 2 and 3 of the EUTF, strengthening resilience and improving migration management in North African countries (as managed by DG NEAR). As the EUTF was established at the Valletta Summit on Migration, the programme should also be in line with the Joint Valletta Action Plan (JVAP), in particular area 2 "Legal Migration and Mobility" among partner countries. In addition, the programme was designed to support the long-term strategic objectives and cross-cutting issues of the two agencies, ILO and IOM, working together in the field of migration and mobility.

Evaluation Purpose, Scope and Clients

The purpose of the independent final evaluation is to provide an independent assessment of relevance, coherence, effectiveness, efficiency, sustainability, and impact of the programme. It also seeks to identify contributions to SDGs, UNDAF, DWCPs, ILO, and IOM objectives, analyse achievements and implementation strategies, review institutional capacity, and provide strategic recommendations for sustainability and future development. In addition, the evaluation team will

provide recommendations for the implementation of potential new or follow-up actions in the field.

The scope of the evaluation will cover the ILO/IOM Action of the THAMM programme in the three current THAMM implementing countries, Morocco, Tunisia and Egypt, as well as interventions at the regional level, and the two implementing agencies, IOM and ILO. It will look at work carried out over the full duration of the programme, from November 2019 to October 2023.

The evaluation should help to understand whether the project has achieved its objectives and delivered the specific results defined in the logical framework. The target audiences of this independent final evaluation are implementing agencies (ILO and IOM, as well as GIZ, ENABEL and OFII) at country and regional level; stakeholders at district level (governmental and non-governmental actors, social partners); donor (DG NEAR). The evaluation findings can be used by other agencies who will implement programmes in the region concerning labour migration governance or skills mobility.

Evaluation criteria and questions

The independent final evaluation looked at OECD/DAC evaluation criteria, containing of relevance, effectiveness, coherence, sustainability and impact of the THAMM programme. The evaluation questions used were the following (sub-questions are available in Annex 3):

- Did the programme continue to address the most important gaps in labour migration governance in the region?
- Did the programme continue to address the needs and priorities of its partners?
- Did the activities and objectives address cross-cutting needs?
- To what extent did the programme align with other work of IOM and ILO?
- To what extent did the project align with non-IOM/ILO initiatives in the region?
- To what extent did the programme achieve its outputs?
- To what extent did the programme achieve its immediate outcomes?
- What factors affected programme implementation?
- How well did the programme adapt to risks and challenges?
- To what extent are cross-cutting concerns effectively integrated into the programme?
- To what extent did the programme management structure work effectively?
- To what extent was there enough resource available to achieve outcomes?
- To what extent was the implementation cost-effective?
- How well did the monitoring support the implementation?
- What initial signs of impact have become visible?
- What are the enablers and barriers to impact?
- What are the initial signs of impact on international priorities?
- To what extent are key stakeholders capable of sustaining the results?
- What are the main enablers and barriers for sustainability?

The evaluation questions integrated gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process. Furthermore, it paid attention to issues related to social dialogue and tripartism, international labour standards and a fair transition on environment issues. Moreover, the impact of the COVID-19 in the completion of the project was

considered. All these aspects were reflected in the evaluation questions to be finalized at the Inception report.

Evaluation methodology

The evaluation framework for this study was developed during the inception phase with the goal to assess programme implementation and impact in specific national contexts and at the regional level. The evaluation aimed to integrate into its framework cross-cutting concerns of ILO and IOM, such as human rights and the protection of migrants and gender equality, as well as specific ILO strategic objectives of improving tripartism and social dialogue. The team used the Theory of Change and the Intervention Logic as the primary tool for understanding and evaluating programme design, implementation, and changes in the programme's approach. As the programme adapted to the needs of the governments, variations in timing or even specific activities were identified and addressed.

The evaluation matrix was constructed based on the core concepts of the official OECD/DAC criteria and input from the THAMM team. The matrix was finalised during the inception phase. The evaluation questions and sub-questions were constructed based on the matrix and guided the entire final report.

Three methods were used to collect data. Two phases of **desk research** were carried out, focusing initially on understanding the initiative and identifying gaps in the available information, followed by targeted research during the data collection phase. The evaluation team used all available reporting material including meeting minutes, annual and quarterly reports, budget documents and deliverables.

An **interview programme** was delivered with national- and regional-level stakeholders, conducted in two stages, including initial discussions during the inception stage and in-depth interviews for data collection. National experts, conducting interviews face-to-face and in the countries' spoken language, delivered interviews with national stakeholders. The team delivered 35 interviews. The interview programme was relatively delayed due to difficulties in reaching all stakeholders in the partner countries. The list of interviewees by name are represented in Annex 2, their distribution by country and organisation is represented below:

Table 3: Interview programme description

Country	Organisation type	Gender distribution
Egypt	6 interviews (with 10 people)	8 women, 2 men
Employers' organisation		1
Government	5 (with 9 people)	
Morocco	8	4 women, 4 men
Employers' organisation		1
Government		5
Trade union		2
Tunisia	8 interviews (with 10 people)	3 women, 7 men
Employers' organisation		1
Government	6 (with 8 people)	
Trade union		1
Regional	13	11 women, 2 men

Development partner	2	
Donor	2	
Staff	9	
Total	35 (with 41 people)	26 women, 15 men

A **survey** was also conducted for the beneficiaries trained by the THAMM programme. The dissemination of the survey was supported by the programme team in each country given the short timeframe available. Therefore, as the evaluation team was unfortunately not involved in the dissemination, the survey's response rate was not known. The survey was launched on 18 October 2023 and closed on 22 November 2023. In Egypt, the survey link was disseminated relatively late, on 19th November 2023, but a satisfactory number of responses were received. A total of 98 responses answering at least 11 of the 19 questions were received. Of these, 60 responded for Tunisia, 22 for Egypt and 16 for Morocco.

A triangulation approach was used to analyse data, integrating both qualitative (interview programme and text analysis) and quantitative methods (results framework indicators and survey) to increase the robustness of the findings. Triangulation involved cross-referencing data from different sources, including interviews, desk research and surveys, to validate and corroborate key findings and ensure a comprehensive and reliable evaluation outcome. A final validation workshop is foreseen to improve the reliability of findings and ensure that key stakeholders participate in the evaluation process.

Methodological **limitations** included the limited number of survey responses, which confines the generalisability of the findings. In addition, the complex nature of the original monitoring indicator system posed a challenge to the interpretation of data on progress towards outcomes and their comparability across countries. The relatively late completion of several activities during implementation also meant that the evaluation team did not have access to the most up to date LogFrame. Despite these limitations, efforts were made to reduce bias and increase the reliability of the evaluation findings, including follow-up interviews and the foreseen validation meeting.

Findings

Relevance

Did the programme continue to address the most important gaps in labour migration governance in the region? Did the intended outcomes and objectives continue to address the most important gaps in labour migration governance in the region?

The **programme's actions were relevant** in addressing key gaps in labour migration governance. Some gaps were common for all three countries while others were country specific.

Previous mobility partnerships and other short-scale projects between Africa and Europe predominantly emphasize labour mobility over skills development. This imbalance is partially attributed to the absence of structural cooperation between home and host country governments and insufficient commitment beyond mobility programs. At the end of 2022, the first partnerships to attract talent to the EU were launched with Egypt, Morocco and Tunisia. These partnerships particularly aim to emphasise skills development by providing young migrants with vocational education and training and enabling them to acquire the necessary skills. Youth unemployment is one of the sources of illegal migration to Europe, thus focusing on skills development aims to

tackle it, while THAMM is the pivotal project that focused on migrant skills in these countries before the launch of talent partnerships.¹

Egypt was facing a challenge due to the absence of a comprehensive labour migration policy. This absence not only left migrant workers vulnerable but also hindered effective coordination among various stakeholders involved in the migration process. Also, additional work was needed for skill recognition and coordination systems to ensure smoother labour migration processes.² The programme addressed these needs through its objectives of supporting existing national frameworks in the field of migration and mobility, improving cooperation between relevant stakeholders and skills recognition mechanisms.

In Tunisia, the labour migration policy was missing, as well as the comprehensive qualification and skills recognition system since procedures were performed predominantly manually. Also, there was a lack of systemised migration data. These gaps were addressed by the programme's objectives, which focused on the development of policy frameworks on migration and legal mobility, improvement of skills recognition and data collection and management mechanisms. Programme actions were also based on the results of the diagnostic study on fair recruitment, conducted by ILO. The study results played an important role in identifying priority actions necessary to enhance the policy framework and practical conditions of recruitment for foreign migrant workers in Tunisia and Tunisians abroad.³

In Morocco, the labour migration policy was also missing. Additionally, there was a lack of a proper labour migration information system, knowledge regarding potential markets for the realisation of Moroccan skills, also limited knowledge about available data on labour migration and skills that is useful for international employment strategies.⁴ The THAMM's focus on the development of policy frameworks on migration, as well as improving migration data collection and management and mechanisms for the management of migrant skills and qualifications showed the programme's alignment with key gaps in labour migration governance in Morocco.

Is the project Theory of Change technically sound, considering how the project's actions lead to results and long-term change, as well as accounting for external factors?

The programme's Theory of Change (ToC) was found to be technically sound during the previous - mid-term - evaluation. The final evaluation confirmed that the **ToC overall provided a valid summary of the cause-and-effect relationships while implementing the project**, although there were notable differences between beneficiary countries (some parts of the theory of change were applicable to some countries more than others). Also, IO5 was found to be formulated too generally, which impedes the measuring of progress made under the programme.

According to the mid-term evaluation, out of a total of 18 assumptions, only four required adjustments, indicating that the ToC was realistic and viable given the country context. However, the mid-term evaluation also identified some challenges, notably the difficulty in distinguishing between project outputs and outcomes. Additionally, the initial M&E framework, aligned with the project's LogFrame, did not allow to capture progress due to a lack of clarity in the indicators, which referred to people and processes. Nevertheless, the Outcome Mapping (OM) results were

¹ 2nd Regional Conference Document and interview with stakeholder

² Project Document – Annex 1

³ Project Document – Annex 1, multiple interviews with stakeholders

⁴ Several interviews with stakeholders

noted to effectively track the project's progression. The last issue highlighted in the mid-term evaluation was the disconnect between the initial LogFrame and the OM system and efforts were made to address this concern.⁵ Interviews with stakeholders confirmed that in terms of the design of the objectives, they were coherent and confirmed by all implementing partners during a workshop.⁶

When looking at the region the design of the ToC was clear and valid. However, the interviewed country stakeholders noted that the ToC was not entirely accurate for their country's context.⁷ For example, a stakeholder perceived that under the second objective, the pre-departure preparation (i.e., eligibility of the diploma) that was approached regionally does not reflect the actual situation when recognition of diplomas is made on a national level with varying regulations between countries.⁸ However, the regional focus of the ToC has provided very significant benefits, such as the theoretical underpinning for regional cooperation and for the management of specific interventions at a higher (programme) level. The latter has opened more avenues for policy dialogue, cooperation and policy learning between project countries as well as helped exploit significant economies of scale in project management.

Additionally, the Immediate Outcome 5 ‘National authorities of North Africa, dealing with education and training, plan and implement skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility generally’ was found to be too general since it is hard to identify and measure the progress under the outcome that is formulated in this way. At the present formulation of this outcome, it can refer to a process that has been already achieved before the programme.

Did the programme continue to address the needs and priorities of its partners?

Governments' needs

The programme **reflected the needs of the national governments** in three project countries.

The programmes' design included the organisation of National Programming Workshops (NPWs) in all project countries, which included governmental stakeholders and social partners. In NPWs, the needs of the governments could be voiced and discussed altogether with other national stakeholders. A major part of the National Programming Workshop governmental participants became members and coordinators of national Political and Technical Coordination Committees. The organisation of these coordination workshops and committees was an integral part of the programme's design, which points out the initial programme's idea to reflect the needs of the national stakeholders, including governments while improving the situation of labour migration in the country. It is confirmed by the evaluation interviews that in the steering committee meetings from the beginning of the project it was emphasised that the project would adapt to the contextual needs and needs of the partners, where it is possible.⁹

⁵ Annual Interim Narrative Report 3, 2022.

⁶ Interviews with stakeholders

⁷ Interviews with stakeholders

⁸ Interview with a stakeholder

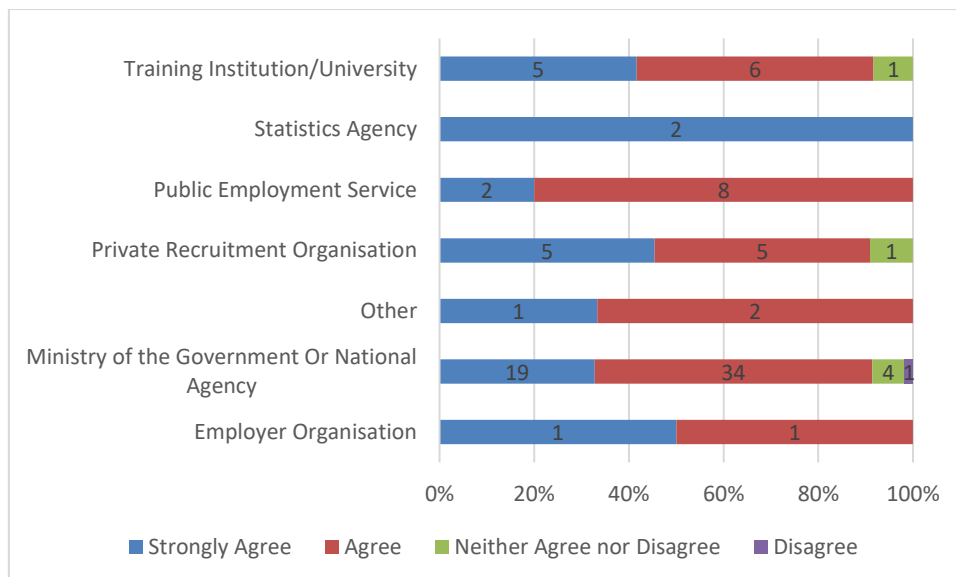
⁹ Interview with staff

In Morocco and Tunisia, the proactive assessment of the stakeholders' (including governmental) needs began with pre-consultations as early as 2017 (Morocco) and 2018, where program coordinators engaged with a wide array of actors to sense the specific needs and priorities related to labour migration governance.¹⁰ An interview with a stakeholder especially emphasised that in Morocco the needs of the government were met through the improvements of the migration information system.¹¹

In Egypt, the programme responded to the government's needs by applying its first objective to the needs expressed by the government and consequently focusing on further support for the existing national frameworks on migration and mobility. Particularly the needs were met through the actions of establishing pre-departure orientation unit, developing an Action plan on fair and ethical recruitment and contributing to the ongoing certification of partners in migration governance by developing a labour migration module under this certification.¹²

In Tunisia, the interrelation and the importance of mainstreaming labour migration into the national employment strategy and the development of a national strategy for international employment were emphasised by the government.¹³ The government also needed to find a better mechanism for accreditation of degrees and recognition of Tunisian qualifications.¹⁴ These needs were addressed through the programme's first and second objectives, focusing on the development of migration and legal mobility policy frameworks, particularly, the development of an international employment strategy and improvement of mechanisms for the management of migrant skills and qualifications.

Figure 1: Stakeholders' answer to the question by stakeholder type "The goal and content of training was well tailored to the context and challenges of my work" (N = 98)¹⁵



Data collected and analysed by PPMI.

¹⁰ Interview with staff

¹¹ Interview with a stakeholder

¹² Several interviews

¹³ 2nd Regional Conference Report, interview with staff

¹⁴ 2nd Regional Conference Report, interview with staff

¹⁵ Respondents by type are disproportionate, the number refer to the number of responses received.

According to the survey results, the majority (53) of the governmental stakeholders agree that the training they received under the THAMM programme was aligned with the context and challenges of their jobs. Only 4 neither agreed nor disagreed and 1 disagreed. This confirms that for most governmental stakeholders, the training received was practically useful. However, the survey results also demonstrate that this stakeholder group is the most diverse in their feedback about the training, particularly in less supportive answers, which suggests that not all needs of the stakeholders were fully represented regarding the training received. However, the evaluation interviews have not reflected this issue.

Governments' participation

Generally, the programme **involved all relevant governmental stakeholders in its design and implementation.**

The National Programming Workshop (NPW) and a launch in all three countries were organised, which called key national stakeholders to discuss the programme's proposed outcomes and outputs. In all three countries, the governments were highly involved in voicing their needs and the programme's activities were adjusted to it. The involvement of the ministries at the NPW and later on at the Political Coordination Committee (PCC) and Technical Coordination Committee (TCC) created the base for further communication and involvement of the Ministry of Foreign Affairs (MoFA) and the Ministry of State for Emigration and Egyptian Expatriates' Affairs (MoSEEA) in Egypt, the Ministry for Economic Inclusion, Small Business, Employment and Skills (MIEPEEC) in Morocco and the Ministry of Vocational Training and Employment (MEFP) in Tunisia¹⁶. There were also other ministries involved in each country, leading each of the four programme objectives. As mentioned, the programme had two committees in Egypt and Morocco, the PCC and TCC and one coordination committee in Tunisia, the National Steering Committee (CPN), which included governmental stakeholders.

Partners' needs and participation.

The evaluation showed that the programme generally **met the needs of the partners and involved them in the programme's activities**, although **more public partners were participating**. However, the evaluation indicated that the partners perceived the coordination with them was limited.

The NPWs included various public organisations, employers and trade unions. Their needs were voiced in the meeting and the adjustment of the programme activities reflected their priorities as well.¹⁷ Interviews revealed that for the private sector employers, the programme addressed their perspective by focusing on improving skills recognition mechanisms, while the needs of the trade unions were met by improving cooperation between country stakeholders.¹⁸

Figure 1 demonstrates that according to the survey conducted for this evaluation, the training that governments and other national partners received was mostly aligned with the context and challenges of their work.

¹⁶ Multiple interviews

¹⁷ Interview with staff & Annual Interim Narrative Report 2, 2021.

¹⁸ Interviews with stakeholders

In all three countries, the evaluation confirmed the involvement of workers' and employers' organisations in the implementation phase.¹⁹ The evaluation also found proof of collaboration with the Sub-Saharan Mediterranean Migrations Union Network (RSMMS). The programme organised multiple capacity-building workshops for their 25 focal points.²⁰

In Egypt, the Federation of Egyptian Industries invited chambers to participate in a roundtable on fair and ethical recruitment. Also, the final round of skills training on renewable energy maintenance was carried out in collaboration with the General Trade Union of Builders and Woodworkers (GTUBWW).²¹

However, the evaluation showed that partners generally expected more coordination with them.²² For example, in Tunisia, several public and private partners perceived that the coordination was somewhat limited.²³ Generally, the project faced less involvement from the private sector since a limited number of employer organisations were invited to the Regional Conference.²⁴

Activities and outputs suitability to elicit ownership and accountability of key stakeholders.

The programme activities and outputs **were suitable to create the ownership** of the project by the national stakeholders.

Each government entity was responsible for presenting the achievements of the specific objectives they were leading at the Political Coordination Committees and Technical Coordination Committees as well as during regional conferences, therefore they needed to be involved and coordinate the project. Moreover, since the programme was generally aligned with the priorities of the Ministries in all three countries, they were inclined to be accountable and responsible for the relevant activities.²⁵ The ownership of the programme results is illustrated by the governmental active participation in the creation of policy strategies which promote the mainstreaming of labour migration into other policy areas and the incorporation of tools that the programme produced into the work of national stakeholders (further about this in section 6.1.).

Did the activities and objectives address cross-cutting needs?

The programme's **activities were designed to seek gender sensitivity** while improving migration policies and tools, along with **non-discrimination preferences and focus on youth migration**. The project's design demonstrated **flexibility in addressing the COVID-19 crisis** within the participating countries.

Gender equality, non-discrimination and youth

According to the World Bank²⁶, in North African countries only a quarter or less of women between 15 and 64 years old participate in the labour market, while rates of participation among men are more than three times higher. All three countries are among the last 15 countries with

¹⁹ Several interviews with stakeholders in Morocco and Tunisia

²⁰ Annual Interim Narrative Report 2, 2021. & Annual Interim Narrative Report 3, 2022.

²¹ Information from IOM staff

²² Information sharing workshop.

²³ Information sharing workshop, several interviews with stakeholders in Tunisia

²⁴ Interview with a stakeholder

²⁵ Multiple interviews

²⁶ World Bank Gender Data Portal

the lowest female labour force participation rate in the world, according to 2022 World Bank data.

Table 4. Labour force participation rate

Country	Male	Female
Tunisia	66,3%	26,2%
Morocco	69,7%	21,4%
Egypt	68,3%	15,1%

World Bank data, 2022

Therefore, THAMM was dedicated to advocating a rights-based perspective, promoting equal access to services without discrimination, the rights of women, children, and individuals with disabilities following the United Nations Conventions. According to the project documentation, the importance of the development of gender-sensitive labour migration policies and practical tools is emphasised, therefore implementing agencies were attentive to ensure that policy and strategy documents, as well as capacity building, would consider the situation of women migrant workers.²⁷ This also entailed tracking how many women participated in the training, monitored as one of the project activities.

The programme also fostered a conflict-sensitive approach, which involves embracing principles such as "Do No Harm" and non-discrimination.²⁸ The mid-term evaluation found that the project delivered humanitarian assistance to vulnerable migrants in Morocco and Tunisia during the COVID-19 pandemic.²⁹ The project's focus on labour migration and vocational training policy and the efforts put to improve the recognition and acquisition of skills mainly addressed the needs of low-skilled nationals who often resorted to irregular migration channels, mostly consisting of young people.³⁰

COVID-19

A COVID-19 Mitigation Plan was established in April 2020 in response to the Contracting Authority's request and was officially approved in May 2020. It was continuously adjusted to the rapidly evolving pandemic situation and country-specific restrictions.

For example, in Tunisia, ILO with the support of MFPE conducted a study on the impact of COVID-19 on job loss and employment.³¹ In collaboration with the ILO AMEM project, THAMM also conducted a study on the impact of the crisis on COVID-19 on Tunisians residing abroad.³² Moreover, IOM has translated and disseminated two guides to project stakeholders. The first guide is designed to help employers more effectively respond to the impact of COVID-19 as well

²⁷ Project document, information from staff

²⁸ Interview with stakeholder in Tunisia

²⁹ Midterm evaluation report, 2021.

³⁰ Interview with staff

³¹ Interview with stakeholder

³² ILO. 2021. The socio-economic impact of COVID-19 on Tunisian workers living abroad, link: https://www.ilo.org/africa/technical-cooperation/WCMS_860755/lang--fr/index.htm

as enhance migrant workers' protection in their operations and supply chains. The second guide for labour recruiters is to enhance migrant worker protection during the health crisis.³³

In Morocco, the collaboration with the Ministry of Moroccans Abroad led to the development of a technical note aimed at addressing the impact of COVID-19 on Moroccans living abroad and their families. This note provided valuable insights through studies on job, income loss and social security, helping to inform and guide the Moroccan government's intervention efforts.³⁴

Moreover, the two guides for employers and labour recruiters, as in Tunisia, were developed in Morocco as well, sharing the same methodology.³⁵

Coherence

To what extent did the programme align with other work of IOM and ILO?

Alignment to IOM's and ILO's mandates and overall objectives

The THAMM programme has effectively **contributed to the mandates of both the ILO and the IOM.**

With its emphasis on promoting fair and ethical recruitment and labour migration governance, the programme aligns closely with the ILO's commitment to improving employment policies and labour policies by aligning them to the International Labour Standards, and ILO's work on labour migration issues. It also contributed to the IOM's objective of promoting international cooperation on migration and addressing migration challenges practically. The mandates of both organisations were aligned with the programme's focus on fair and ethical recruitment, labour rights, and labour migration.³⁶

Complementarity with other IOM and ILO projects in the region connected to labour migration.

The programme strategically contributed to and **aligned with existing IOM and ILO projects related to labour migration in the region.**

In Morocco, the program aligned with ongoing IOM projects dedicated to migration data and mobility. THAMM was aligned with IOM's internship scheme, the YMED (Youth – Migration, Enterprise, Development) programme - which provided support to young graduates originally from Egypt, Morocco, and Tunisia, seeking experience in Italy, promoting skills enhancement through circular migration paths, and supporting youth employment and professional integration in their country of origin - and was directly connected to THAMM's work on ethical recruitment. Furthermore, the program established a significant partnership with the ILO project, funded by the Italian Cooperation Agency, AMEM, focusing on enhancing labour migration statistics and strengthening labour migration governance.³⁷ THAMM also engaged in the ILO-implemented WAFIRA pilot project, which supports the sustainable socio-economic reintegration of Moroccan

³³ Interview with stakeholder

³⁴ Annual Interim Narrative Report 1, 2020.

³⁵ Information from staff

³⁶ Websites of IOM and ILO, several interviews, 1st and 2nd Regional Conference Reports

³⁷ Interviews with staff; Annual Interim Narrative Report 2, 2021.

seasonal workers to Spain, co-funded by the European Union through the Migration Partnership Facility (MPF) and the Spanish government.³⁸

In Tunisia, the project collaborated closely with the ILO FAIR project, particularly in joint activities on the support of private employment agencies. The program also cooperated with AMEM, focusing on assessing the impact of the COVID-19 crisis on Tunisians residing abroad and enhancing the data information system in this way contributing to capacity-building efforts.³⁹ IOM, together with the support of the ILO AMEM project, has also supported the Ministry of Social Affairs in the first edition of its Academy of Social Attachés. Twenty social attachés benefitted from two weeks of training, focused on strengthening their capacities to engage with the Tunisian diaspora, before taking up their positions in Tunisia's diplomatic missions in Europe, the MENA region, and North America. Moreover, the programme collaborated with the IOM Youth Empowerment project, HELMA, on a study of the international and national labour market and opportunities for Tunisian job seekers as well as on activities related to the actualization of the Tunisian reference system of trades and skills (*Référentiel Tunisian des Métiers et des Compétences - RTMC*) of the ANETI, a national tool which aims to improve the job supply and demand, to enhance the skills of young graduates, to facilitate the transition to the labour market, and to promote fair and effective governance of labour migration. Like Morocco, THAMM also contributed to the IOM YMED programme.⁴⁰

In Egypt, the groundwork for THAMM for the IOM was laid through prior IOM initiatives on fair and ethical recruitment, funded by the Canadian government⁴¹ These initiatives provided valuable insights into labour migration management, and the main actors in the country, establishing the basis for cooperation, especially on ethical recruitment. Similarly, ILO through the IRAM project in 2016 launched the Action Plan on Institutional Strengthening in Labour Migration. It facilitated engagement with labour stakeholders, particularly the Ministry of Labour and social partners and offered opportunities for capacity building.⁴² In Egypt, same as in Morocco and Tunisia, THAMM was aligned with IOM's YMED programme.

The evaluation found that regarding the several activities under 1.1.1. output, the government of Egypt has been working on a migration governance framework with the IOM's support under a different project.⁴³ Also, regarding ILO, a stakeholder expressed the impression that they already have another project on fair and ethical recruitment.⁴⁴ However, the need for support regarding labour migration in these countries and the limited scope of the THAMM project fosters rather a complementarity between existing actions than a possible overlap.

To what extent did the project align with non-IOM/ILO initiatives in the region?

Complementarity and synergies with initiatives of other organisations in the region

³⁸ 2nd Regional Conference Document

³⁹ Project Document – Annex 1; Annual Interim Narrative Report 2, 2021.; Interview with staff

⁴⁰ Information from staff

⁴¹ Interview with staff

⁴² Interviews with staff

⁴³ Annual Interim Narrative Report 2, 2021.

⁴⁴ Interview with stakeholder

The programme **actively sought synergies with initiatives from other organizations** operating in the region.

In Egypt, the program strived to be present in various inter-agency groups. The programme coordinated with The European Bank for Reconstruction and Development (EBRD) regarding their study results and organised coordination with the Ministry to troubleshoot potential challenges. Another mode of cooperation was within different clusters of the German Development Cooperation (GIZ).⁴⁵ The programme also contributed to the CONMIGO project, implemented by the Spanish Agency for International Development Cooperation (AECID) on capacity building of labour inspectors.⁴⁶

In Morocco, THAMM engaged with the United Nations High Commissioner for Refugees (UNHCR). They jointly organized advocacy workshops on migrant workers' access to the labour market, involving key advocacy institutions and emphasizing a collective approach to strengthen their impact. Furthermore, the programme collaborated with the Belgian Development Agency (ENABEL) on international placement services.⁴⁷

In Tunisia, there were collaborative efforts on awareness-raising initiatives with GIZ, the Migration for Development Programme, and the Migration and Diaspora Programme, all aimed at promoting opportunities for youth and raising awareness about migration.⁴⁸ Furthermore, THAMM collaborated on a joint training initiative with the United Nations Population Fund (UNFPA), the United Nations Economic and Social Commission for Western Asia (ESCWA) on the migration and disability modules with the Institute of Statistics (INS), the National Observatory for Migration (ONM), Ministry of Social Affairs and members of the Census committee.

Generally, along with the formal cooperation, the evaluation found evidence of knowledge and tool sharing, particularly about skills forecasting or skills and qualifications recognition between the Emergency Trust Fund for Africa (ETF) and THAMM. ETF also contributed to the design and implementation of regional conferences, report reviews, participated in the consultation regarding the launch of the Talent Partnership in Morocco and Egypt and participated in national events.⁴⁹ Although ETF was not involved in the design phase of the THAMM programme, it contributed to the objectives related to skills mobility during the programme's implementation phase.

Overlap with initiatives of other organisations in the region.

The THAMM Programme exhibited a conscious effort to **minimize overlap with initiatives of other organizations** in the region.

Since several agencies worked directly with the public employment service, ANAPEC in Morocco, it was recognized that there was occasional duplication of efforts. To address this, a synergy matrix was developed to identify common needs validated with ANAPEC. This matrix clarified

⁴⁵ Interview with staff

⁴⁶ https://www.ilo.org/africa/events-and-meetings/WCMS_882321/lang--en/index.htm

⁴⁷ Interviews with staff

⁴⁸ Interview with staff

⁴⁹ Interview with stakeholders

which agency would assist ANAPEC in meeting these needs, fostering complementarity and collaboration instead of duplicating activities.⁵⁰

The evaluation found that there are other initiatives that focus on mobility partnerships (Mobility Partnership Framework managed by the International Centre for Migration Policy Development (ICMPD)) or analysing policy frameworks and addressing migrants' skills needs (ETF), however, these initiatives and the financial support of international actors are of limited scope compared to the persisting demand in labour mobility and actual needs of migrants, therefore they rather complement each other than overlap.

A stakeholder expressed uncertainty about whether the training activities organised by the programme were indeed necessary to organize, considering the presence of other organizations in the field, which organise various trainings as well.⁵¹

Alignment with national-level strategies and initiatives

The programme's **alignment with national-level strategies and initiatives** stemmed from the project's design, which focused on helping to develop relevant national strategies on labour mobility. The evaluation confirmed this alignment and found that the programme **demonstrated responsiveness to existing governmental needs and strategic priorities**.

In Tunisia, the programme capitalized on previous interventions and contributed to the development of the national employment strategy. The program was tasked with integrating the migration dimension into the employment policy, which served as the overarching framework for other national policies. Simultaneously, a strategic document on international employment was developed. It was particularly aligned with governmental goals to identify a strategic orientation of Tunisia in foreign employment. The ILO, as an agency specializing in labour markets, actively aligned with this request and provided technical support to the Ministry for mainstreaming and the development of the international employment strategy (SNEI)⁵² Following this, ILO and IOM organized a workshop on the integration of labour migration into national policies and strategies and the operationalization of the SNEI⁵³, three main themes were identified and explored during the three work sessions 1) International labour migration and vocational training, higher education and education; 2) International placement, intermediation and labour market trends; 3) International cooperation on labour migration and the migrant workers' rights.

In Morocco, the programme supported the digitalization of the work permit system for the Ministry of Labour, a project that has now been successfully completed.⁵⁴ The programme also contributed to the digitalisation of Moroccan certifications in collaboration with the Ministry of Labour and other institutional actors. In line with the National Strategy for International Professional Mobility, the country's operational plans for the international professional mobility of Moroccans were developed in collaboration with the Moroccan government.⁵⁵ The programme also aligned with the strategic vision of the country in terms of African integration and South-

⁵⁰ Interview with staff

⁵¹ Interview with stakeholders

⁵² Interview with staff and stakeholder

⁵³ Information from staff

⁵⁴ Interview with staff

⁵⁵ Information from staff

South migration.⁵⁶ Moreover, the strategy developed in Morocco under THAMM (National Strategy for International Professional Mobility (SNMPI)) is closely coordinated with the concurrent evaluation of the National Employment Strategy 2015-2025 and the development of the new Strategy 2035.⁵⁷

In Egypt, the programme aligned with many aspects of the National Strategy 2030, particularly by building the capacity of labour inspectors, raising awareness about legal migration and required procedures, initiating digital transformation in governance, and enhancing governance on labour service provision. It also aligned with Egyptian Foreign Policy schemes and strategic partnerships with North African countries.⁵⁸

Alignment with the international strategies, action plans, SDGs, consider tripartism, social dialogue, international labour standards and fair transition to environmental sustainability in its design and implementation.

The programme effectively **aligned with international strategies** and initiatives related to labour migration, emphasising **human rights and international labour standards and fair transition to environmental sustainability** (especially through its alignment with SDGs), it also considered **tripartism and social dialogue** in its design and implementation.

THAMM contributed to the achievement of the Sustainable Development Goals (SDG) of the Agenda 2030, such as SDG 8, especially target 8.6, which demands to “substantially reduce the proportion of youth not in employment, education or training” by 2020, as well as target 8.8, 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 programme also contributes to SDG 10, 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”.⁵⁹ Regarding the SO2 “Mechanisms for assessment, certification, validation and recognition of migrants’ skills and qualifications are improved”, the programme contributes to the SDG 4 “Quality Education”.

The programme aligned with the Global Compact for Safe, Orderly and Regular Migration (GCM), particularly with objective 6 “Recruitment and decent work”, aiming to facilitate fair and ethical recruitment and safeguard conditions that ensure decent work. It also aligns with objective 1 “Data”, aiming to collect and utilize accurate and disaggregated data as a basis for evidence-based policies, as well as objective 18 “Skills development and recognition”, which aims to invest in skills development and facilitate mutual recognition of skills, qualifications and competences. Under objective 3 “Information provision”, the programme aligns with its aim to provide accurate and timely information at all stages of migration. Finally, it aligns with objective 23 “International

⁵⁶ Interview with a stakeholder

⁵⁷ Annual Interim Narrative Report 3, 2022.

⁵⁸ Several interviews with stakeholders

⁵⁹ European Commission, Amendments to the Action Document for the European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa used for the decision of the Operational Committee of December 2018.

https://ec.europa.eu/trustfundforafrica/sites/default/files/t05-eutf-noa-reg-06_amendment_notrackchanges.pdf

cooperation”, aiming to strengthen international cooperation and global partnerships for safe, orderly and regular migration.⁶⁰

It also coincided with the European Union's focus on skills development and talent partnerships in 2023, which was declared a year of skills, preparing North African countries to actively engage in discussions and shape expectations regarding these partnerships. The focus on legal migration and mobility pilots was a priority of the EU for a while since it was financed by the DG NEAR⁶¹. The African Union's Migration Policy Framework and the Valletta Action Plan also influenced the program's direction, emphasizing compliance with international labour standards, fair recruitment processes, and cooperation between African and European countries.⁶²

The programme aligned with the ILO Decent Work Country Programme in Tunisia for 2017-2022, particularly regarding its national priorities on Priorities 2 and 3: “Employment and Vocational Training” and “Towards a new model of professional relations and decent work”.⁶³ It was also aligned with the United Nations Partnership Development Framework 2017 to 2021 in Morocco under outcome 4 “Universal access to quality, equitable and inclusive education and training is ensured”, where developing mechanisms for recognition of qualifications of migrants is mentioned and 5 “Public policies and national strategies ensure the reduction of territorial and gender socio-economic inequalities” which has a separate focus on vulnerabilities of migrants⁶⁴, as well as with Effect 1 of the new Cooperation Framework 2023—2027. In Egypt, it was also aligned with United Nations Partnership Development Framework 2018 to 2022 under the outcome 3 “Social Justice”, particularly regarding help for migrants in third countries and their support to cope with migrant demands for education.⁶⁵

Furthermore, the programme aligned with the Hammamet Declaration, adopted by Egypt, Morocco, and Tunisia in 2016, which outlined steps to strengthen the protection of migrant workers, enhance social protection, provide rights-related training, and improve recruitment systems.⁶⁶

The programme prioritized consultation with all tripartite stakeholders, including employers and trade unions in its design by the specific goal 5 aiming to improve cooperation between relevant stakeholders. The key result of this goal is that labour migration issues should be effectively mainstreamed into social dialogue mechanisms.⁶⁷ The programme was seeking that by inviting tripartite stakeholders to NPWs and consequently to be a part of committees.

Effectiveness

To what extent did the programme achieve its outputs?

⁶⁰ <https://www.iom.int/global-compact-migration>

⁶¹ Interview with stakeholder

⁶² Interview with staff; Project Document – Annex 1 Description of the Action

⁶³ https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_565882/lang--en/index.htm

⁶⁴ <https://andp.unescwa.org/plans/1189>

⁶⁵ https://egypt.un.org/sites/default/files/2019-11/En_UNPDF.pdf

⁶⁶ Project Document – Annex 1 Description of the Action

⁶⁷ Project Document – Annex 1

Most outputs were achieved by the end of the implementation. Only a few indicators remained unmet.

It should be noted that the common theory of change and results framework for the three countries led to some difficulties in monitoring progress at the level of outputs, as also noted in the mid-term evaluation.⁶⁸ Indicators and their targets were changed several times, and some country targets were missing. The results framework also lacked consistent indicators for the three countries. From 2021, reporting began to include 'milestones', i.e., recognition of the impact of activities on partners' actions and behaviours, or their impact on immediate results or specific outcomes.⁶⁹ This allowed for a more streamlined monitoring process, but on the outcome and not at the output level.

According to the latest updated results framework, of the 42 output (and outcome) indicators, 24 were achieved, 14 were on track and only 4 were not started. 12 indicators existed for outcomes and 30 for outputs, all outcome indicators were either on track or achieved. Of the 4 output indicators not started, one was due to changes in the structure of the programme and three were on track by October 2023.⁷⁰ The latest work plans in each country consolidate the finding that most outputs are either completed or on track,⁷¹ as represented below. Many activities that were not started in Tunisia and Egypt according to the workplans have been delivered according to the regional newsletter and Quarterly Reports. It should be noted that the evaluation team did not receive the final consolidated LogFrame, therefore they used external information available, and an output and outcome assessment done for an EUTF evaluation.

A key delayed output in Morocco and Tunisia was the "establishment of at least one institutional mechanism to improve policy coherence (between training, protection and social security and migration)".⁷² This is underway in Morocco since 2022, through the creation of five thematic working groups to work on the national strategy for international labour mobility (SNMPI). In the case of Tunisia, the creation of a monitoring unit led by ONEQ was foreseen to ensure coherence between labour needs and skills.⁷³ Following the regional training course on skills anticipation, it was agreed to consolidate and develop a roadmap already initiated during the training. Following discussions with ONEQ, the support was slightly adapted to the needs of the partner, requesting a mapping of the actors working on skills anticipation and their roles, a planning of capacity-building actions for the members of the "cellule de veille" and planning of its activities.

In addition, one indicator was not met due to changes in the level of implementation. The training of staff on bilateral labour conventions in line with ILO standards was carried out at national rather than regional level. However, in Morocco, the relevant institutions, MIEPEEC, requested a change in activities to focus support on "*strengthen[ing] fundamental rights at work, promote the effectiveness and efficiency of the labour inspection control mission and improve the related*

⁶⁸ Midterm evaluation report, 2021.

⁶⁹ Annual Interim Narrative Report 2, 2021.

⁷⁰ Flash Quarterly Report N°13, May 2023

⁷¹ The last work plan shared was dated 20th February, 2023, but there is an indication that it was not fully updated as for instance, by that time, the 2nd Regional Conference was delivered contrary to the information presented.

⁷² This output in Egypt was called: Number of internal SoPs developed within ministries on legal & administrative procedures for labour migration & mobility, and was on track according to the LogFrame.

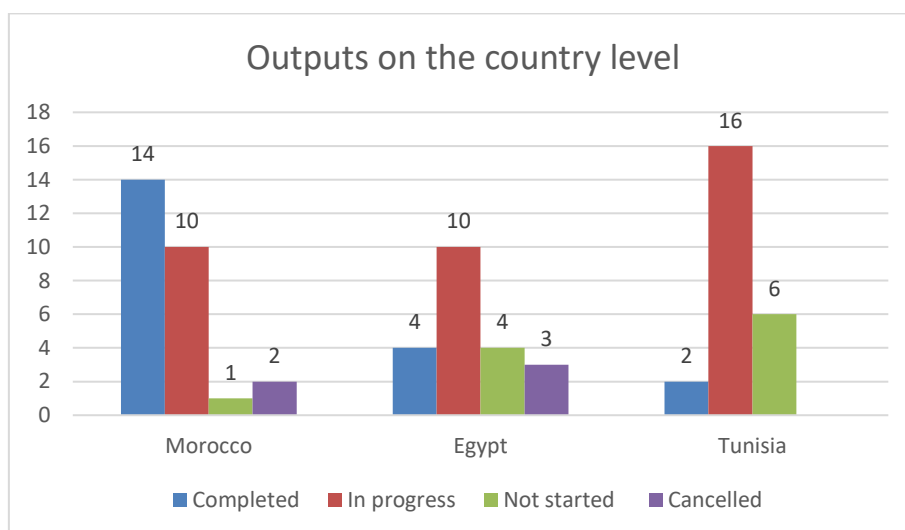
⁷³ Flash Quarterly Report N°13, May 2023

indicators, in relation to Occupational Safety and Health and labour migration.”⁷⁴ This new request has delayed activities, but they are on track.⁷⁵

There is no indication that the development of employment contracts was implemented in Morocco,⁷⁶ as it was not considered relevant by the Moroccan partners. However, Pre-departure orientation (PDO) trainings were held in Tunisia and Egypt in the last month of implementation, October 2023.⁷⁷

The target was overachieved for the indicator "Number of strategies, policies and plans developed and/or directly validated (or endorsed)", which was to achieve one strategy or policy endorsed/validated, because two were validated and one strategy was under validation. Egypt validated the TCC working group structure. In Tunisia, the technical work was fully validated but political endorsement could not take place. In Morocco, the National Strategy for International Professional Mobility (SNMPI) was commissioned late in the project (April 2022), therefore technical validation was not completed.

Figure 2: Outputs achieved on the country level⁷⁸



Developed by PPMI based on the work plan received

Most of the on-track outputs were completed by the end of the programme. Several trainings took place in the last month of implementation, so at least three indicators were met by October 2023. Especially concerning pre-departure orientation trainings, which were delayed.

Overall, despite the high performance of THAMM in delivering all outputs, it should be noted that many trainings and activities had to be carried out at the end of the implementation period and therefore follow-up activities to the trainings are necessary.⁷⁹

Internal and external factors hinder the achievement of outputs.

⁷⁴ Flash Quarterly Report N°13, May 2023

⁷⁵ Newsletter Morocco no. 6

⁷⁶ There is no clear indication that Egypt wanted employment contracts to be developed.

⁷⁷ Egypt and Tunisia Newsletter no.5-no.6

⁷⁸ Work Plans by 20th February 2023

⁷⁹ Post-training evaluations

Several factors affected outputs and caused delays. However, despite these issues, as noted above most outputs were delivered.

As will be discussed in more detail, in Morocco and Tunisia, the COVID-19 pandemic caused difficulties in implementation. In these countries, the pandemic hit just as activities were about to start, and many had to be postponed.

As the programme depended on the commitment of all governments, it was vulnerable to any difficulties in diplomatic relations leading to non-cooperation between the states concerned. Another part of the THAMM programme was implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), which meant that when the Moroccan and German governments had diplomatic problems, GIZ could not attend coordination committee meetings or use its logo. Although one staff member noted this event as significant for implementation, the rest of the evidence points to the programme's ability to overcome difficulties with diplomatic tensions, including tensions between Morocco and Tunisia, which ultimately did not affect the joint regional conferences.⁸⁰

Changes in the organisation of ministries or in staffing (especially changes in focal points) affected activities. Requests from certain actors in partner countries had to be reconsidered, or the validation process of a policy or tool had to be extended.

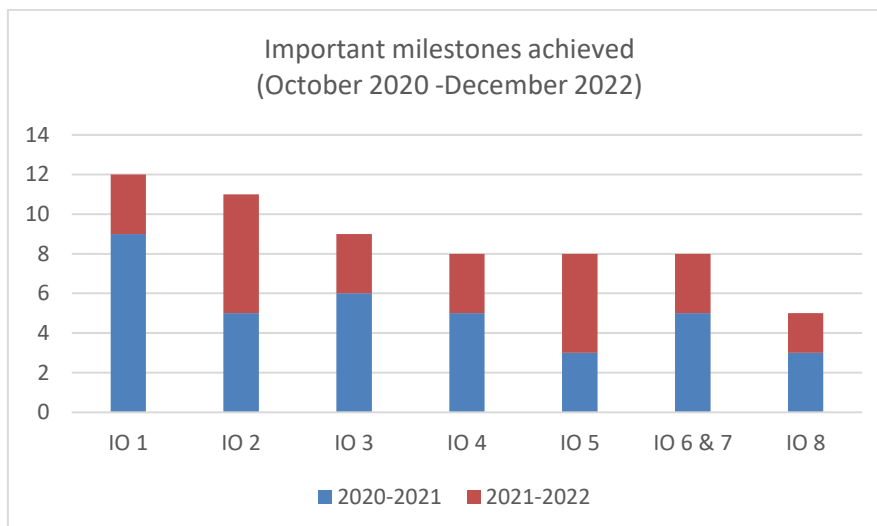
Additionally, there was a period of about 9 months devoted to security clearance processes which delayed the start date of activity implementation compared to the other two countries, leaving less time in Egypt for implementation. Staff also noted that needs assessments and baseline studies needed to be conducted during the implementation of THAMM, as there was no previous measure to base the needs on. Therefore, the team proposed an amount and type of activities that could realistically be implemented in the reduced implementation time.⁸¹

To what extent did the programme achieve its immediate outcomes?

Overall, the greatest medium-term achievements of the programme and its most valued successes, according to stakeholders, were supporting policy coherence and mainstreaming of labour migration, and supporting partners' cooperation in working towards fair and ethical recruitment. This is also evidenced by the number of milestones achieved in specific immediate outcomes (IOs) throughout implementation.

⁸⁰ Interview with staff

⁸¹ Interview with staff

Figure 3: Important milestones achieved by immediate outcomes (IOs) ⁸²

Developed by PPMI, source: Annual Narrative Report 2021-2022

It should be noted that the first specific result 'Policy, legislative, institutional and regulatory frameworks for migration and legal mobility are progressively developed, with a special focus on improving the rights of migrant workers and combating forced labour, child labour and trafficking in human beings' was changed in Egypt to 'Existing national frameworks in the field of migration and mobility are technically supported according to the needs and priorities of the national government', although this did not lead to changes in the wording of immediate outcomes.

Immediate outcome 1: Government authorities have acquired the knowledge and tools to mainstream labour migration in employment and education/training and to strengthen policy coherence.

This result was achieved by the programme in Morocco and Tunisia. In Egypt, it was not achieved in this form because the government did not request support in this area.

In total, 12 major milestones were achieved in this immediate outcome during the life of the programme. In Tunisia and Morocco, the project produced policy strategies to promote the mainstreaming of labour migration into other policy areas, which was an important achievement towards the objective of policy coherence. THAMM also supported the preliminary assessment of the governance of labour migration and research into the systems that undermine the rights of labour migrants.

In Tunisia, the National Strategy for International Employment and the Protection of Migrant Workers' Rights (SNEI) has been developed, which promises a strategic vision for the integration of labour migration governance in line with the values of tripartism and international labour standards. This is very promising, and the THAMM programme has supported the adoption of the strategy through several activities, including a further study that will integrate labour migration into the national vocational training policy.

In Morocco, the National Strategy for International Professional Mobility (SNMPI) has been developed with the collaboration of several ministries. According to sources, the Ministry of Economic Inclusion, Small Businesses, Employment and Skills (MIEPEEC) will present the results

⁸² Annual Interim Narrative Report 2, 2021.; Annual Interim Narrative Report 3, 2022.

and is expected to adopt the strategy by early 2024.⁸³ The creation of a coherent policy space for the management of labour migration, transparency and the strengthening of institutions are specific objectives of the design. Uniquely in Morocco, the policy mainstreaming activities were also supported by technical assistance and strategic support from the Public Employment Service (PES), ANAPEC, through the development of a prospection strategy,⁸⁴ which is noteworthy as it contributes to ANAPEC's role in cooperation and coordination on labour migration. Additionally, this strategy will improve policy coherence as it is aligned with New Moroccan Development Model.⁸⁵ ANAPEC was also closely involved in the development of the national strategy, and the ILO's proposed strategy for technical assistance to ANAPEC envisaged ANAPEC working with Moroccan ministries and diplomatic representatives to help identify opportunities for migrant workers.⁸⁶

In Egypt, the strategic level was less developed as the partner authorities did not express a need to work on this. This may have been due to some difficulties in coordination between all the ministries involved.⁸⁷ A draft internal SOP on external employment was developed: this document sought to harmonise the steps and procedures in the Ministry of Labour in Egypt in dealing with external employment that could then introduce more harmonisation inside the ministry. A diagnostic study was also carried out to analyse the regulatory framework and actual practices that shape the recruitment of Egyptian workers for the international labour market; this was used to understand gaps in the regulatory framework and practices of recruitment to protect workers and potentially be used to strengthen the fair recruitment principles in the regulatory framework. An action plan for ethical recruitment activities was also drafted by a social dialogue expert in close coordination with IOM.⁸⁸

Overall, stakeholders agreed that the country has made progress in mainstreaming labour migration.⁸⁹ However, there were no strategic revision of existing policies to improve labour migration mainstreaming into issues of vocational training and labour practices. By May 2023, a study was finalized that also supported harmonisation by analysing the challenges for Egyptian workers abroad to access social protection services.⁹⁰

Immediate outcome 2: Key stakeholders have an increased understanding of issues related to fair and ethical recruitment of migrants.

The second immediate outcome was achieved, in that the programme engaged a wide range of constituent partners. The programme achieved this outcome by providing training and facilitating discussions between key actors in the recruitment process. In 2021 and 2022, 11 key milestones were achieved. Evidence shows that stakeholders were engaged and that the training was effective, however it should be noted that most actors were from the public sector.

⁸³ Interviews with staff

⁸⁴ Prospecting strategies in this context are processes to reach out to potential destination countries/private sector actors and propose cooperation on labour migration governance.

⁸⁵ Annual Interim Narrative Report 3, 2022.

⁸⁶ Technical Assistance in Support of the National Agency for the Promotion of Employment and Skills - ANAPEC- the development of a global, integrated, and integrated international prospection strategy aligned with the orientations of the New Moroccan Development Model and international labour standards

⁸⁷ Interview with a staff

⁸⁸ Annual Interim Narrative Report 2, 2021.

⁸⁹ Multiple interviews with stakeholders

⁹⁰ Flash Quarterly Report No. 13, May 2023

Overall, the main actors benefiting from training and awareness-raising on fair and ethical recruitment were the main trade unions in Tunisia and Morocco, the main employers' organisations in all countries and the public sector. The sub-Saharan migrant trade union network (RSMMS) was also involved, as were journalists and, in some cases, universities. Conversely, trade union representatives were absent in Egypt (i.e. the ETUF), and private recruitment agencies were more involved in Tunisia,⁹¹ although there is some evidence that they were involved in activities in Morocco. In Egypt, there was a training dedicated to private recruiters in February 2023.

Based on internal post-training evaluations of the programme, most stakeholders reported increased knowledge and understanding of fair and ethical recruitment and increased understanding of IRIS standards.⁹² Based on surveys conducted in all countries, almost all participants felt that they were able to use the skills/knowledge gained from the training for fair and ethical recruitment (30 agreed or strongly agreed out of 33 respondents).

In Egypt, sources report that the government has been particularly receptive to improving understanding and raising awareness of fair and ethical recruitment.⁹³ Stakeholder support for raising awareness of recruitment issues among key actors is notable.⁹⁴ The team exerted effort to include trade unions in the programme. For instance, the Federation of Egyptian Industries (FEI) invited chambers to participate in a roundtable on fair and ethical recruitment, and the final round of skills training on renewable energy maintenance was carried out in collaboration with the General Trade Union of Builders and Woodworkers (GTUBWW).

In Tunisia, an introductory training on ethical recruitment and the principles of the IRIS system (International Recruitment Integrity System) has targeted the recognized private placement agencies. Furthermore, an assessment and mapping of the services available for migrant workers related to career counseling, pre-departure orientation, job placement, and job placement follow-up and key stakeholders (DGPEMOE, ANETI, UTICA, UGTT, ONM, DGCIM, OTE) gathered to exchange and have a common understanding of the issues and challenges.

As mentioned in the coherence section, the effectiveness of these activities was supported by other ILO activities on fair and ethical recruitment. In both Tunisia and Morocco, awareness-raising activities also included the public dissemination of awareness videos (i.e. in Tunisia: campaign on common job scams and employment fraud as well as verified information on regular mechanism of placement abroad). Both countries also joined the Global Policy Network on Recruitment.⁹⁵ The involvement of journalists in awareness-raising activities in Egypt and Morocco was a positive contribution.

It has been a notable success that THAMM could partially support the achievement of the establishment of a charter where tripartite constituents, including Union Marocaine du Travail (UMT), Confédération Démocratique du Travail (CDT), Union Générale des Travailleurs du Maroc (UGTM) et Confédération Générale des Entreprises du Maroc (CGEM) agreed to “protect the rights of migrant workers with regard to the entire Moroccan legislative framework and

⁹¹ Flash Quarterly Report 13., May 2023

⁹² Post-evaluation survey results in results framework

⁹³ Multiple interviews with staff

⁹⁴ Multiple interviews with stakeholders

⁹⁵ Annual Interim Narrative Report 2, 2021.

international labour standards and to strengthen labour social dialogue on migration in Morocco." The interviews confirm that the actors involved are still committed to these goals.⁹⁶

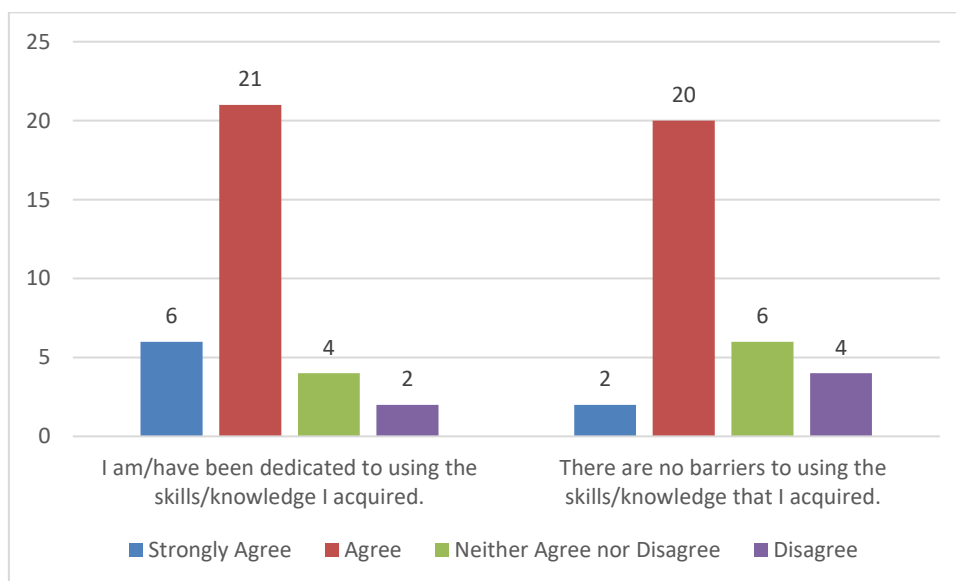
Immediate outcome 3: Relevant institutions have increased capacity to support national frameworks or regional agreements related to fair and ethical recruitment.

This outcome was achieved, and institutions had increased capacity to support fair and ethical recruitment. 9 important milestones were achieved for this outcome. It is a very resource-intensive outcome which, depending on the context, required changes both in the legal framework for recruitment and in the practices of the Public Employment Services (PES) with regard to recruitment, as well as in the tools and methods for labour inspection and monitoring.

The involvement and capacity building of PES, where possible, was central to the success of this outcome, as they can empower and inform migrant workers about their rights. In Morocco and Tunisia, other partners such as trade unions and employers' organisations were also trained, as they are key actors in advocating for and ensuring fair and ethical recruitment.

Based on the survey for this evaluation, most personnel (from any country) trained on fair and ethical recruitment believed that they are dedicated to using the skills/knowledge acquired, and that there are no barriers to using the skills acquired. It is also notable that relatively small number of people noted that there are barriers to using the skills/knowledge acquired (4 out of 33).

Figure 4: Survey of trained personnel in fair and ethical recruitment under THAMM (n=33)



In Egypt, progress was noticeable as the topic was relatively new for the partners. An action plan was developed based on the fair recruitment diagnostic study. IOM and ILO came up with a joint workplan to support fair and ethical recruitment in the country that included separate six separate components. Progress in this workplan was achieved towards strengthening the regulatory framework, enhancing licensing and certification of private employment agencies, strengthening the institutional capacities of the Ministry of Labour and labour inspectorates and awareness raising. Interviews suggest that the government and partners are now committed to improving fair and ethical recruitment, but a desire to continue improvement of capacities was

⁹⁶ Interviews with multiple stakeholders

expressed.⁹⁷ According to post-training surveys, government officials were effectively trained on fair and ethical principles in Bilateral Labour Migration Agreements (BLMAs), which can promote fair and ethical recruitment in the future.

In Morocco, activities focused on the technical support of MIEPEEC to improve labour inspection, as regulations are already aligned with fair and ethical recruitment standards for private recruitment.⁹⁸ Some of the training activities had to be changed after negotiations and caused a bit of delays.⁹⁹ Whereas trainings for the staff of PES called ANAPEC were delivered. Overall, ANAPEC has been thoroughly supported by THAMM to understand the situation of labour migrants from multiple aspects (this will be evaluated under Immediate outcome 4 below). This means that it will likely strengthen fair and ethical recruitment.

Overall, Tunisia's progress towards this goal was very advanced, involved holistic support and involved a variety of actors from both the public and private sectors. What's more, Tunisia was supported by studies to promote more sustainable business models for private employment agencies (PEAs), as they lack economic maturity, which undermines compliance with fair and ethical recruitment.¹⁰⁰ Additionally, multiple PES were well trained on how to support fair and ethical recruitment, including IRIS standard.

Overall, capacity building in support of fair and ethical recruitment were also based on studies by both IOM and ILO to understand the present practices of recruitment, and the state of labour migrants' access to social rights and social security to understand gaps in legal frameworks and the needs of migrants.

Immediate outcome 4: Official systems (e.g., ANAPEC, ANETI, OTE) are effective in helping migrants find opportunities and informing them before departure.

There was notable progress toward the outcome - 8 important milestones – were reached, and important steps were taken towards increasing official systems' effectiveness. However, in Egypt and Tunisia, many activities to support job matching and guidance services were delayed and had to be delivered at the very end of implementation. Nevertheless, stakeholders were optimistic about the integration of new tools into their institutions.

Activities aimed to support primarily PES to improve their processes and tools to support job seeking for labour migrants. However, in Egypt no PES partner existed, therefore, most activities focused on the Ministry of Labour. As detailed above, in all countries, the official systems were supported to provide better information to help migrant workers through studies to map existing services and tailor-made as well as regional knowledge tools. For instance, a regional PDO guide was developed, and was expected to guide national manuals for PDO and pre-employment orientation. Based on the regional guide, Tunisia and Egypt began to adapt its national guides. In Tunisia, IOM has contextualised the PDO for France, and had begun to contextualise it for Italy.

In Egypt, the programme managed to establish a dedicated pre-departure orientation (PDO) unit in the ministry, which is a step towards the right direction.¹⁰¹ Unfortunately, it was mentioned

⁹⁷ Interview with stakeholder

⁹⁸ 2nd Regional Conference Report

⁹⁹ Annual Interim Narrative Report 2, 2021.

¹⁰⁰ 2nd Regional Conference Report

¹⁰¹ Interview with stakeholders

that the unit was not accepted by all ministries in the country,¹⁰² despite its official inauguration.¹⁰³ According to sources, the Ministry of Manpower is determined and ready to take on more of a role to support labour migrants' job seeking.¹⁰⁴ PDO training was delivered in October 2023,¹⁰⁵ and a national guidance to incorporate the training as well. Joint trainings for labour attaches based on nationally identified needs were also carried out.¹⁰⁶

In Morocco, the above-mentioned international prospection and cooperation strategy of ANAPEC can majorly contribute to the processes used to support labour migrants. ANAPEC was extensively supported through additional tools, such as pre-employment orientation services (PEOs), a CV generator, mobility materials, as well as exchange visits of the staff. Overall, the support given strengthened the institution in providing more encompassing services, i.e., through counsellors' trainings and a strengthened information system. Stakeholders at the institution supported that its role in integrating migrants had been successful due to THAMM,¹⁰⁷ especially noting the "exceptional migration certificates" as a major achievement. Beyond ANAPEC, MIEPEEC was also supported in Morocco, but sources confirm that ANAPEC as PES was the one mostly involved in job matching and pre-departure orientation in the country.

Progress in Tunisia was also notable, especially in terms of digitalisation of activities which can increase effectiveness. The staff of ANETI has been supported by ILO and the General Directorate of Placement Abroad (MFPE) with a job seeking application for migrants and the work permit platform for the recruitment of migrants in Tunisia has been supported by IOM. OTE received an online application for labour attaches (Including social attachés from socio-cultural centres "Dar Tounsi") to support migrants living abroad with basic services.¹⁰⁸ Additionally, trainings of social attaches were delivered for multiple institutions and the manual for Tunisian labour attachés was produced. Furthermore, the 1st edition of the "Académie des attachés sociaux" was conducted in a joint ILO/IOM training intended to prepare the Social Attachés before starting their overseas assignments. Since these institutions have a large network, they will likely be able to support migrants more effectively. According to the post-training evaluation, members of OTE believed the trainings were effective.¹⁰⁹ Overall, the institutions believed that the newly proposed tools were integrated into their procedures, even though PDO trainings were scheduled in October 2023¹¹⁰ at the end of the implementation.

Minor difficulties were noted in achieving this outcome in the country: some training activities were delayed by change in the DG with ANETI.¹¹¹ One stakeholder noted some difficulties with cooperation between ANETI and ATCT who are both involved in job matching.¹¹²

¹⁰² Interview with staff

¹⁰³ https://www.eeas.europa.eu/delegations/egypt/inauguration-pre-departure-orientation-unit-ministry-labour_en

¹⁰⁴ 2nd Regional Conference

¹⁰⁵ Flash Quarterly Report no. 13, May 2023

¹⁰⁶ Work Plan

¹⁰⁷ Interview with stakeholder

¹⁰⁸ Annual Interim Narrative Report 3, 2022.

¹⁰⁹ Post-training survey

¹¹⁰ Flash Quarterly Report no. 13, May 2023

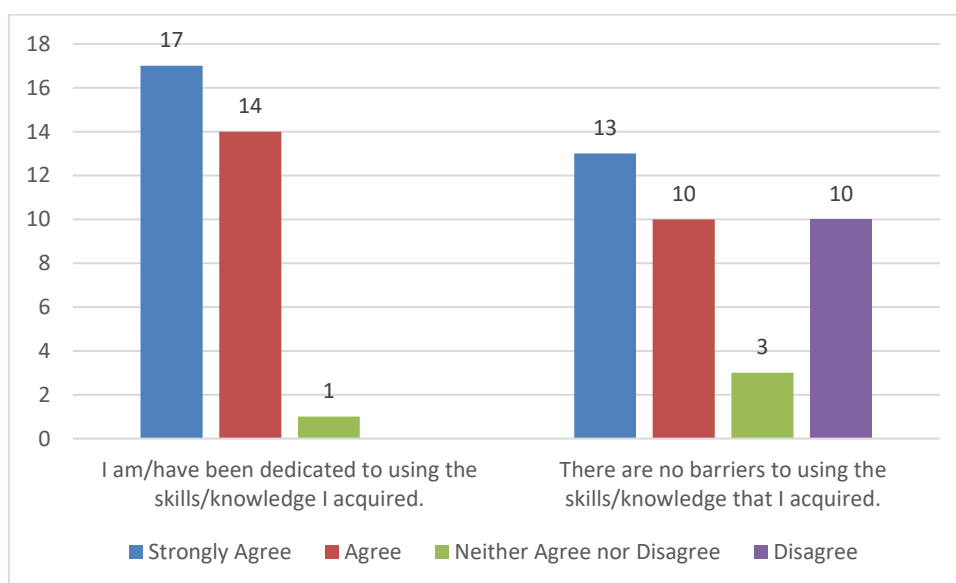
¹¹¹ Annual Interim Narrative Report 3, 2022.

¹¹² Interview with stakeholder

In the last quarter of the programme, a mission started for the enrichment of the national competency framework (*Référentiel National des Métiers et des Compétences – RTMC*) contributing to the 2030 ANETI vision, in developing a competence-based job matching system aligned on the national scope in the smooth transition to the next programming phase is the digitalization of the tool embedded in ANETI’s system and in coordination with other partners.

Overall, only 8 respondents from Public Employment Services answered the survey, and therefore no conclusion can be drawn from their answers. However, if all representatives trained on supporting job placement and pre-departure training are analysed, many were confident that they can apply the skills learned (30 agreed or strongly agreed out of 32), and many were dedicated to use the skills/knowledge (25 agreed or strongly agreed out of 32). They were also mostly satisfied with the knowledge of the trainer (29 respondents) and the accessibility of the training (27 respondents). However, a notable portion of the respondents also disagreed with the statement that “there are no barriers to using the skills/knowledge that I acquired” (10 respondents).

Figure 5: Personnel trained in supporting job matching and pre-departure orientation (n=32)



Data collected and analysed by PPMI.

Immediate outcome 5: National education authorities can execute skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility.

Most of the activities have been carried out at the output level for this outcome, **and some progress can be noted on improvement of the skills development and assessment, certification processes.** In total, 5 important milestones have been reached in 2021 and 2022. Overall, the progress achieved under this outcome is mostly preliminary for countries, as it was a broader objective to align the countries' qualifications systems with those of the destination countries, with the EU Qualifications Framework, to which there was some – but not fully developed – progress.

Outputs included skills anticipation trainings as well to support national education authorities in preparing their skills development practices. In all countries, ministries of education and, or vocational training were included as partners.

In all countries, an inter-institutional national roadmap was developed to improve national governance and coordination of skills anticipation for labour migration and mobility through a tripartite approach. Skills anticipation has also been supported through training at regional level. Only a small number of people trained in skills anticipation completed the survey to draw conclusions, but among them all agreed that they were confident in using the skills/knowledge acquired (11 out of 11) but also 2 believed that there are barriers to using the skills.

In Egypt, there was no need expressed to develop an updated qualifications framework.¹¹³ A mapping of institutions involved in skills assessment was carried out. However, due to the emerging needs of the government, instead of introducing a new qualifications framework, pre-employment training programmes for four specific skill profiles were implemented to support migrant workers. A sensitisation meeting on "How to shift towards skills anticipation for labour mobility" was held in July 2023, where participants also discussed the role of European Skills, Competencies and Occupations (ESCO) standards.¹¹⁴ Although important steps have been taken towards this outcome and stakeholders considered the activities significant, they also felt that more should be done.¹¹⁵ They also noted that further projects are being implemented to take this forward, which, according to stakeholders, "would not have been possible without the efforts of the ILO and IOM".¹¹⁶ According to the project document, one obstacle to progress may have been the weakness of the working group for this outcome in Egypt.¹¹⁷ Staff also noted that this outcome was still underdeveloped. Several stakeholders expressed the need to continue the activities under this outcome to be able to rely on the results of the studies carried out.¹¹⁸

In Tunisia and Morocco, capacity building activities were carried out for most of the institutions for the recognition of qualifications. In Morocco, the ETF worked with staff. The final version of the technical solution to make Moroccan certificates readable by employers in the European Union has been validated. By the end of May 2023, the response of the EU partners to the solution was being collected.¹¹⁹ In Morocco, the Département De La Formation Professionnelle (DFP) and the Office de la formation professionnelle et de la promotion du travail (OFPPT) received most of the support for this outcome. For instance, through establishing a roadmap on how to make Moroccan competencies "visible" in the European job market via certification system,¹²⁰ and the digitisation of two Moroccan certifications on the Europass platform and development of a Europass format for certification supplements and a methodological guide for its creation. However, ANAPEC also recognised its increased role in skills assessment through the development of a tool that can accompany and validate the skills of workers without a diploma.¹²¹

In Tunisia, IOM supported the Ministry of Employment, National Observatory for Employment and Qualifications (ONEQ) in developing and designing its monitoring unit.¹²² According to coordination committee meetings, the unit was open to receive further support from THAMM or

¹¹³ Interviews with staff

¹¹⁴ Egypt Newsletter no. 6

¹¹⁵ Interview with stakeholder

¹¹⁶ Interview with stakeholder

¹¹⁷ Annual Interim Narrative Report 3, 2022.

¹¹⁸ Interviews with stakeholders

¹¹⁹ Annual Interim Narrative Report 3, 2022.

¹²⁰ Annual Interim Narrative Report 2, 2021.

¹²¹ Interviews with stakeholders

¹²² Flash Quarterly Report 13., May 2023

future programmes.¹²³ Additionally, a study on “Labour migration and vocational training policies” was developed but was awaiting approval.¹²⁴

A study on international and national labour market and opportunities for Tunisian job seekers provided recommendations and strategic priorities aligning to improve the matching of Tunisian jobseekers with employment opportunities abroad in target destinations (7 countries) identified in a priority matrix: Belgium, Canada, France, Germany, Italy, Qatar, UAE.

The two regional conferences that had representatives of ETF and EU could have helped to set a vision for the institutions concerned and to better understand the EU Qualifications Framework. Additionally, stakeholders from all countries were trained on the joint regional course of IOM and ILO on “Skills anticipation for labour migration.”

Immediate Outcome 6: Relevant institutions in North Africa have acquired the capacity to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools and Immediate Outcome 7: Relevant institutions in North Africa have acquired knowledge, skills and techniques to use demographic and labour market data to identify and respond to gaps in the national labour market as well as in potential partner countries whose labour market needs align with their own. The two outcomes relating to data collection and analysis were highly advanced in Morocco, while in the other two countries they have shown significant progress.

In total, 8 major milestones were achieved in 2021 and 2022. The most important of these is that the Union du Maghreb Arabe (UMA) has produced its first report on labour migration statistics based on the standards of the International Labour Statisticians Conference (ILSC) on labour migration, which is relevant for the two Member States involved in THAMM, and the other three UMA member states (Algeria, Mauritania and Libya).

Morocco has made a lot of progress, partly due to the leadership of the national statistical agency, the HCP, and its role in bringing together various government actors to improve data collection and analysis. The country proposed a national action plan to improve its information system. Following the development of an action plan to improve information systems on labour migration, two pilot surveys (based on the ICLS) have recently been completed,¹²⁵ which is also expected to contribute to a migration module in the Moroccan Labour Force Survey.

Labour market anticipation activities have been supported through capacity building of MIEPEEC and its staff exchanges with Portuguese counterparts and the private sector, as well as through support to ANAPEC. Although stakeholders have noted developments in labour market anticipation, they feel that there is still room for improvement in terms of quality and the ability to forecast and analyse trends.¹²⁶ Multiple activities, including a workshop conducted in November 2021 to identify needs for labour migration data in the country and identify which strategic steps need to be taken towards labour market anticipation, as well as an analysis to identify potential markets was done. The conclusion of the workshop included recommendations for the relevant institutions. Morocco was also the only country where officials had been trained in European Skills/Competences, Qualifications and Occupations (ESCO) data standards, which

¹²³ CPN Tunisia, 2023 June

¹²⁴ Annual Interim Narrative Report 3, 2022.

¹²⁵ Interview with staff

¹²⁶ Interview with stakeholders

would be particularly important to help match future skills needs in the EU with skills in the country.

In Egypt, there has been noticeable progress and CAPMAS, as the central statistical agency, has been engaged and committed. A workshop on big data use for labour migration was organised as well as a workshop on capitalising on multiple sources to report on GCM and SDGs.¹²⁷ Stakeholders reported that they have developed a more effective platform for data analysis, and that they are more knowledgeable on ILS standards. A diagnostic study on labour migration data collection mechanisms was carried out. The desire to carry out a pilot study similar to the one in Morocco was also noted.¹²⁸ According to staff, CAPMAS was supported in developing a technical design and proposal for the second round of the Household International Migration Survey (HIMS) and in participating in the 51st session of the UN Statistical Committee, focusing on big data.¹²⁹ Stakeholders expressed that they are more knowledgeable of standards and hoped that progress under these outcomes can be continued in the future.¹³⁰

In Tunisia, there was progress toward the outcomes, but one output was halted, and some coordination issues were noted. OTE has received extensive support to improve the consolidation and use of data collection through the application mentioned above. Although the consolidation of the application for data collection is still ongoing, some stakeholders are optimistic and ready to use the tools, including showing the data to policy makers.¹³¹ Additionally, The National Institute of Statistics (INS) in the country was also supported on enhancing migration data collection and producing a migration module for the national 2024 census. At present, additional activities are needed to achieve consistent data flow between institutions, and there are indications that cooperation is difficult to achieve. One organisation was not optimistic and felt that the outcome had not been achieved.¹³² By May 2023, THAMM had supported a working group on migration statistics in the country to develop an action plan to fill the gaps.¹³³ The programme also organised a training workshop with relevant institutions (23 institutions including CNS and ONM).¹³⁴

It is notable that a stakeholder believed that coordination between IOM and ILO was not smooth for these activities in Tunisia. IOM supported the INS – beyond the above-mentioned activities – with a capacity building material for strengthening data systems, reviewing migration datasets and providing relevant suggestions and recommendations to national partners, and OTE as mentioned above. Whereas ILO supported CNS. Overall, these coordination issues could result in difficulties in harmonising data collection and analysis.

Not enough stakeholders who were trained on data management or analysis filled out the survey, so no conclusions can be drawn. Out of the eight respondents, seven were dedicated to using the skills and knowledge, and seven were confident in applying the skills and knowledge.

¹²⁷ Information from IOM staff

¹²⁸ Annual Interim Narrative Report 3, 2022.

¹²⁹ Information from IOM staff

¹³⁰ Interview with stakeholders

¹³¹ Interview with stakeholders

¹³² Interview with stakeholder

¹³³ Flash Quarterly Report 13., May 2023

¹³⁴ Tunisia Newsletter no. 6

In terms of anticipating labour market gaps, all countries had achieved the results of identifying occupational sectors abroad that could be filled by outgoing labour migrants. Regional training had also helped to support these objectives, some of which partly overlapped with the immediate outcome analysed earlier. However, despite skills anticipation trainings, the achievement of Outcome 7, identifying skills gaps in other countries, is unlikely to be achieved without the capacity of countries' data management systems to work independently. In Egypt and Morocco, there has been notable progress and leadership shown to achieve this goal in the future.

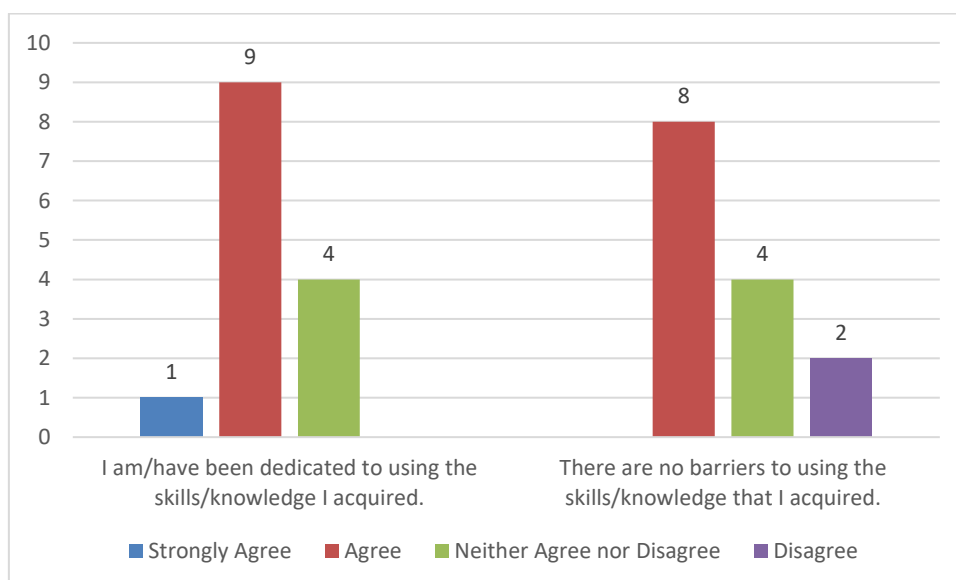
Immediate outcome 8: Relevant institutions have enough resources to promote South-South (regional) cooperation in labour mobility.

Many factors hindered the achievement of this ambitious result, but some progress was made.

In total, 5 major milestones were achieved. The regional conferences were appreciated by the members as they proved to be good platforms for knowledge sharing and networking among partner countries. Regional cooperation was further supported by the report prepared by the UMA as mentioned above. The 'Fair Recruitment Network in the Arab Region' established at an ATUC conference, was supported by THAMM through funding the participation of several trade union members.

Overall, most survey respondents felt that the activities in which they had participated had contributed to improving the exchange of information and experience between North African countries/institutions and constituencies (83 out of 98 respondents). This means that, overall, the programme has been successful in using all types of activities to exchange information between countries. 14 respondents completed the survey of those who had participated in regional activities/training. Compared to respondents involved in other types of training, a higher number of respondents in this group were unsure whether they are dedicated to using the skills/knowledge acquired (4 out of 14 respondents).

Figure 6: Respondents trained in regional activities (n=14)



Data collected and analysed by PPMI

The programme engaged the Réseau Syndical Migrations Méditerranéennes Subsahariennes (RSMMS) to support cooperation on labour mobility and to provide a voice for migrant workers in partner countries. Members of the network have received three training sessions on fair and

ethical recruitment, bilateral labour agreements and their impact on the protection of migrant workers and strengthening the protection of migrant workers. The trainings could improve South-South cooperation, but more activities are needed to see concrete results in this area.

There are some signs that stakeholders in Morocco and Egypt are more open towards working with regional countries. Egypt had ongoing discussions and signed MoUs on cooperation with Libya and Jordan on social security provisions of migrants. Although later security issues had negatively affected these developments in Libya.¹³⁵ In Egypt, a regional workshop on “Migration and Trade Nexus” was held in October 2023.

In multiple activities, regional actors, but mostly regional trade unions were involved in cross-country discussions. Stakeholders in Morocco stated that they are supporting regional cooperation and are committed to this goal.¹³⁶ It was also noted at a political committee meeting that governments would like to see the regional conference become a regular event.

Progress on this outcome has been hampered by several factors, the most important of which are the troubled diplomatic relations between Morocco and Algeria and one regional event had to be cancelled due to security concerns.¹³⁷ It is also noted that regional activities (such as joint training to bring bilateral agreements into line with ILO standards) also had to be reorganised at national level due to diplomatic challenges. Lastly, although regional conferences were held and appreciated by stakeholders, one of them was held online, which may have hindered networking.

What factors affected programme implementation?

Factors contributing to the achievement of outcomes.

According to the sources, **the most important factor influencing results was the commitment of governments or one or two lead institutions.** THAMM activities were adapted to government needs and requests, making it more likely that both government commitment and the relationship between staff and partners influenced the achievement of results. In all countries, success was notable in areas where the institutions were more engaged and took leadership. For instance, in Morocco, the government (and national institutions such as the HCP) were highly engaged. In Egypt, the government became increasingly committed to issues of fair and ethical recruitment especially and worked closely with the implementing agencies to plan more trainings. The engagement of CAPMAS, the Micro, Small, and Medium Enterprises Development Agency (MSMEDA) as well as various offices and departments of the MOHESR was also noted. In Tunisia, the main focal point was crucial to the implementation and although there were multiple organisations involved, stakeholders noted that the programme helped in establishing dialogue and commitment among the various actors.

In some cases, the programme was also able to build on other programmes or previous developments in the country to achieve results. For instance, outcomes for improving fair and ethical recruitment Tunisia were advancing well,¹³⁸ and the programme could build on and cooperation with previous programmes, notably “Integrated Programme on Fair Recruitment” by ILO, which started in 2015.

¹³⁵ Interview with staff

¹³⁶ Interviews with stakeholders

¹³⁷ Interview with staff

¹³⁸ Midterm evaluation report, 2021.

Most interviewees believed that the programme's achievements were due to successful collaboration between partners and implementing bodies, which was due to effective communication and programme management.¹³⁹ Stakeholders also emphasized the expertise of staff also helped in the implementation: "The assistance, particularly the quality of assistance from THAMM, the experts, supplied us with exceptional information and experiences."¹⁴⁰

The influence of the COVID-19 pandemic on outcomes

The COVID-19 pandemic did not affect the achievement of immediate outcomes. However, by causing significant delays, it may affect longer-term outcomes and their impact in the future.

The programme design was very flexible, and with the approval of the no-cost extension, many results could be achieved. This flexibility also allowed programme activities to adapt to the emerging needs of governments and to conduct studies on the impact of COVID-19 on migrant workers. The first regional conference focused specifically on the impact of the pandemic, which could unexpectedly improve cooperation between countries on labour migration management by sharing lessons learned from the newly emerging context. Other activities, such as the "Rapid Labour Force Survey on the Impact of COVID-19 in Tunisia" and a survey on the impact of COVID-19 on Moroccans, also helped partner countries to support migrant workers in the context of the pandemic.

The programme also adapted well to the pandemic at the start of implementation by prioritising feasible activities.¹⁴¹ However, as the pandemic peaked after the inception phase in Morocco and Tunisia, it had a significant impact on the implementation of the programme, which became more visible towards the end of implementation. Activities were delayed by between six months and a year due to constraints.¹⁴² On the one hand, many activities were carried out in a hybrid form in order to adapt to the new circumstances, which could have made trainings or meetings less effective and failed to maintain the commitment of the partners.¹⁴³ The results relating to data may have been most affected, as data agencies slowed down their activities and suspended surveys. Importantly, these impacts were not visible in the achievement of outputs or outcomes, but many activities were postponed to the last year of programme implementation, making the results fragile and in need of further support.

Other factors hindering the achievement of outcomes.

The political context and institutional setting resulted in delays in activities to which the programme needed to adapt, due to the flexibility of the programme, it could still progress towards outcomes.

The effectiveness and success of most studies and instruments depended on government commitment. Negotiations took a lot of time, especially when government changes, diplomatic issues and competition between ministries also affected implementation. The limited available time

¹³⁹ Multiple interviews with stakeholders

¹⁴⁰ Interview with stakeholder

¹⁴¹ Midterm evaluation report, 2021.

¹⁴² Multiple interviews with staff

¹⁴³ Midterm evaluation report, 2021.

made it more difficult to solidify results. Stakeholder perceptions also indicated that in all countries, more activities and more time would have been needed to achieve results.¹⁴⁴

There was some variance between countries concerning how much work was previously done by the agencies. For instance, staff noted that in Egypt, a needs assessment had to be carried out during the implementation period, because it could not rely on previous findings. There was also a difference in how recently the ILO had completed projects in the country: the Agency could rely on previously established networks to a lesser extent than in Tunisia and Morocco. Therefore, the available time in this country was less than in Morocco and Tunisia.

Overall, **the effectiveness of the programme depended heavily on the capacity of the partner organisations.** The programme carried out several mapping exercises to identify relevant institutions in the activities. However, as there were some unique institutions that were already specialised in relevant functions, it could happen that one organisation received most of the training in certain areas. On the one hand, this poses a risk that not all training and tools can be accommodated in the institutions, as staff may be overwhelmed. In the survey responses from trained staff, although most believed they could use new tools/methods, some noted that there were barriers to their use: 16 out of 98 participants (16%) disagreed with the statement "There are no barriers to using the skills/knowledge they have acquired". Additionally, some stakeholders noted that the "multi-stakeholder nature of the programme" made the programme complex and required a lot of effort from the partners, thus hindering the effective achievement of results.¹⁴⁵

It was mentioned by several interviewees that the interregional political context did not benefit the outcomes from the beginning of the implementation.¹⁴⁶ Prior to the start of the THAMM programme, there was no definite political leadership and commitment to improving the governance of labour migration in these countries and beyond. However, it was also noted that this climate has since improved. For example, through increased attention in the EU, as evidenced by initiatives such as the Joint Communication on a Renewed Partnership with the Southern Neighbourhood, which aimed to strengthen the strategic partnership with the countries concerned.¹⁴⁷

How well did the programme adapt to risks and challenges?

Overall, **the programme adapted well to the risks and challenges** as most of the outputs could be delivered despite the external obstacles. However, some of the problems could not be fully mitigated.

Part of the reason for the programme's ability to meet these challenges was its flexibility in terms of the activities implemented, which were updated according to emerging government needs and prioritised based on feasibility. The programme team was able to establish close working relationships with government representatives in all countries, they were available to them, and the unique position of the implementing agencies as UN agencies helped to mitigate political tensions with countries in the EU or beyond.¹⁴⁸

¹⁴⁴ Multiple interviews with stakeholders

¹⁴⁵ Interview with two stakeholders

¹⁴⁶ Multiple interview with staff

¹⁴⁷ <https://www.europarl.europa.eu/legislative-train/theme-a-stronger-europe-in-the-world/file-renewed-partnership-with-the-southern-neighbourhood>

¹⁴⁸ Multiple interviews with staff

Risk mitigation for internal changes in government was to establish multiple relationships with as many institutions and focal points as possible. In addition, political challenges could be mitigated by establishing separate coordination structures (TCCs and PCCs) for technical and political implementation issues. In this way, technical coordination could remain operational despite political tensions. Nevertheless, it should be noted that the problems in the government could not be fully overcome by the management and, although mitigated, stakeholders reported problems due to overlapping ministry mandates or lack of transparency between institutions.

Adapting specifically to the COVID-19 pandemic

The programme could adapt well to the COVID 19 pandemic. A COVID-19 mitigation plan was developed in April 2020 and adopted at the same time as the inception report. It was also continuously updated throughout the implementation.¹⁴⁹ Although the timing of the pandemic had a major impact on activities in Morocco and Tunisia, most could be conducted online. Programme beneficiaries continued to have access to training and meetings during the pandemic, which helped with implementation. The programme was also able to prioritise activities that did not require a physical presence, such as desk research and ToR preparation.¹⁵⁰

To what extent did the programme implementation contribute to cross-cutting themes?

According to the sources, **the project included the cross-cutting issues of gender equality, social dialogue and tripartism in its implementation, but did not include environmental protection and disability.** This is partly supported by the evaluation of the ILO's activities in Tunisia under the THAMM project as well, which found no information on the ILO's direct efforts to promote cross-cutting issues such as disability and environmental sustainability.¹⁵¹ Also, according to the findings of the mid-term evaluation of the THAMM programme, green jobs and disability were not included into the design.¹⁵²

Gender equality

The programme results show some progress towards gender equality. In Morocco and Tunisia, labour migration policies were gender-sensitive but not gender-responsive. Some additional steps have been taken to improve gender equality.

In Morocco, women's organizations were consulted in the development of the SNMPI strategy, and the framework notes the challenges of access to the labour market for women and youth. It also mentions the importance of formalizing the labour market to support women. At the same time, the policy does not propose specific measures to address the needs of women as migrant workers or workers in general. Except for one of the guiding principles of the SNMPI, which is to achieve a more 'equitable' partnership with other countries, which states that the integration of women into the labour market is necessary to achieve a more equitable partnership. The survey on the "socio-economic impact of COVID-19 on migrant workers" also provides gender-disaggregated data in Morocco, and new tools developed by ANAPEC include gender as an

¹⁴⁹ Annual Interim Narrative Report 1, 2020.

¹⁵⁰ Annual Interim Narrative Report 3, 2022.

¹⁵¹ ILO data collection template for Tunisia – labour migration governance and labour migration statistics

¹⁵² Midterm evaluation report, 2021.

important aspect of analysis.¹⁵³ In Tunisia, the SNEI also recognises the low participation of women in the labour market, but there is no specific target in the strategy to address this.

On the regional level, the research paper published after the first regional conference had emphasized the ways women (and youth) face specific challenges in the region due to the COVID-19 pandemic.¹⁵⁴ However, the second conference report did not include this perspective.

Therefore, although gender equality was included in the project design and indicators, it was not sufficiently mainstreamed in all activities. Stakeholders also did not identify specific activities targeted at women. Stakeholders in Morocco recommended that women beneficiaries be more involved in the next phase.¹⁵⁵ This would be particularly necessary as the labour market in these countries is particularly hostile to women, contributing to emigration. Tunisia has the lowest employment rate for women with higher education.¹⁵⁶ But overall, labour force participation for women is low in all countries, in 2022, Tunisia, 26% of women were part of the labour market, in Morocco, 21%, and in Egypt 15% (which decreased from 23% in 2015).¹⁵⁷

Social dialogue and tripartism

Trade unions and employer organisations were involved in the implementation of the programme through their participation in activities, whereas government representatives played a key role in the steering of the project. According to the mid-term evaluation, partners appreciated the THAMM project management structure and felt involved.¹⁵⁸ As one of them put it in the final evaluation interviews: “The mere fact of meeting with the trade unions and with the authorities always allows us to have a dialogue”.¹⁵⁹

In Egypt, the programme collaborated with the Federation of Egyptian Industries,¹⁶⁰ and one stakeholder expressed that through the project it achieved constructive dialogue with civil society organisations as well.¹⁶¹ The lack of engagement of the trade union was noted above. In Morocco, the programme engaged with social partners including the General Confederation of Employers in Morocco (CGEM), and three representative unions.¹⁶² In Tunisia, the partner trade union, UGTT had a strong partnership with ILO established previously through different projects as well. The fruits of this relationship include the establishment of a tripartite working group on labour migration within the Tunisian National Social Dialogue Committee.¹⁶³ Similarly, in Morocco, the joint charter on the protection of migrant workers' rights demonstrates the success of tripartism.

The interviews conducted for this evaluation supported that partners were mostly satisfied with the cooperation. They felt that the programme improved social dialogue by providing information

¹⁵³ Midterm evaluation report, 2021.

¹⁵⁴ THAMM (2021) We are in this together. Labour Migration Responses to the COVID-19 Crisis in Europe and North Africa

¹⁵⁵ Interview with stakeholder

¹⁵⁶ Global Gender Gap Report 2023

¹⁵⁷ World Bank Data

¹⁵⁸ Annual Interim Narrative Report 2, 2021.

¹⁵⁹ Interview with stakeholder

¹⁶⁰ Interview with staff

¹⁶¹ Interview with stakeholders

¹⁶² Interview with staff

¹⁶³ 1st Regional Conference Report

on the dangers of illegal migration, promoting legal migration, creating pre-departure support measures, supporting the recognition of qualifications and bringing together different actors.¹⁶⁴

However, it is noted that compared to workers' representatives, representatives of the employers were fewer. One of the interviewees noted that contribution of "Tunisian entrepreneurs overseas" was overseen.¹⁶⁵ At the same time, the employers' organisations involved in THAMM did not make similar criticisms. Only one stakeholder felt that although the programme supported cooperation between partners, the organisation lacked a commitment to action on the part of the partners.¹⁶⁶ Finally, the political climate for tripartite cooperation changed during the implementation period and one stakeholder in Tunisia felt that the relationship between governments and other partners, including trade unions and employers' organisations, was deteriorating.¹⁶⁷ This poses a threat to the long-term results of the programme.

The programme's achievements were done despite several challenges to social dialogue and tripartism. Factors such as frequent changes of government have affected the ability to engage in social dialogue. In addition, although the region has long-established trade union and employers' organizations, in some cases they are linked to political parties or attitudes that can hinder cooperation.

To what extent did the programme management structure work effectively?

The programme had several coordination processes for programme management and most sources indicate that these were effective. Updates were provided to DG NEAR in a monthly meeting and EU Delegations were also informed through monthly reporting. All implementing agencies, including GIZ, ENABEL and OFII, met monthly. At the regional level, a Project Steering Committee was established, which met about twice a year and included the donor, implementing agencies and the German government. In 2022, one of the meetings was also open to national partners. The fact that the governance structure was established well before implementation began may have contributed to its effectiveness.

The programme was also well organised to support cooperation between IOM and ILO. At the beginning of implementation, each agency took the lead on certain immediate deliverables and developed a joint work plan for implementation areas. Throughout the program, officials from both agencies met weekly to discuss the program. In some cases, they developed a joint work plan.¹⁶⁸ According to staff, the management structure helped to create a sense of shared responsibility between the two agencies for the overall objectives of the project. There is no evidence of any difficulties in cooperation between IOM and the ILO, and interviewees felt that communication was smooth. The only problem mentioned was the lack of a separate budget and staff for coordination. One staff member felt that reporting requirements from the EU and inter-agency coordination prevented staff from putting more effort into implementation.¹⁶⁹

Engaging tripartite constituents

¹⁶⁴ Interviews with several stakeholders

¹⁶⁵ Interview with stakeholder

¹⁶⁶ Interview with stakeholder

¹⁶⁷ Interview with stakeholder

¹⁶⁸ Interview with staff

¹⁶⁹ Interview with staff

Communication, particularly with governments, improved the effectiveness of the programme.

Government partners were in most cases involved through the project management structures and day-to-day communication with staff, while other partners were involved through project activities. Most stakeholders felt that staff were available when needed. Due to the COVID-19 pandemic, the project governance meetings (political/technical coordination committee meetings, PCCs or TCCs) were somewhat delayed, but by the end of October 2021, they had all been established.¹⁷⁰

Two governance structures have been established in Morocco and Egypt, a Political Coordination Committee (PCC) and a Technical (Institutional) Coordination Committee (TCC) to involve government partners. According to the project documents, membership of the PCCs should include IOM and ILO, EU delegations, the German Embassy and high-level decision-makers from the ministries, as well as other relevant constituent partners, and they were to meet twice a year and form the basis for strategic decisions.¹⁷¹ In most cases, non-state constituencies were represented in the technical committees, but not in the political committees. According to the project documents, the TCCs were to meet more regularly, focus on specific results and be composed of technical staff from the political partners and the implementing agencies. The committees ended up meeting two- or three-times during implementation, mostly in the last two years,¹⁷² which was less frequent than imagined in the project document.

Overall coordination was working, but there were differences between countries. At the beginning of the implementation, Tunisia requested that only one steering committee is set up, a Comité de pilotage national (CPN). It is not certain whether the existence of only one structure affected the governments' engagement in Tunisia, although it was noted by staff that high-level political commitment in the country was missing.¹⁷³ At the same time, several ministries in Tunisia were involved in all the committee meetings, which were no less frequent as a result of this change (the CPNs met two to three times a year), and this may have contributed to a wide-ranging commitment on the part of the actors. In addition, the PCC in Egypt also served as a platform to understand developments in Morocco and Tunisia and to replicate activities or structures, as it was established later than in the other two countries.¹⁷⁴

Overall, the PCCs and TCCs were valuable tools for sharing progress and building ownership and were also used to gather requests from governmental and non-state actors (NSAs). Although there are examples of NSAs participating in TCCs, some representatives noted during the information-sharing session that they would have liked to be more involved and engaged during the program. One stakeholder also noted that the national-level coordination among all implementing agencies was not as developed as it was needed.¹⁷⁵ Roles in the committees were in most cases differentiated,¹⁷⁶ and stakeholders believed that the structure helped in cooperation.¹⁷⁷

¹⁷⁰ Annual Interim Narrative Report 2, 2021.

¹⁷¹ Project document partners

¹⁷² Not counting the extension of the programme.

¹⁷³ Multiple interviews with staff

¹⁷⁴ PCC meetings in Egypt

¹⁷⁵ Interview with stakeholder

¹⁷⁶ Multiple interviews with stakeholders

¹⁷⁷ Multiple interviews

In all countries, the government counterparts and the staff had close contact. In Morocco the monthly meetings between the implementing agencies and the representative of the national lead ministry might have helped in eliciting commitment of the government.¹⁷⁸ In Tunisia and Egypt, the national contact point for the programme or “Chef de file” was also readily available to the staff.¹⁷⁹

External factors affected the operations of committees, such as COVID-19 and political and diplomatic tensions.¹⁸⁰ In a few cases, for example, ministries were unable to allocate tasks among themselves or would not communicate with each other. It should be noted that although the mid-term reviews highlighted difficulties in the coordination process, both staff and stakeholders considered it necessary towards the end of implementation, according to the findings of this final evaluation.¹⁸¹ Towards the end of implementation, it also became clearer that the PCCs are important structures for addressing the sustainability of project outcomes, although more work may be needed to maintain them.

Implementation of communication and visibility actions

The implementation of communication and visibility actions were successful. Visual identity of the THAMM programme was developed in July 2020, so relatively early in the implementation. Later it was used in most deliverables as well. According to the mid-term evaluation, the coherence of the design and its use proved to have an added value in communicating the results.¹⁸² One stakeholder also supported this statement for this evaluation.¹⁸³

Several other activities supported the communication of results. One issue was the relative difficulty of setting up a newsletter, where some delays were noted in getting agreement from EUD, for example.¹⁸⁴ However, by May 2023, five issues of the newsletter had been published for each country.¹⁸⁵ Towards the end of the implementation, IOM, ILO and DG NEAR organised a webinar to present the knowledge products of the programme.¹⁸⁶

Efficiency

To what extent were there enough resources available to achieve outcomes?

Financial and time resources

Given the ambitions of the programme and its scope, including three countries and regional activities, **the budget was sufficient to deliver the activities.** By the end of the implementation almost all the budget was spent. However, the existing budget was heavily leveraged, for example through cost-sharing and cooperation with other ILO programmes. The evaluation of the EUTF found that the overall funding component for labour migration and migration for development was too limited (only 2% of the total EUTF) compared to other thematic areas.¹⁸⁷ The budget also

¹⁷⁸ Annual Interim Narrative Report 3, 2022.

¹⁷⁹ Multiple interviews

¹⁸⁰ Annual Interim Narrative Report 2, 2022.

¹⁸¹ Multiple interviews

¹⁸² Annual Interim Narrative Report 2, 2021.

¹⁸³ Interview with stakeholder

¹⁸⁴ Flash Quarterly Report No. 9, May 2022

¹⁸⁵ FLASH Quarterly Report No. 13, May 2023

¹⁸⁶ FLASH Quarterly Report No. 13, May 2023

¹⁸⁷ Multi-Annual Indicative Programme For A Multi-Country Migration Programme For The Southern Neighbourhood (2021-2027)

did not include coordination costs, which was then supported by a cost-sharing formula among the agencies.

The financial documents provided to the evaluation team show that 66.07% of the budget had been spent by October 2022 (one year before the end of the implementation period), i.e. a total of EUR 4,350,353.75 had been spent. The budget allocation and the budget spent until October 2022, according to this document, are shown in the table below. The budget spent per immediate goal seems to be proportional to the results and is mostly homogeneous, i.e. activities were carried out for all immediate results. The budget spent was also mostly proportional to the budget allocated. IO4 and IO6 were the most budget-intensive outcomes in the plans, which is understandable as they required capacity-building activities. However, in terms of implementation, IO3 on promoting fair and ethical recruitment also consumed a lot of resources - this could be attributed to the increased needs of governments to implement activities under this outcome. For the last immediate outcome, the second regional conference was not yet included in the budget as it took place in January 2023, so the allocated budget has not yet been spent.

Table 5: Percentage of budget allocated and spent on human resources, other costs and on the action (by Immediate Outcome)

		Percentage of the budget allocated	Percentage of budget spent
Budget for human resources		50.36%	59.84%
Other non-action costs		10.48%	11.56%
Budget per Immediate Outcomes	Immediate Outcome 1	4.57%	5.22%
	Immediate Outcome 2	1.92%	1.86%
	Immediate Outcome 3	4.68%	5.07%
	Immediate Outcome 4	6.20%	4.82%
	Immediate Outcome 5	5.70%	3.19%
	Immediate Outcome 6	7.80%	4.50%
	Immediate Outcome 7	2.78%	1.34%
	Immediate Outcome 8	5.52%	2.59%
Total budget for action		39.16%	28.59%

Calculated by PPMI based on data shared by staff

Given the high cost of human resources, which accounted for more than half of the budget, some staff felt that a larger budget would have helped implementation. Some staff noted that institutional and policy changes take a long time and therefore the programme would have needed a longer implementation period. A longer implementation period with high human resource costs would have required a larger budget. In the interviews for this evaluation, it was often mentioned that the time was too short to achieve changes at policy level.¹⁸⁸ The mid-term evaluation also noted that partners recommended more funding for such projects.¹⁸⁹ However,

¹⁸⁸ Multiple interviews

¹⁸⁹ Midterm evaluation report, 2021.

not all staff felt that the budget was inadequate, and many felt that it was appropriate to achieve immediate objectives.

As mentioned under effectiveness, inter-agency coordination required a complex management process. The lack of a separate budget line for inter-agency coordination therefore led to some inefficiencies in the use of human resources, as there was no dedicated staff responsible for it. But these coordination mechanisms also proved crucial for implementation.

Human resource and expertise

Most respondents noted that **there was some shortfall in the number of staff available**, although this did not affect outcomes.¹⁹⁰ Some felt that this was only true towards the end of the project, when most activities were accelerated and required a lot of interaction with governments.¹⁹¹ At the same time, the fact that there was little staff turnover during the programme was an advantage for implementation. Towards the end of the programme, the project manager from Morocco was transferred and there were some problems in finding a new project manager for the country,¹⁹² the role of the regional programme manager was overtaken by the regional thematic specialist in the regional office in Cairo.

One staff member and one stakeholder said that more money should have been spent on external experts to improve implementation.¹⁹³ Almost all stakeholders felt that the THAMM staff had more than sufficient expertise to carry out their tasks, and many specifically mentioned that the enthusiasm of the staff supported the project. However, one stakeholder felt that an expert's approach to harmonising data collection was too demanding and, in their view, would not achieve the objectives.¹⁹⁴

To what extent was the implementation cost-effective?

In terms of the scale of the programme, **the outputs were impressive in relation to the budget used**. The management used some methods to increase the cost-effectiveness of the implementation, as described below. In addition, as most of the stakeholders were policymakers, resources could be saved by working directly with decision-makers to validate the results of the programme, which can support their effectiveness. In this respect, the programme design supported the cost-effectiveness of implementation.

Cost-effective activities included sharing resources with other IOM and ILO programmes. For example, in Morocco and Tunisia, the AMEM project also supported activities related to labour migration data. Activities were also shared with the ILO's FAIR project in the country.¹⁹⁵ One stakeholder mentioned that some of their institution's activities were also partly complemented by government funding.¹⁹⁶ In Egypt, IOM pooled funding from EUTF fast track on COVID-19 programme to expand on fair and ethical recruitment activities as well as support to MOL's Vocational Training Centre.

¹⁹⁰ Multiple interviews with staff

¹⁹¹ Multiple interviews with staff

¹⁹² Interview with staff

¹⁹³ One interview with staff

¹⁹⁴ Interview with stakeholder

¹⁹⁵ Interview with staff

¹⁹⁶ Interview with stakeholder

At the same time, the mid-term review noted that reporting is a significant burden on staff.¹⁹⁷ In addition to the annual reports, quarterly flash reports were produced every three months as well as monthly interagency updates to the EU Delegations and NEAR and outcome mapping, introduced during implementation, was useful but complicated for some staff.¹⁹⁸ Overall, staff did not feel that reporting was ineffective.¹⁹⁹ Inter-agency coordination also consumed a lot of resources, but this was also seen as necessary by staff.²⁰⁰

Implementation time

The programme experienced delays but was able to deliver all activities with the one-year extension. The delays were mainly due to the COVID-19 pandemic and the long time it took to obtain security clearance (in Egypt). By mid-2022, implementation was 10 to 12 months behind schedule.²⁰¹ The accepted no-cost extension added one year to implementation, by which time most outputs had been delivered.

Overall, as seen above, most activities were completed on time. However, staff felt that although everything had been achieved, the validation activities would have required more time.²⁰² Beyond political validation, the development of tools and practices within an institution can be slow, making it difficult to follow up activities and ensure that results are sustainable in a relatively short period of time. For example, particularly in data and skills development, many improvements were still underway at the time of the evaluation and the tools were not yet consolidated. According to stakeholders: “we are laying the foundation for the tools to be employed in future statistical endeavours, with the overarching goal of establishing a robust national migration data system.”²⁰³ Stakeholders often mentioned the need for more time, and many hoped that the second phase of the programme would fill this gap.

How well did the monitoring support the implementation?

The complexity of the program created difficulties for monitoring, to which the implementing team adapted in part. Overall, the monitoring was considered useful, but problems were identified. During the final evaluation, the team did not receive a consolidated final LogFrame, indicating difficulties in monitoring. During the finalization of the evaluation report, several activities were identified by staff that had not been previously reported, and the achievement of outputs was not easily deciphered from the available documentation.

The establishment of an additional monitoring mechanism was beneficial for implementation, but the initial monitoring mechanisms should have been further simplified. As noted in the mid-term evaluation, a joint monitoring mechanism (between IOM and ILO) was set up from the outset to ensure results-based monitoring in line with the EUTF indicators, but this proved difficult as it relied on quantitative indicators that did not give a full picture of implementation progress. From the second year of implementation, monitoring was complemented by outcome mapping. Outcome mapping (OM) improved the readability of how the programme was building

¹⁹⁷ Annual Interim Narrative Report 2, 2021.

¹⁹⁸ Interview with staff

¹⁹⁹ Interview with staff

²⁰⁰ Multiple staff interviews

²⁰¹ Annual Interim Narrative Report 2, 2021.

²⁰² Multiple interviews with staff

²⁰³ Interview with stakeholders

relationships with government partners and provided a finer-grained understanding of the level of partner engagement and changes in behaviour or attitudes. OM could also assist future programmes in mapping relationships with partners.

Governance structures, particularly PCCs, also supported monitoring and correction of implementation, as mentioned by stakeholders.²⁰⁴ For example, PCCs allowed government partners to express their needs or to steer implementation towards unaddressed gaps or to raise issues such as the absorptive capacity of institutions.

Impact

What initial signs of impact have become visible?

Policy integration, focus on skills and attitudinal change.

There is evidence that the **issue of labour migration is being integrated into national priorities and policy strategies**. Changes in the attitudes and behaviour of policymakers have been noted in relation to skills assessment and qualifications.

The first achievement is the government's recognition of the need for coherence between the national employment strategy and national vocational training programmes, particularly in Tunisia. In addition, the importance of integrating labour migration into the strategy has been recognised. This illustrates a strategic shift towards a more comprehensive approach to labour migration, where education and training are adapted to the needs of labour migrants.²⁰⁵

In line with the integrated approach, the Moroccan Ministry of Employment has taken the initiative to develop a national strategy for international professional mobility with the support of the THAMM project. It is expected to be finalised at the end of 2023. The adoption of this strategy will allow the ILO to continue its work with the Moroccan government on other projects to implement the adopted policies.²⁰⁶

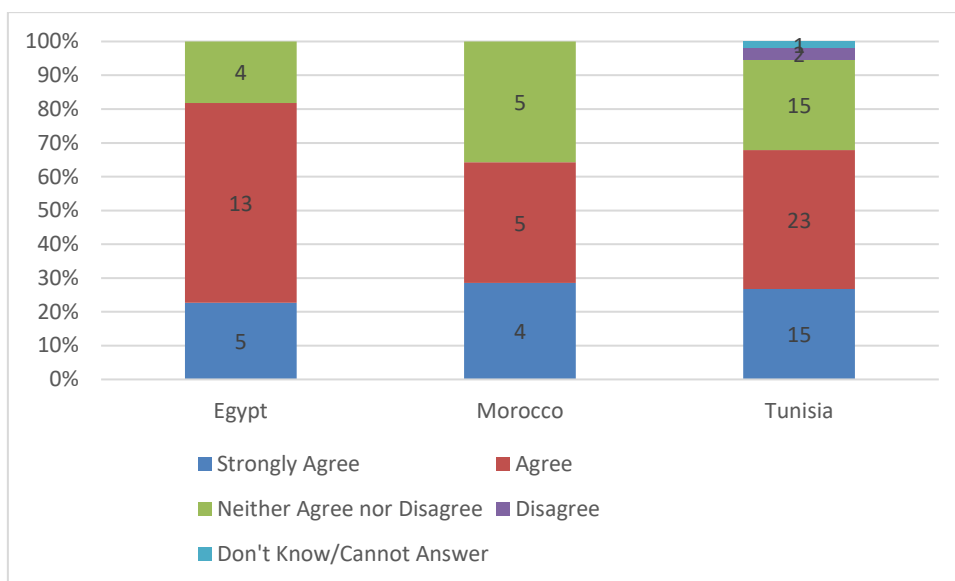
The development of labour migration strategies in Morocco and Tunisia (SNEI and SNMPI) demonstrated the initiative and involvement of governments in their preparation, which is an important impact of the project. In Egypt, although no strategy was developed, the perception of government stakeholders changed and shifted towards an emphasis on the potential positive impact of migrants' contribution to the country's economy. There was considerable variation in the respondents from country to country, so the conclusions are not robust, but in all countries, more stakeholders (around 60-70%) agreed that labour migration was more integrated than not. When asked about policy coherence, most respondents also believed that it had increased.

²⁰⁴ Interview with stakeholder

²⁰⁵ Interview with staff

²⁰⁶ Interview with staff

Figure 7: Stakeholders' answer to the question by country "I believe that labour migration now is more integrated into other policy areas." (n=98)²⁰⁷



Data collected and analysed by PPMI.

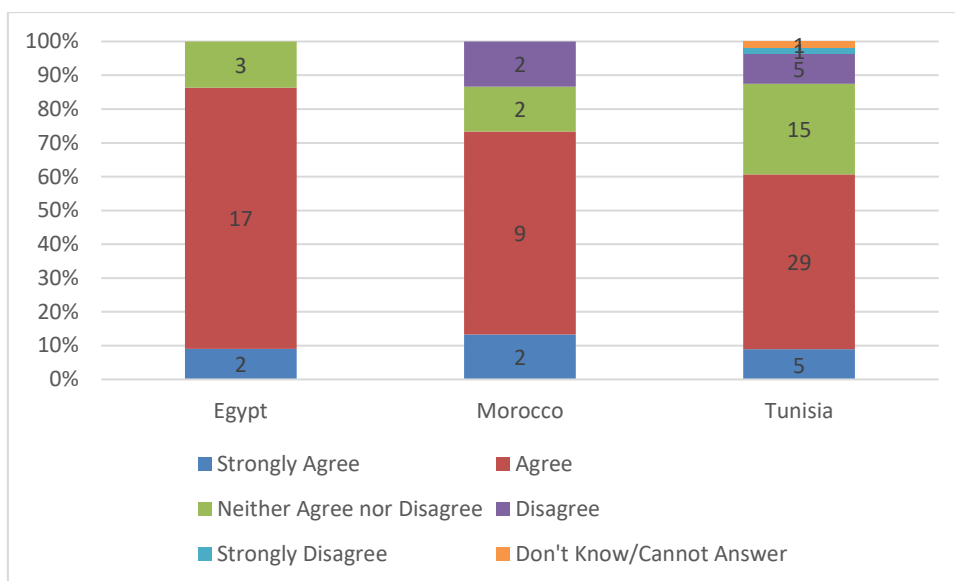
When respondents were asked about whether they saw an increase in policy coherence, an even more optimistic result was seen among the stakeholders. For Morocco, 73%, for Tunisia 60% and for Egypt 77% agreed or strongly agreed with the statement "I believe that policy coherence for labour migration has increased".²⁰⁸ However, it can also be seen that some people in Tunisia disagreed or strongly disagreed with the statement (six out of 56), while 15 neither agreed nor disagreed. A similar view was expressed by stakeholders that policy coherence had not been achieved at the political level, but it was also noted that, on the one hand, institutions had improved and, on the other hand, as awareness had been raised to include labour migration in other areas, improvements were more likely in the future.²⁰⁹

²⁰⁷ Numbers denote the responses received (Egypt = 22, Morocco = 14, Tunisia = 56)

²⁰⁸ Answers received were Egypt = 22, Morocco = 15, Tunisia = 56.

²⁰⁹ Interview with multiple stakeholders

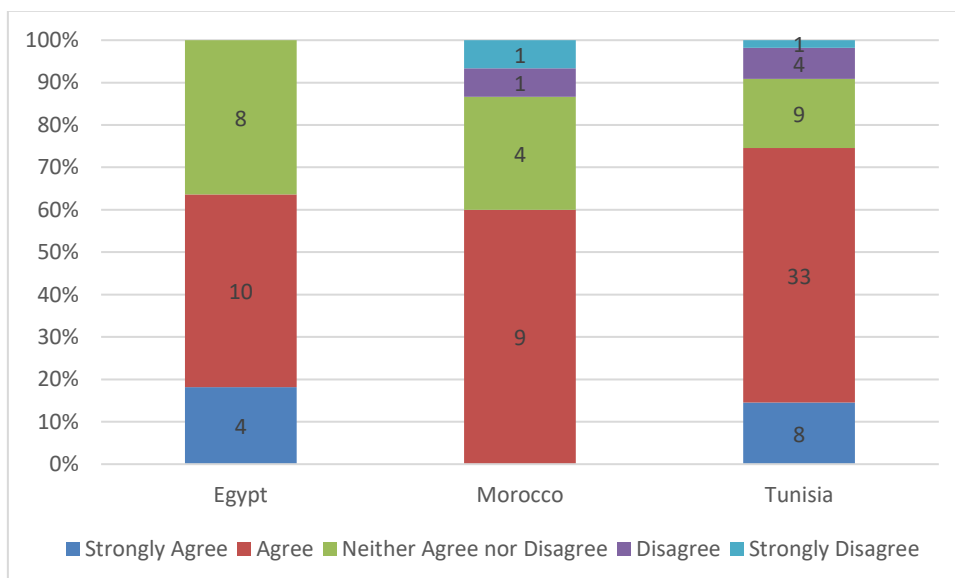
Figure 8: Stakeholders' answer to the question by country "I believe that policy coherence for labour migration increased." (N = 93)



Data collected and analysed by PPMI.

Several interviews pointed out that there is a visible change in the behaviour and attitudes of different ministries in dealing with skill assessment and qualifications, especially in Egypt and Morocco. Informants noticed that now there is attention paid to the training and assessing needs of migrants abroad as well as upon return home, regarding their skills and their improvement.²¹⁰ The survey results confirm (Figure 9) that most stakeholders (64 out of 92) agree that the programme has had an impact on improving the skills assessment and recognition of migrant workers' qualifications. It is noteworthy that stakeholders were more positive in Tunisia (over 70%) and less so in Morocco and Egypt, despite the higher number of respondents in the former country.

Figure 9: Stakeholders' answer to the question "I believe that the skills assessment and qualification recognition of labour migrants has improved." (N = 92)



Data collected and analysed by PPMI

²¹⁰ Multiple interviews with stakeholders

Due to the higher response rate of government actors (N = 57), the survey results can shed light on the extent to which they believe that their 'institution has increased its organisational capacity to work on labour migration' in different countries. The variation between countries was minimal, with around 70% agreeing with the statement, but the highest number was in Tunisia.

However, several stakeholders expressed concern that although the policy strategy is being developed and operationalised at the technical level, there is still limited political validation and declaration, as well as active organisation of working groups at the political level in Tunisia.²¹¹ At the same time, in Egypt, the development of a labour migration strategy has been hampered by governance issues and the presence of too many ministries that need to be coordinated to implement the strategy effectively.²¹² Nevertheless, several interviewees noted that the governance of labour migration in Egypt has improved through updated labour inspection policies and guidelines, the establishment of pre-departure orientation activities, awareness raising and the launch of the communication platform between migrants and ministerial services.²¹³

Expansion of knowledge and evidence base

There is early evidence of **impact in terms of increasing the knowledge and evidence base** and migration-related knowledge management in all three project countries.

In all three project countries, coordination structures have been established with the national statistical organisations, leading to the inclusion of a labour migration module in the national statistical recurrent surveys. Morocco is a leading country in this regard, with strong leadership from the HCP and the adoption of a national plan to establish an information system on labour migration and the inclusion of a migration module in the Moroccan Labour Force Survey.²¹⁴ In addition, an action plan to work towards an integrated information system on labour migration and international migration was developed in cooperation with various ministries. Trade unions reflected that improved data sharing was an important impact of the programme, as it allowed them to track and monitor current migration-related issues. There were also signs of improved knowledge management, namely better documentation of good practices and lessons learned, and better dissemination of knowledge through strengthened communication channels and established networks.²¹⁵

In Tunisia, the project set up a labour migration group within the National Council of Statistics, which is working on a migration module, also contributed to the national 2024 Population and Housing Census and the Labour Force Survey by producing a migration module²¹⁶. In Egypt, the programme organised workshops on big data use for labour migration and on using multiple sources to report on the GCM and SDGs. launched a diagnosis of all existing labour migration data sources in the country, comparing them with international standards and identifying market gaps in order to prioritise actions, also supported the national statistical agency CAPMAS in developing a technical design and proposal for second round of the Household International Migration Survey (HIMS) and their participation in the 51st UN statistical committee on the topic of big data.²¹⁷ One

²¹¹ Several interviews with staff and stakeholders

²¹² Interview with a stakeholder

²¹³ Several interviews with stakeholders in Egypt

²¹⁴ Interview with staff

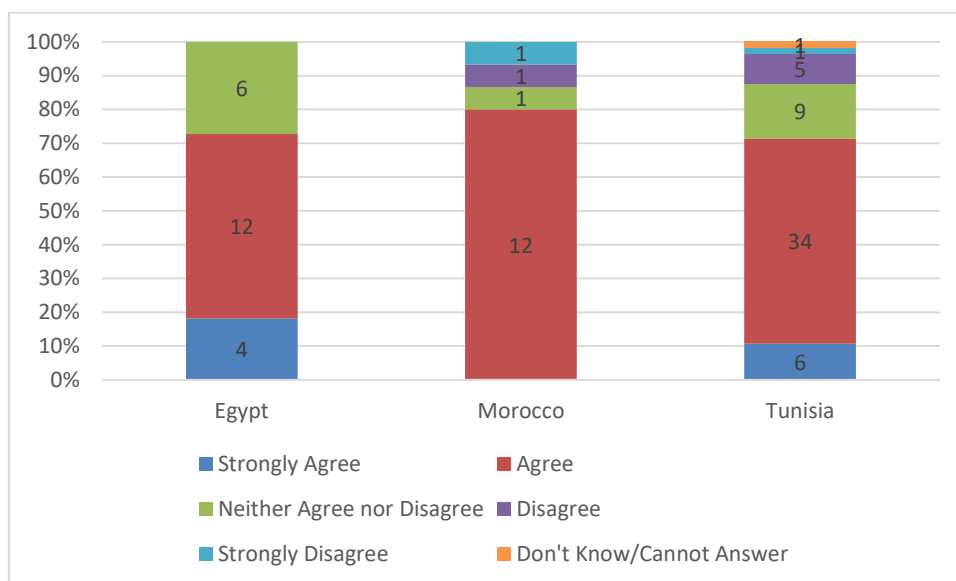
²¹⁵ Multiple interviews with stakeholders in Morocco

²¹⁶ Information from staff

²¹⁷ Multiple interviews with stakeholders and staff

stakeholder reported that after the THAMM project, data sharing became smoother and different agencies were more encouraged to share their data.²¹⁸

Figure 10: Stakeholders' answer to the question by country "I believe that migration-related data and knowledge is now more available." (N = 93)

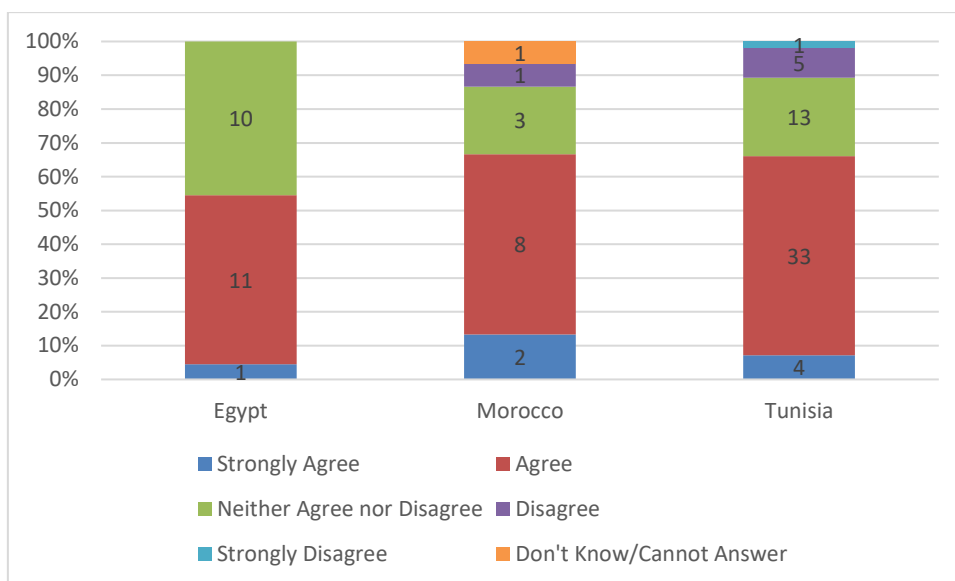


Data collected and analysed by PPMI.

The survey results confirm (Figures 10 and 11) that, in general, most stakeholders agreed that there had been progress in the availability of migration-related data, but this impact was most visible in Morocco. In total, 68 of the 93 respondents in the three countries agreed with the statement. As discussed in the chapter on effectiveness, progress in the harmonisation of migration data was delayed in Tunisia, while it was more advanced in Egypt. When asked about the use of these data and knowledge products for policy making, fewer stakeholders were optimistic, especially in Egypt, as shown in the figure below. This was also an issue raised by an external stakeholder, as detailed above, that there is not yet the certainty that the knowledge products will be used for policy making.

²¹⁸ Interview with a stakeholder in Egypt

Figure 11: Stakeholders' answer to the question by country "I believe that migration-related data and knowledge is now more frequently used for policymaking and planning." (N=93)



Data collected and analysed by PPMI.

Cooperation on fair and ethical recruitment and regional cooperation

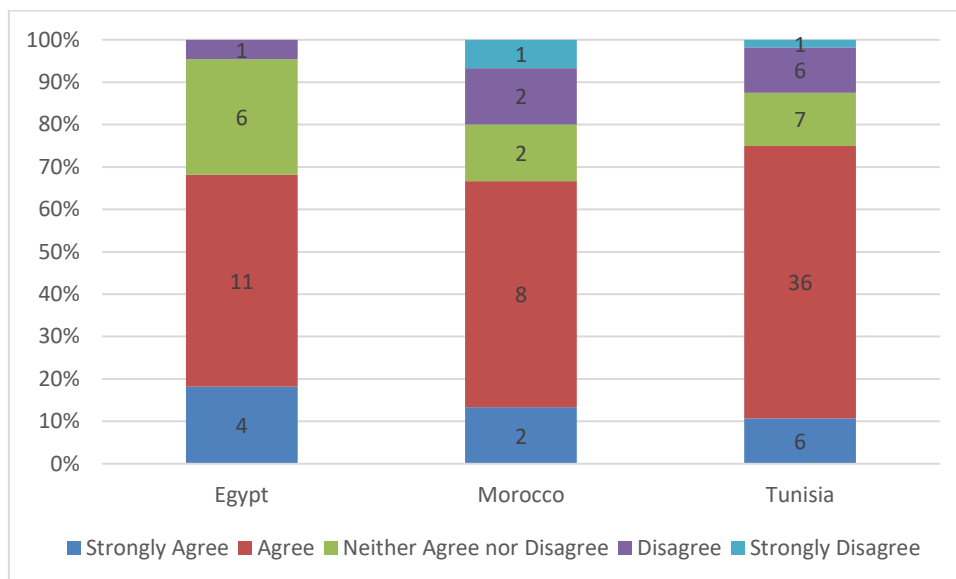
The programme made a significant **contribution to improving cooperation between key stakeholders**, particularly in the public sector, on fair and ethical recruitment. However, limited cooperation with partners, particularly in Tunisia was expressed.

In all three countries, cooperation between relevant ministries and other national and regional stakeholders has improved, particularly through regular meetings of technical and policy committees and the organisation of regional conferences. Various interviews confirmed the improved cooperation and involvement of key government actors in the implementation of the programme.²¹⁹ The focus on tripartism enabled the involvement and voice of employers' organisations and trade unions, leading to the signing of a joint migration charter by trade unions in Morocco. In Tunisia, the establishment of a multi-stakeholder cooperation structure is seen as the main achievement of the programme. The inclusion of ethical norms and standards for fair recruitment and employment practices in public institutions has led to the adoption of the same standards in the private sector. In Morocco, improved cooperation on migration management is contributing to better negotiations on this issue with European and North African countries.²²⁰

²¹⁹ Multiple interviews with stakeholders

²²⁰ Interview with a stakeholder

Figure 12: Stakeholders' answers to the question by country "I believe that there is more cooperation between stakeholders (state actors, recruitment agencies, trade unions and employers) towards fair and ethical recruitment now."



Data collected and analysed by PPMI.

According to the survey results (Figure 12), stakeholders generally (77 respondents) believe that the cooperation between them on matters of fair and ethical recruitment improved. The results are the most positive in Tunisia (where more recruiters were trained) and somewhat less in Egypt, but overall, the attitudes are positive. Although there are not enough responses to distinguish between the types of actors, and the majority of respondents were ministries or national agencies, which were more optimistic about cooperation (70% of them agreed or strongly agreed with the statement), of the 9 private recruitment agencies that completed the survey, 1 strongly disagreed and 2 neither agreed nor disagreed, whereas of the 9 public employment services, 1 disagreed and 2 neither agreed nor disagreed.

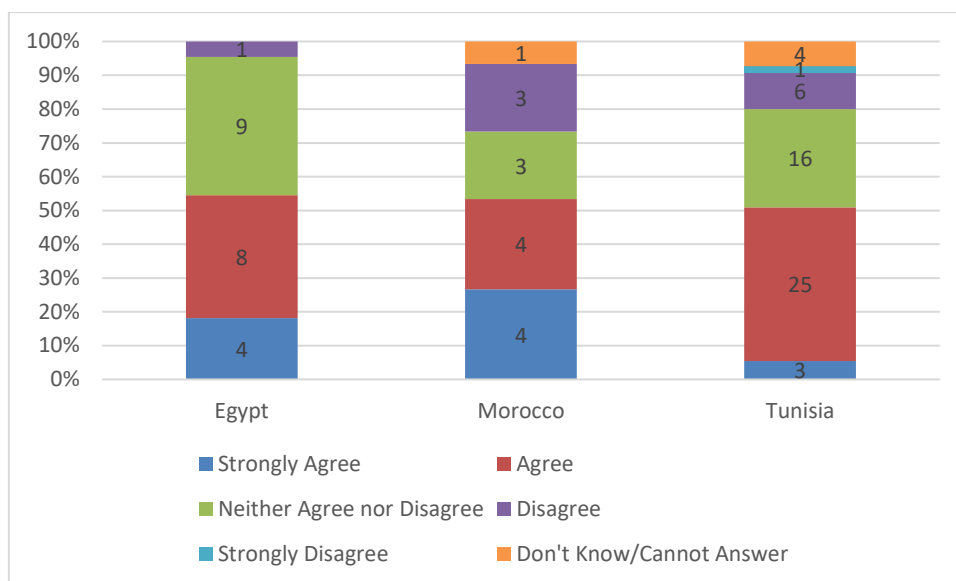
However, several national partners perceived they had limited collaboration, especially in Tunisia.²²¹ One stakeholder noted that for a better impact more collaboration i.e., twinning projects with European training centres, was needed.²²²

Furthermore, respondents in all countries are less optimistic about the impact of activities at the regional level. Around 50% agreed with the statement about the country's improvement in cooperation with other North African countries to manage labour migration and there was little variation in the results. The impact may have been less noticeable because several factors hindered results in this area.

²²¹ Interviews with several stakeholders in Egypt and Tunisia, information sharing workshop

²²² Interview with a stakeholder in Egypt

Figure 13: Stakeholders' answers to the question "I believe my country improved its cooperation with other North African countries to manage labour migration." (N = 92)



Data collected and analysed by PPMI

Unexpected impacts

The programme had several unexpected positive impacts on the level of cooperation, commitment and awareness among stakeholders, who also began to work together more.

A positive unexpected impact was seen in the level of cooperation shown among constituents. As mentioned in the effectiveness chapter, in Morocco, a charter was signed by the partner non-state constituents for the protection of the rights of migrant workers, and in Tunisia, a union chamber for private employment agencies was launched.²²³ This shows the level of cooperation achieved between the actors that resonated in their independent actions to improve fair and ethical recruitment and migrants' protection.

A stakeholder in Tunisia also noted that an unexpected impact was seen in the use of the pre-departure guide by staff, who began to facilitate labour migration lessons in several of the organisation's offices beyond the scope of the THAMM programme.²²⁴

Additionally, a level of spillover effect among the countries was noticeable, when one country would refer to another THAMM country in their strategic decisions. This was also a noticeable and positive impact of the programme: i.e., in the 2nd regional conference Egypt expressed that they would like to follow in Tunisia's steps in the digitalisation of accreditation services.²²⁵

What are the factors that will likely affect impact? What were the main enablers and barriers to the programme's impact?

The **main enabler** among all three project countries is the involvement and active participation of the governments in the preparation of the policy strategies SNEI and SNMPI in Morocco and Tunisia. The participatory approach adopted by the THAMM programme contributed to the

²²³ Interviews with staff

²²⁴ Interview with stakeholder

²²⁵ 2nd Regional Conference Report

development of these strategies initiated by national governments themselves. This approach involved working closely with country stakeholders, facilitating their team building through political and technical coordination committees, developing a common understanding, and providing tools and knowledge. The project succeeded in changing the mindset and policy paradigm on labour migration. From discussing security and xenophobia it shifted towards seeing labour migration as a possibility to bring economic value to the countries, especially since it became a core priority in Egypt.²²⁶

In addition to this, there were several other factors that played an important role in enabling the project to create some visible impact among all three countries. These included the governance enhancement through ministerial decrees, and the establishment of the pre-departure orientation unit (in Egypt). Furthermore, the expertise and involvement displayed by the project staff, along with cooperation between ministries, efficient data collection techniques, and capacity building through tailored training, contributed to the project's impact.²²⁷ Particularly in Morocco and Tunisia, the collaboration and involvement of more than one core ministry as well as other national actors played an important role in forming a solid ground for further work on labour migration.²²⁸

Despite the positive impact, there were some challenges, including difficulties in coordinating with different agencies, which, according to stakeholders, took a lot of resources, but was necessary to achieve the results.²²⁹ The need for more dedicated resources was also recognised.²³⁰

Moreover, IOM staff in Morocco pointed out that projects on policy reforms are slow and it is hard to see the results within the project implementation timeline. This is especially because the first two years are needed only for building trust and ownership of the counterparts, which then could be used for the development of the policy reform during the remaining two years.²³¹

What are the initial signs of impact on international priorities?

The programme **managed to contribute to several international priorities**, including improved labour migration governance and mobility.

According to the results framework, the EUTF-aligned indicators were met by the end of the programme, with significant contributions noted towards the goals of the instrument. In the region, Priority 3: "Labour migration and mobility" aimed to achieve sustainable legal pathways towards Europe. The annual report of the instruments states that "the main achievements to date include support for the creation of an enabling environment (legal framework, recognition of qualifications, identification of sectors based on complementarity of skills)".²³² The THAMM programme made a significant contribution to this result through the progress made in achieving its objectives. Among the results achieved under Priority 4 of the instrument, 'Improving

²²⁶ Multiple interviews with staff

²²⁷ Interviews with multiple stakeholders in Egypt

²²⁸ Multiple interviews with stakeholders and staff in Morocco, ILO data collection template for Tunisia – labour migration governance and labour migration statistics

²²⁹ Multiple interviews with staff

²³⁰ Multiple interviews with stakeholders from all three countries

²³¹ Interview with staff

²³² EUTF Annual Report 2021, p. 37

migration governance¹, the report specifically mentions the two policy drafts achieved under the programme.²³³ The programme was also highly relevant to the EU's 2023 Year of Skills Mobility, and the continuation of the programme with multiple partners demonstrates the impact of the results on EU priorities.

As mentioned in the coherence section, the programme contributed to the SDGs, the GCM and other international goals on labour migration. The evaluation found that the programme highly contributed to the GCM's objectives 1,3,6, and 23, which overlaps with the results achieved under immediate outcomes. Regarding SDGs, the programme's results can be attributed mostly to goals 8, 10 and partly 4, however, the evaluation found that the progress towards SO2 was not equally successful as for other SOs (therefore same partial impact indicated on GCM objective 18).

Sustainability

To what extent are key stakeholders capable of sustaining the results?

Integration with local institutional, socio-political and cultural conditions

Interviews with stakeholders confirmed that the **programme was well-integrated into the local context** in all three project countries.

As examples of successful integration into the local context, stakeholders mentioned adaptation to the demands and objectives of stakeholders. As well, since the programme was not designed specifically for each country, it needed to be adapted to the national context. One of the examples was translating the public employment service and tools to Arabic or Darija language, instead of limiting themselves to English or French.²³⁴

Governmental ownership and capacity to continue the project's results.

In all three countries, **governments demonstrate trust and willingness to continue** the activities.

The political motivation is especially visible regarding MoFA in Egypt which was mostly activated through the Political Coordination Committee (PCC), while TCC was similarly effective since mostly the same participants attended. The role of the PCCs and TCCs showed its importance, particularly in Egypt when activating the national governmental actors and creating the base for the sustainability of the programme's results. In general situation in Egypt evolved significantly in terms of understanding labour migration specifics and improved cooperation.²³⁵

In Morocco, stakeholders noted that the THAMM project was a continuation of other similar projects focusing on international placement, which demonstrates gradual support and involvement of the national governments to ensure the sustainability of efforts put.²³⁶ It allowed to ensure continuity, capitalise, and strengthen future initiatives on labour migration. Currently in Morocco not only governmental but also other national partners' ownership is visible, such as ANAPEC and the department in charge of vocational training (OFPPT).²³⁷

While in Tunisia, several ministries are demonstrating willingness to continue the activities after the programme ends. One of them noted that there is enough capacity to sustain the efforts even

²³³ EUTF Annual Report 2021, p. 37

²³⁴ Interviews with multiple stakeholders

²³⁵ Interviews with multiple stakeholders

²³⁶ Several interviews with stakeholders

²³⁷ Interviews with staff

without THAMM since partnerships with international entities (ENABEL, GIZ, OFII) were established and plans up until 2025 were prepared.²³⁸

However, in Egypt, the work of the Technical Coordination Committee was eventually disrupted without more meetings being held.²³⁹ In Tunisia, the non-governmental national stakeholders expressed limited ownership of project results, related to the limited cooperation and integrated approach to labour migration management.²⁴⁰ Therefore, support from the EU is still needed and expected in Tunisia, particularly for the workers' and employers' organisations.²⁴¹

To what extent will procedures, tools and processes put in place during the THAMM continue to be used to facilitate the integration of labour migrants?

Generally, there is significant proof that the **processes and tools put by the programme will continue to be used** by the stakeholders. However, the implementation takes time and further support to improve the introduced tools and continue to smooth the employability of migrant workers from North Africa is needed.

The project produced many products, such as two policy strategies, a charter between trade unions, pre-departure orientation units, studies (which include recommendations and action plans), evaluations, surveys and guides. Capacity building training and awareness raising were organised, data collection and skill anticipation capacity was improved, the public administration services were digitalised which, according to different stakeholders, are already, at most, being capitalized autonomously. The inclusion of these tools was facilitated by the fact that they were developed collaboratively, making them easily applicable to different stakeholders.²⁴²

At the same time, the evaluation found that the implementation of these tools takes longer than the duration of the project, so their full exploitation depends on national stakeholders. According to the survey results, most stakeholders (86 out of 98 respondents) agreed or strongly agreed with the statement "I am/have been committed to using the skills/knowledge acquired", while 10 neither agreed nor disagreed and 2 disagreed.

Moreover, stakeholders agree that further support is needed, since the employability of migrant workers from North Africa is not smooth yet, although the project improved the situation.²⁴³ One stakeholder revealed that the products that were created under the second objective regarding the recognition of qualifications are not used by them since they are regional, while each country has its own regulations.²⁴⁴ However, according to staff, all relevant stakeholders were consulted while developing skills recognition products.²⁴⁵ Moreover, the results in Morocco show that alignment of skill and qualification recognition mechanisms between North African countries and the EU might eventually form a unified system.

6.2. What are the main enablers and barriers for sustainability?

²³⁸ Several interviews with staff and stakeholder in Tunisia

²³⁹ Few interviews in Egypt, Flash Quarterly Report N°13, May 2023

²⁴⁰ Interviews with few stakeholders in Tunisia

²⁴¹ Several interviews stakeholders

²⁴² Multiple interviews with stakeholders in all three countries

²⁴³ Interviews with multiple stakeholders, 2nd Regional Conference Report

²⁴⁴ Interview with a stakeholder

²⁴⁵ Information from staff

What are the main enablers and opportunities for sustaining the programme's results?

The project **has the potential to sustain its achievements** since its results were integrated into existing structures and institutions in all three project countries. The implementation of tools and capacity building were aligned with national development plans, labour migration data systems were developed within national statistics offices and diagnostic studies were used to strengthen existing labour force surveys.

Interviews with stakeholders complement this by emphasizing the investment in human capital, networking channels, partnerships with international entities and knowledge generation among different stakeholders as main enablers for the programme's sustainability. Also, the development of the policy strategies (SNEI and SNMPI) in Tunisia and Morocco, as well as the establishment of the Common Migration Charter is an enabler for future actions in labour migration by itself.²⁴⁶ There are already several examples of independent initiatives of local partners, such as private employers' union in Tunisia.²⁴⁷

One stakeholder in Egypt mentioned the collaboration with the EU-funded CONMIGO project, implemented by the Spanish development cooperation agency, that could also contribute to sustaining the activities of THAMM, after its end.²⁴⁸

Moreover, interviews revealed that the EU is now more willing to coordinate actions between and within project countries, which is evident by the EU's initiative to continue the THAMM programme and is an opportunity for future support as well.²⁴⁹

What are the main challenges and barriers to sustaining the programme's results?

The persisting challenges in project countries are, first, limited resources which also limit the scope of the project activities. In Tunisia, some partners expressed not having enough capacity, namely a dedicated department for migration. The lack of financial resources was mentioned in Morocco as well.²⁵⁰

The second barrier is political instability, at times, involving international relations with certain European partners.²⁵¹ It was mentioned in the last quarterly report that in Tunisia the successor of the Minister of Employment and Vocational Training was not appointed since February.²⁵² Moreover, there were tensions between the current government and the workers' and employers' organisations that affected the collaboration between them.²⁵³

The aspect of multiple implementing partners has proven to be a difficulty in project countries, first, it required additional resources from the implementing agencies themselves, especially because of the limited capacity of the governmental stakeholders to coordinate with these different implementing partners. It was mentioned as an obstacle to achieving targets related to mobility patterns in Morocco.²⁵⁴

²⁴⁶ Multiple interviews with stakeholders in all three countries

²⁴⁷ Interviews with multiple stakeholders

²⁴⁸ Interview with a stakeholder in Egypt

²⁴⁹ Interview with multiple stakeholders

²⁵⁰ Several interviews with stakeholders in Morocco and Tunisia

²⁵¹ Annual Interim Narrative Report 3, 2023.

²⁵² Flash Quarterly Report N°13, May 2023

²⁵³ Interviews with several stakeholders in Tunisia

²⁵⁴ Several interviews with stakeholders

Conclusions

The THAMM programme was a timely, innovative, and relevant solution to address the highly salient issue of institutional, coordination and structural gaps in North African countries' labour migration governance. Programme actions were tailored to the needs of partner countries' institutions with sufficient flexibility to adapt to changes. To improve migration governance, the programme facilitated the engagement and collaboration of diverse relevant stakeholders from political to technical level. However, national partners, especially in Tunisia, perceived they needed more coordination.

The regional approach and a shared Theory of Change (ToC) are suitable considering the shared challenges and similarities of the three partner countries, the high political importance of the North African region for the donor (EU), the pre-existing cooperation of partner countries with the ETF (e.g., as part of the Torino Process), and in regional cooperation frameworks (i.e., Arab Maghreb Union). Results show that although regional cooperation has provided multiple benefits, the THAMM programme could not exploit many possibilities for knowledge exchange and was temporarily blocked in some activities by diplomatic tensions. Additionally, some stakeholders expressed concern with a shared ToC among all countries due to their differences.

The programme aligned well with the mandates of the implementing agencies - ILO and IOM - and was complementary to the multiple other initiatives implemented in the countries, including ILO's Integrated Programme on Fair Recruitment (FAIR II) and Appui à la migration équitable pour le Maghreb (AMEM) programmes and IOM circular migration schemes (project YMED) in Morocco, Tunisia, Libya, Egypt and Italy. It is also aligned with IOM's work on ethical recruitment. The same national stakeholders were involved in multiple activities which facilitated capacity development and policy learning.

The programme aligned with national and international level strategies and initiatives. On national level it aligned with employment, vocational education and training strategies (National Employment Strategy in Morocco and National Strategy 2023 in Egypt), but also contributed to facilitating policy dialogue between the EU and the three partner countries. The programme was coherent with the Sustainable Development Goals, especially SDG 4, 8 and 10, and the Hammamet Declaration and the GCM's 1,3,6, 18 and 23. The programme results also highly supported the ILO cross-cutting priority of promoting social dialogue and tripartism, and moderately supported gender equality.

Results were achieved despite delays due to the COVID-19 pandemic and security issues, but the one-year extension of the programme was necessary. **The programme achieved significant progress towards most of its immediate outcomes.** Governments in all partner countries improved capacity for labour migration governance, and their long-term commitment to further improvements was also expressed. Two strategic policy documents were developed throughout the implementation. Awareness of the principles of fair and ethical recruitment also increased, and the programme managed to engage and elicit commitment from multiple stakeholders. In Morocco, the Charter for the Protection of Migrant Workers drawn up by workers and employers is an example of this success. Significant progress was also made on capacity building to support fair and ethical recruitment, particularly in Tunisia, where a variety of actors were involved, and in Egypt, where private recruitment agencies were involved through the joint work plan. However, the need for greater representation of private actors was noted by some stakeholders.

Institutions were supported to achieve improved services for migrant workers and had improved capacity to collect and analyse data to understand labour migration. Official systems to assist migrant workers abroad with job search and other services (e.g. social security arrangements) were strengthened. Where they existed, public employment services were strongly supported and were able to introduce more effective services (e.g. PDOs, digitization of accreditation services, CV generators). In Egypt, beyond improvements to the external placement of workers, a notable success was the introduction of a new pre-departure orientation unit in the Ministry of Labour to provide holistic support to migrants in the future. However, many activities were implemented relatively late, and their potential longer-term impact was not evident at the time of the evaluation. Partner countries also made significant progress in data management on labour migration management in all countries, with Morocco and Tunisia starting to integrate migration modules into household surveys. The development of a migration module in labour force surveys has set the stage for better statistics. However, only moderate progress has been made in improving the capacity of all partner countries to identify and anticipate skills gaps.

The delivery of the skills development and assessment component was less complete.

Consultations were achieved and work plans were formulated, but few practical tools were finalized by the end of the evaluation. Tangible results at the level of skills assessment and certification were achieved in Morocco, where a technical solution was provided to make Moroccan certifications readable. Skills anticipation practices and methodologies were strengthened at the regional level, but few stakeholders were confident in their use.

Finally, the program succeeded in **getting countries to share their experiences with each other, and overall, countries became more open to cooperation.** Direct results included initiatives by Egypt to cooperate with other countries in the region on social security arrangements and two regional conferences. However, although stakeholders were optimistic about regional cooperation, negotiations could not be finalized in bilateral agreements, and some activities originally conceived at the regional level were implemented at the national level.

Multiple factors affected the achievement of outcomes: the buy-in of governments and their commitment to the goals of the project was a decisive factor, which contributed to many of the successes listed above. According to stakeholders, the availability and expertise of the THAMM staff contributed to effectiveness. Program governance mechanisms (in the form of Political and Technical Steering Committees, PCCs and TCCs) were also useful in understanding partners' needs, although some NSAs noted that they would have liked more opportunities to be involved.

The financial and human resources available were modest compared to the results achieved, so the **programme was mostly efficient.** The implementation period was not long and had been affected by the COVID-19 and obtaining security clearance in Egypt, however almost all outputs were achieved. Due to the complexity of the program and the fact that several agencies were involved, the efficiency of the program was somewhat hampered by the amount of cooperation required from staff and some stakeholders. On the one hand, the number of national partners that could actively participate in activities for some outcomes was relatively limited, and with the increasing number of other interventions, there was a fear that they would be overburdened. Some stakeholders were concerned that too many activities without a high level of coordination could lead to partner fatigue. On the other hand, coordination, and reporting requirements, while necessary, were a burden on staff, and at times, on stakeholders. Despite the efforts of the staff, some stakeholders felt that coordination at the national level was not as developed as necessary

for fruitful implementation. Efficient coordination was also hampered by external factors (i.e. relatively low resource allocated for coordination and the lack of pre-existing coordination mechanisms THAMM could build on).

The programme **made a significant impact in reshaping labour migration policies** across Tunisia, Morocco, and Egypt. The establishment of policy strategies (SNEI and SNMPI) in Morocco and Tunisia is the most notable achievement, providing the foundation for continuous and systematic work on labour migration in these countries. The strategic recognition by governments of the need for coherence between national employment strategies and vocational education and training programmes reflects a positive shift towards a more comprehensive approach to labour migration. The expansion of knowledge and evidence, particularly through the inclusion of migration modules in national statistical recurrent surveys, enhances informed decision-making. Improved cooperation on fair and ethical recruitment, despite some limitations on the partner level, demonstrates positive collaboration between key stakeholders. Unexpected positive impacts, such as the implementation of the charter by partner non-state constituents in Morocco and the establishment of the union chamber for private employment agencies in Tunisia showcase the program's broader influence.

The main enabler of the programme's impact was the active participation of governments, leading to a paradigm shift in the perception of good labour migration governance. Inclusive programme design and collaboration between ministries and national actors also played crucial roles. Despite challenges, the program contributed to international priorities, aligning with Sustainable Development Goals, Global Compact for Migration, and promoting a human rights approach to migration. However, the gender equality aspects will require further attention in the years to come.

The programme made **promising progress towards the sustainability** of its results. Firstly, the policy strategies (SNEI and SNMPI) in Morocco and Tunisia were put in place with stakeholder engagement. The creation and strengthening of organisational structures, Political and Technical Coordination Committees regarding labour migration, as well as integration of migration data in the National Statistics, promise continuous collaboration between relevant stakeholders and further collection of labour migration data. Secondly, the ownership of stakeholders and governmental willingness to continue activities were demonstrated across Tunisia, Morocco, and Egypt. However, all countries require follow-up support if the improvements in migration governance are to be solidified and over time can translate into reshaping the conditions and opportunities for migrants.

Regarding the continuity of procedures, tools, and processes introduced by THAMM, there is significant proof that stakeholders intend to use them further. The main challenge is the slow implementation of these tools, crossing the lifetime of the programme.

Enablers for sustainability include the integration of project results into existing governing structures, the alignment of project results and production (strategies, tools, digitalisation, capacity building) with national development plans, and the development of labour migration data systems within national statistics offices. Investment in the capacity, skills and knowledge building of key governmental and other national stakeholders, their networking channels, developing partnerships with international entities (such as ENABEL, OFII and GIZ), and the development of the policy strategies in Tunisia and Morocco itself (with a prospective

implementation) are identified as key enablers. Challenges revolve around limited resources and capacity as well as political instability in project countries.

Lessons learned and emerging good practices.

Lessons learned: Multi-agency coordination

The **lesson learned** from multi-agency coordination in the program design was that difficult coordination among multiple implementing partners was embedded in the initial idea, emphasizing the importance of inter-agency cooperation. However, challenges emerged due to the lack of resources for inter-agency cooperation, leading to resource-intensive efforts. Insufficient budget and human resources for intra-agency coordination posed additional challenges, emphasizing the need for dedicated resources in future initiatives.

The positive lesson learned from multi-agency coordination in the program design was that despite initial challenges, the commitment of program staff and increased ownership by governments resulted in sustained collaboration among implementing partners. This success demonstrated that dedicated efforts from program staff, coupled with strong government engagement, can overcome coordination challenges and foster effective inter-agency cooperation.

Good Practice 1: Bringing Multiple Stakeholders Together

Good practice involved promoting cooperation between relevant stakeholders in the field of labour migration through different forms of engagement and based on stakeholders' needs and demands. In response to the challenges posed by highly fragmented and hierarchical government administration in the target countries, National Programming Workshops were organized. These workshops led to the creation of Political Coordination and Technical Coordination Committees, facilitating collaboration among key stakeholders. Despite some tensions between stakeholders, the establishment of these coordination mechanisms, supported by the ILO and IOM, contributed to information exchange and improved labour migration policies. The success demonstrates the potential for replication by international partners, aligning with the ILO's emphasis on tripartism.

Good Practice 2: Close Coordination Among Implementing Actors

This good practice emphasizes a structured and consistent approach to coordination among implementing actors, particularly in regions with multiple collaborating entities. The establishment of a coordination mechanism and frequent meetings between agencies as well as joint fair and ethical recruitment plan between the ILO and IOM proved instrumental in avoiding duplication and achieving synergies. Early agreement on responsibilities and the use of synergy matrices contributed to shared responsibility and increased impact on programme activities. Notably, progress on fair and ethical recruitment in Tunisia saw greater impact due to cooperation with other programs in the region. The potential for replication by international partners exists, especially in regions where close coordination is essential for program success.

Recommendations

1. Continue to engage constituent actors in labour governance questions.

- 1) Good governance requires the engagement of affected stakeholders and ways to connect stakeholder needs with policymakers who can satisfy their needs. The value of the programme was seen in connecting representatives of workers and employers with governments on issues related to labour migration.
- 2) This approach should be maintained or even broadened to include multiple representatives from each interest group (workers' organisations, employers' organisations and recruitment agencies). All representatives should be closely involved in the implementation and design of activities and updated on programme progress (i.e. through a digital platform).
- 3) It is essential to plan follow-up activities which would help to sustain and build further on the improvements in labour migration governance achieved by THAMM (including improvements made in data harmonisation and skills assessment), and continue collaboration with platforms established, such as the charter on the protection of migrant workers in Morocco).

Addressed to	Priority	Resource	Timing
Especially ILO country teams	High	Medium	Medium-term

2. Develop further actions based on the produced material by the THAMM programme.

- 1) The programme produced many studies that could be used as further action strategies for working on labour migration in each programme country. Several stakeholders expressed scepticism regarding the relevance of such studies, therefore it is important that further action would capitalise on them, especially because it included valuable evaluation of the current situations in programme countries. Other stakeholders pointed out that these studies are prepared for further use since they also include recommendations.
- 2) The programme developed many tools that are currently used by the stakeholders. It is important to keep monitoring the effectiveness and use of implemented tools and if necessary, react and update them.
- 3) Not all tools were implemented in each programme's country. For example, Tunisia advanced more in digitalisation, which can be applied in Morocco and Egypt as well. Regional collaboration should be further strengthened that these good practices can migrate between countries.

Addressed to	Priority	Resource	Timing
ILO and IOM country and regional teams, GIZ, ENABEL, OFII	High	High	Short-term

and future implementing actors of THAMM Plus, ETF			
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3. Search for innovative ways to coordinate with governmental stakeholders, when having multiple implementing organisations

- 1) The stakeholders experienced challenges related to coordination among multiple implementing partners were emphasised throughout the evaluation, therefore it is important to search for innovative ways to ease this process, particularly because of the limited capacity of the governmental stakeholders to participate in various coordination meetings between different organisations.
- 2) First, to enhance coordination in THAMM Plus, given the growing number of implementing partners, effective collaboration among partners is crucial. This involves implementing organisations organizing joint meetings with various partners, including the government, to optimize limited government capacity. Additionally, internal coordination within implementing organizations should ensure that meetings with relevant stakeholders, including the government, are well-timed and do not overlap. Collaborative and collective approaches within the implementing organisations should be applied regarding regional and national coordination with governmental stakeholders minimising the number of meetings. This would reduce the number of meetings devoted to regional coordination only.
- 3) The role of the EUDs could be strengthened to support national coordination. Also, EUDs could lead regional coordination on the implementation of programmes since they have the network and capacity to exchange information on the regional level through other EUDs.
- 4) Beyond the needs assessment, programmes can introduce other ways to accommodate staff's schedule, for instance, multiple forms of trainings could be used (i.e. training of trainers, mentorship programmes, hybrid learning or self-paced learning, inclusion of online tools).

Addressed to	Priority	Resource	Timing
ILO and IOM country and regional teams, GIZ, ENABEL, OFII and future implementing actors of THAMM Plus, ETF	High	Low	Short-term

4. Increase resources to support more efficient programme management.

- 1) Coordination, reporting and monitoring for this complex programme was demanding for the implementing staff. Consequently, there were delays in monitoring.
- 2) Given the lack of previously established governance structure in the partner countries, the programme needed to establish and maintain coordination with national partners as well, which was also demanding on staff. Therefore, it would be beneficial to increase staff.
- 3) Due to the importance of coordination mentioned above, it is necessary to increase resources for programme management, so that it does not overburden implementing staff.
- 4) Additional resources are also needed to enhance monitoring and reporting processes, which is especially important in regional programmes (i.e. to establish harmonised monitoring).

Addressed to	Priority	Resource	Timing
DG NEAR	Medium	Medium	Medium- and long-term

Annexes

Annex 1 – Terms of reference.



TERMS OF REFERENCE

Independent final evaluation for the programme

Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM)

Project Title:	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM)
Project Countries	Egypt, Morocco, Tunisia
Partners	Governmental and non-governmental actors (including social partners) in the three countries concerned by the labour migration governance
Donor	DG NEAR / EU (The European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa)
Budget in EUR/USD	7 million EUR
Implementation Period	36 months (November 2019 – October 2023)
Type of Evaluation	Final Independent Project Evaluation
Timing of the evaluation	1 st August – 31 October 2023
Contract reference	Agreement Number: T05 - EUTF-NOA-REG-06
Evaluation managed and commissioned by	ILO and IOM

INTRODUCTION & CONTEXT

THAMM, which stands for “Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa”, is an international cooperation programme implemented by the International Labour Organization (ILO), the International Organization for Migration (IOM), the Belgian Development Cooperation Agency Enabel and the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH. Enabel has joined the THAMM programme in August 2020. This programme is co-financed under the North Africa window of the EU Emergency Trust Fund for Africa (EUTF) by the European Union (EU) and the German Federal Ministry for Economic Cooperation and Development (BMZ). The ILO and the IOM implement four (SO1, SO2, SO3 and SO5) of its five Specific Objectives (see below) on funding from the European Union only through Agreement T05 - EUTF-NOA-REG-06.

THAMM proposes to approach labour migration holistically, in terms of both technical dimensions (governance frameworks, skills recognition and qualification, statistical data and information systems) and end beneficiaries (integration of foreign workers into labour markets and assistance to national workers seeking employment abroad).

The programme aims to improve 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 THAMM Programme builds on the experience of the implementation institutions in North Africa and beyond to foster mutually beneficial migration and mobility for North African countries. The programme addresses both the South-North and the South-South dimensions of labour migration and mobility through regional dialogue and cooperation. Planned over 36 months, it covers three countries: Egypt, Morocco and Tunisia and is inclusive of and open to other North Africa countries for sub-regional activities.

In addition, THAMM is aligned with existing policy frameworks at the global level (Sustainable Development Goals, Global Compact for Safe, Orderly and Regular Migration), regional (African Union Migration Policy Framework and Africa Plan of Action 2018-2030) and builds on the recommendations of national stakeholders gathered in the consultation phase and during national programming workshops.

Final beneficiaries of the programme are citizens of North African countries in working age, prone to seek job opportunities (abroad or in their country), and migrants working in North Africa.

The Overall Objective of the programme is to foster mutually beneficial legal migration and mobility and is achieved through the following specific objectives:

- SO 1: Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility are progressively established across the North African countries;
- SO 2: Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved;

- SO 3: Migration related knowledge and data management in the field of legal migration and mobility is improved;
- SO 4: Mobility-schemes are established and/or improved (Not implemented under the IOM/ILO Agreement);
- SO 5: Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job placement, is improved.

Implementation strategy of the project

The project is implemented in three countries (Egypt, Morocco, Tunisia) and has regional activities, all under a single logical framework. The ILO-IOM implementation agreement is distinct from other THAMM implementation agreements for GIZ, ENABEL and OFII. The ILO-IOM implementation agreement, which this evaluation focuses on, is implemented thanks to separate ILO and IOM teams at regional and national level. The budget is shared equally between ILO and IOM.

Project management arrangement

ILO and IOM agreed to base their project managers in Rabat, Morocco before project inception. The implementation agreement is subject to a UN-to-UN agreement which allows ILO to channel the funds received from the donor to the IOM as per the implementation agreement conditions.

The THAMM programme (all implementation agreements) comes under the same Steering Committee structure (at regional level, coordinated by DG NEAR) and national governance structures, specific to each country. The national structures have Terms of reference which can be shared. All implementation agreements also share a single communications and visibility plan.

Evaluation background

ILO considers project evaluations as an integral part of the implementation of development cooperation activities. The evaluations are developed for project accountability, management, learning and to support the knowledge base. The final independent evaluation is co-managed by two evaluation managers: one from ILO and the other one from IOM and implemented by a team of at least two independent evaluators.

This evaluation will be carried by a team of at least two consultants: an international consultant (team leader) and one locally recruited consultant per country (team member).

It should be conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

Finally, the evaluator must follow the IOM Data Protection Principles, UNEG norms and standards for evaluation, and relevant ethical guidelines. The final independent evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO and IOM's evaluation procedures. The evaluation will follow all relevant evaluation guidelines and checklist from ILO and IOM Evaluation Offices to be provided at the start of the inception phase. All deliverables should be approved by the evaluation managers.

EVALUATION PURPOSE AND SCOPE

The purpose of this independent final evaluation is to provide an independent assessment of the progress to date, through an analysis of relevance, effectiveness, efficiency, and orientation to impact of the project.

Specific objectives are as follows:

- To assess the relevance and coherence of project's design regarding countries' needs and how the project is perceived and valued by project beneficiaries and partners;
- Identify the contributions of the project to the SDGs, the country's UNDAF (add the period) and DWCPs (add the period), the ILO and IOM objectives and its synergy with other projects and programs in both countries;
- Document implementation of recommendations from the mid-term evaluation;
- Analyse the extent of achievements of outputs, outcomes and impact and implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes and impacts; including unexpected results and factors affecting project implementation (positively and negatively);
- Review the institutional set-up, capacity for project implementation and coordination mechanisms;
- Identify lessons learnt and potential good practices for the tripartite constituents, stakeholders and partners, especially regarding models of interventions that can be applied further ; and
- Provide strategic recommendations for the different tripartite constituents, stakeholders and partners to promote sustainability and support further development of the project outcomes for this and similar projects and interventions.

Evaluation findings will be used by the two implementing organizations to fulfil their contractual obligations vis-à-vis the funding entity, to improve their development cooperation efficiency in future projects, and to share good practice among development cooperation partners.

EVALUATION SCOPE

The independent final evaluation will cover the three current THAMM implementation countries, namely Morocco, Tunisia and Egypt, as well as regional level interventions, and both implementing agencies, the IOM and ILO. It will look at the work completed over the full duration of the programme, from November 2019 until the beginning of September 2023.

The evaluation should help to understand whether the project has reached its objectives and delivered on the specific results defined in the logical framework. It will assess what the project's overall impact has been in each of the respective countries and at the regional level of intervention.

The target audience of this independent final evaluation is:

- Implementing agencies (ILO and IOM) at country level and regional level;

- Stakeholders at county level (governmental and non-governmental actors, social partners);
- Donor (DG NEAR).

EVALUATION CRITERIA AND QUESTIONS

The independent final evaluation should look at the relevance, effectiveness, coherence, sustainability and impact of the THAMM programme. The list of questions below is indicative and should be reviewed with the evaluation managers during the inception phase:

The evaluation questions should integrate gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process. Furthermore, it should pay attention to issues related to social dialogue and tripartism, international labour standards and a fair transition on environment issues. Moreover, the impact of the COVID-19 in the completion of the project will be taken into account. All these aspects should be reflected in the evaluation questions to be finalized at the Inception report.

Relevance:

- To what extent do the intended specific outcomes and immediate objectives continue to meet the needs of final beneficiaries?
- To what extent do the intended specific outcomes and immediate objectives continue to meet the priorities of the main programme partners (government institutions and social partners including employers and workers organizations)?
- Is the programme well aligned with the current policies and administrative systems of the host-countries at national and regional levels frameworks such as those of ILO and IOM?
- Are activities and outputs tailored to local needs and to the requirements of ownership and accountability?
- Have key stakeholders (including employers and workers organizations) participated in the project design and implementation, how?
- Does the programme theory of change present a technically adequate solution to the development problem at hand in terms of link of project outputs, outcomes and impact and its links to external factors.?
- Have the programme assumptions held true? Were some critical assumptions missed?
- Is the programme working with the right partners to meet the intended outcomes?
- Has the project integrated gender equality, disability inclusion and COVID19 resilience.
- To what extent has the project integrated the cross-cutting themes in the design?

Coherence:

- To what extent does the programme seek and effectively create synergies with other interventions within the agencies and countries?
- Is the programme consistent with SDGs 8.8 and 10.7; the Valetta Action Plan domain 2; the EUTF Strategic Objective 3 and EUTF North of Africa Strategic Objective 2 and countries UNDSFs and DWCPs ILO and IOM own outcomes (e.g. P&B)?

Effectiveness:

- To what extent is the programme reaching its intended outputs and immediate outcomes?
- Have unintended results of the project been identified?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets? Has the project been successful in addressing these obstacles and how? How did they affect the overall effectiveness of the project? What is the assessment regarding the quality of the project outputs?
- Are gender equality and disability inclusion effectively integrated in planning and implementation of the programme?
- How effectively are the project results being monitored? Is the monitoring and evaluation system results-based and facilitates an adaptive management and learning?
- To what extent has the project management and governance structure put in place worked strategically with IOM and ILO tripartite constituents and stakeholders and partners in the project, to achieve project goals and objectives?
- Do government and non-government partners perceive their access to resources, including skills and knowledge building, availability of expertise and technical support, enhanced as a result of the programme?
- Do partners perceive the resources offered by the programme effective in supporting the achievement of intended programme objectives?
- What is the assessment regarding how the project management has managed the contextual and institutional risks and assumptions (external factors to the project)?
- To what extent is the COVID-19 pandemic influencing project results and effectiveness and how has the project addressed this influence? Has it been ready to adapt to changes for at least some time from now-on?
- Does the (adapted) intervention models used in the project suggest intervention models for similar crisis to COVID 19- response?

Efficiency:

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and specially outcomes? If not, why and which measures taken to work towards achievement of project outcomes and impact?
- What measures have been put in place to ensure a good management of programme resources?
- Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?
- How has the programme management adapted to the restrictions imposed by the global COVID-19 pandemic to continue to respond to implementation needs?

Impact:

- To what extent has the programme been able to influence the integration of labour migration concerns in the priorities and strategies of policymakers and national partners?
- What are the most significant, expected or unexpected, positive and negative changes observed as a result of the programme at institutional and final beneficiaries levels so far?
- What do stakeholders perceive to be the major changes linked to the project contribution on themselves and their institutions?

- Is the project contributing to expansion of the knowledge base and building evidence regarding the project outcomes and impacts?

Sustainability:

- To what extent did host-country stakeholders participate in the planning and steering of the priorities and activities of the programme?
- Is the programme supported by government institutions and well-integrated with local sociopolitical and cultural conditions?
- Can the types of changes sought by the programme intervention be maintained by partners when donor support is withdrawn? Which are the gaps?
- To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?
- How has the sustainability approach of the project been affected, or could be affected, by the Covid-19 situation in the context of the national responses?
- Has the project developed and implemented any exit strategy?

Cross-cutting themes

- Within the project's thematic area, what were the facilitating and limiting factors in project's contribution/potential contribution to gender equality and non-discrimination?
- Has the project taken into account tripartism, social dialogue, international labour standards and a fair transition to environmental sustainability in its design and implementation?
- Is the project respecting/addressing youth needs/problems?
- Did the project promote a human rights-based approach to migration?
- Have the communication and visibility actions been implemented in an appropriate manner?

EVALUATION METHODOLOGY

The evaluation should begin with a programme documents review. IOM and ILO will provide the necessary documentation, including the approved programme proposal; work plans; activity and project reports, M&E tools and monitoring data collected, financial data and relevant correspondence. Data collection shall be done using email, online questionnaires, calls and video interviews with programme staff and stakeholders. In addition, field visits and face-to-face interviews will complement the approach. An indicative list of persons to be interviewed will be prepared by the THAMM Team in consultation with the evaluator.

The evaluation team will be expected to develop a more detailed evaluation methodology at the inception phase to explain how the various criteria will be addressed, using a mixed methodology, including triangulation to increase the validity and rigor of the evaluation findings, engaging with tripartite constituents, stakeholders and partners of the project, as much as feasible, at all levels during the data collection and reporting phases.

The ILO and IOM adhere to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the consultant in consultation with the Evaluation Managers.

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions. The desk review will include briefing interviews with the project team and the donor.

At the data collection phase interviews with project staff, tripartite constituents, stakeholders and partners will be conducted. An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Managers.

A virtual stakeholders' workshop will be organized at the end of the data collection period, with participation from key stakeholders, ILO and IOM staff and partners. This is an opportunity to present the preliminary findings, invite the participants to validate them and fill in any data gaps. A compilation of a draft evaluation report will follow (see below deliverables for details). The draft will be subject of a methodological review by the evaluation managers, and upon the necessary adjustments, it will be circulated among the key stakeholders. Subsequently, the evaluation managers will consolidate any written the comments and provide to the evaluator - who will develop the final version of the report, addressing the comments - or explain the reason for not addressing the comments, if that would be the case.

EVALUATION DELIVERABLES AND MANAGEMENT

The deliverables of the evaluation are:

- An **inception report** that outlines clearly the evaluation approach and tools to be used. The inception report must also include an evaluation matrix which includes the methodology to be used, indicators, evaluation questions and detailed work plan. Template will be discussed with the consultant. The inception report will:
 - Describe the conceptual framework that will be used to undertake the evaluation;
 - Elaborate the methodology proposed in the TOR with changes as required;
 - Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions, (emphasizing triangulation as much as possible) data collection methods, and purposive sampling
 - Selection criteria for individuals for interviews (as much as possible should include men youth and women);
 - Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;

- Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions;
- Set out the agenda for the stakeholders workshop;
- Set out outline for the final evaluation report;
- Interview guides and other data collection tools

The inception report should be approved by the evaluation managers before proceeding to the data collection.

- A **maximum of 30-page long draft evaluation report** in English and without annexes (including an executive summary and outlining the progress of the project indicators, data sources and findings of the evaluation, good practices, lessons learnt, missed opportunities, strengths and failures, gaps and challenges on the design, management and implementation of the project). The draft of the report will be presented to the evaluation managers to collect comments and inputs from the key stakeholders, after which the evaluator will finalize the report and submit the final evaluation report to ILO and IOM. Evaluation report outline:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms and abbreviations
- Context and description of the project including reported key reported results
- Methodology and limitations
- Findings (this section's content should be organized around evaluation criterion and questions), including a table showing output and outcome level results through indicators and targets planned and achieved and comments on each one.
- Conclusions
- Recommendations (i.e. for the different key stakeholders and project partners), indicating per each one priority, timeframe and level of resources required.

Suggested:

maximum 8-10 recommendations in

total). ◦ Lessons learned and good practices

- Annexes:
 - TOR
 - List of persons consulted
 - Schedule of work (briefings, data collection, interviews, field visits, workshop/s)
 - Documents consulted
 - Evaluation matrix
 - Data collection tools
 - Logical framework analysis matrix
 - Lessons learned

- Emerging good practices
- A **final evaluation report** that reflects comments/feedback from stakeholders consolidates by the evaluation managers as well as annexes to include electronic copies of raw data, copies of the data collection tools, the list of staff and stakeholders interviewed or organizations included in surveys. Report submission shall be followed by a **briefing session** to present findings and recommendations shall be schedule with the THAMM team to closer to the date.
- A **two-page evaluation brief** in English, French and Arabic in ILO and IOM formats.

The evaluation will be jointly managed by the ILO and the IOM; this joint management structure will consist of two evaluation managers representing ILO and IOM. IOM will manage the evaluation administratively, but all deliverables will be approved by both evaluation managers.

TIMELINE

The evaluation should take approximately 8 weeks at most and begin on the 15 July 2023 at the latest. Evaluation findings shall be integrated in the project final report and therefore the deadline for the submission of the draft report is inflexible. The evaluation will be home-based with in person interaction only if feasible depending on possibilities between the three countries with the budget amount approved for Evaluation.

The following is a tentative timeline for the implementation of the evaluation:

Activity	Responsibility	Timeline
TORs publications and deadline for applications	IOM-ILO	Mid July
Kick off meeting	IOM- ILO	First half of august
Inception Report	Consultant	End of August
Data collection	Consultant , (IOM, ILO -Monitoring	September
Virtual Validation meeting	Consultant, IOM, ILO	End of September
Draft Report	Consultant	First week of October
Final report along with evaluation brief	Consultant	Mid- end of October
Translation in Arabic, French	IOM	On-going with deliverables

Specific deadlines are as follows:

Key activity	Deadline
Selection process	17 July 2023
Contract in place	30 July 2023

Desk-based documents review & consultations	10 August 2023
Inception report submission	25 August 2023
Feedback from ILO and IOM on inception report	30 August 2023
Data collection and analysis	20 September 2023
Virtual stakeholders workshop to present preliminary results	12 October 2023
Draft report submission	15 October 2023
Translation of draft report in FR and AR and circulation to national partners for comments	22 October 2023
Final report including comments from all partners and evaluation brief submitted back to ILO/IOM	30 October 2023
Translation into FR and AR of final version	Early November 2023

EVALUATION BUDGET AND PAYMENT

The evaluation fee is all-inclusive. The financial proposal should include the evaluator's daily rate and a breakdown of the number of days for each of the tasks planned under the methodology. If travel should be envisaged for the international consultant, all costs related to flights, hotel accommodation, evaluation field trips to project implementation sites and any other cost associated with a field evaluation should be indicated as a separate item. Disbursement of the evaluation consultancy fees will be paid upon satisfactory submission and approval by ILO and IOM of agreed deliverables.

All translation activities and costs to be borne separately by IOM THAMM.

REQUIRED QUALIFICATIONS

The evaluation team is expected to have the following minimum qualifications and experience:

- Minimum master's degree in social research and/or evaluation methods, social science, Development studies, or similar disciplines;
- Minimum of 7 years of experience in evaluating development programmes or initiatives including Theory of change approach on evaluation, Human Rights Based Approach programming, and Results Based Management;
- Demonstrated knowledge of the Middle East and North Africa (MENA) and familiarity with labour migration issues;
- Knowledge of ILO's roles and mandate and its tripartite structure, and IOM's roles and mandate

- Strong background in local economic and enterprise development as well as Fluency in English and French is required, working knowledge of Arabic is an advantage;
- Demonstrated skills and experience in quantitative and qualitative data collection and related technical and analytical report writing;
- Strong conceptual, analytical and communicational abilities;
- Demonstrated ability to deliver quality assignments under tight timeframes and managing a multi-country evaluation remotely.

APPLICATION PROCEDURE

Qualified interested candidates or teams should submit their proposal (maximum 10 pages excluding CVs), including:

- Detailed CVs with a short motivation letter;
- Technical offer describing in detail the approach and methodologies for the assignment;
- Financial offer including estimated working days for above-mentioned deliverables and daily rate;
- A recent evaluation report example.
- Two references of clients (mails and phone to be potentially contacted).

The proposal shall be submitted by email to algerprocurement@ilo.org no later than 10 July 2023 at midnight (GMT+1). Please mention in the title of the email "THAMM Evaluation".

Only the shortlisted candidates will be called for an interview. (Tentative interview date: 17 July 2023)

Annex 2 – Evaluation questions matrix, including data collection instruments.

Main question	SUB-QUESTIONS	Methods	Indicators
1. Did the programme continue to address the most important gaps in labour migration governance in the region?	1.1. Did the intended outcomes and objectives continue to address the most important gaps in labour migration governance in the region?	<ul style="list-style-type: none"> - Desk research on gaps and needs to improve labour migration governance in the three countries - Desk research on project objectives - Interviews with programme staff and stakeholders 	<p>Alignment between main challenges identified and project objectives.</p> <p>Examples of the project adapting to changes in the gaps to improve labour migration.</p> <p>Stakeholders' perceptions on the relevance of the programme towards key challenges of labour migration governance.</p> <p>Confirmation of implementing staff that the project was flexible to approach gaps in labour migration governance.</p>
	1.2. Is the project ToC technically sound, considering how the project's actions lead to results and long-term change, as well as accounting for external factors?	<ul style="list-style-type: none"> - Desk research on programme implementation reports 	<p>Examples of effective linkages between project objectives and actions, impacts, results, and outputs.</p>
2. Did the programme continue to address the needs and priorities of its partners?	2.1. Did the intended outcomes and objectives continue to meet the needs of governments?	<ul style="list-style-type: none"> - Desk research on the main difficulties and resource gaps in each country concerning employment and labour migration - Interviews with programme staff and government officials - Survey 	<p>Alignment between main challenges identified and project objectives.</p> <p>Examples of the project adapting to changes in the needs of government.</p> <p>Stakeholders' perceptions on the relevance of the programme towards key challenges faced by the governments.</p>
	2.2. Did the governments participate in the project design and steering of the priorities and activities of the programme?	<ul style="list-style-type: none"> - Interviews with programme staff and government officials 	<p>Governments' perceptions of their involvement in the project design.</p> <p>Examples of governments' contribution to the design and implementation.</p>
	2.3. Did the intended outcomes and objectives continue to meet the	<ul style="list-style-type: none"> - Desk research on the most pressing needs of the employers and 	<p>Alignment between main challenges identified and project objectives.</p>

	needs of partners (including employers and workers organisations)?	<p>workers in the three countries</p> <ul style="list-style-type: none"> - Interviews with programme staff and representatives of employer and workers' organisations - Survey 	<p>Examples of the project adapting to changes in the needs of partners.</p> <p>Stakeholders' perceptions on the relevance of the programme towards key challenges faced by the partners.</p>
	2.4. Did partners (including employers and workers organizations) participate in the project design and implementation?	<ul style="list-style-type: none"> - Interviews with programme staff and partners 	<p>Partners' perception of their involvement in the project design and implementation.</p> <p>Examples of partners' contributions to the design and implementation.</p>
	2.5. Are activities and outputs suitable to elicit ownership and accountability of key stakeholders?	<ul style="list-style-type: none"> - Interviews with programme staff and key stakeholders (especially government officials) - Survey 	<p>Staff's perception of the suitability of actions taken to elicit ownership.</p> <p>Stakeholders' perceptions on whether and how project activities contributed to their ownership and accountability.</p> <p>Percentage of stakeholders who believe the activities were suitable for eliciting ownership and accountability.</p>
3. Did the activities and objectives address cross-cutting needs?	3.1. Did the project design consider specific gender needs?	<ul style="list-style-type: none"> - Desk research on project documents - Interviews with programme staff - Survey 	<p>Extent to which interview and survey respondents indicate that the programme was sensitive to specific gender needs and needs of people with disabilities.</p> <p>Extent to which programme documents include specific information on these aspects.</p> <p>Examples/lack of examples of gender needs or needs of people with disabilities addressed.</p>
	3.2. Were the project activities and objectives	<ul style="list-style-type: none"> - Desk research on project documents 	<p>Extent to which interview and survey respondents</p>

	suitable to support COVID-19 resilience of countries?	<ul style="list-style-type: none"> - Interviews with programme staff and key stakeholders (especially government officials) 	<p>indicate that the programme addressed specific COVID-19 resilience needs (system resilience).</p> <p>Examples/lack of examples specific information on COVID-19 resilience needs of the programme (system resilience).</p>
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Main question	sub-questions	Methods	Indicators
1. To what extent did the programme align with other work of IOM and ILO?	1.1. To what extent did the programme contribute to IOMs and ILOs mandates and overall objectives?	<ul style="list-style-type: none"> - Interviews with programme staff - Desk research on IOMs and ILOs objectives and priorities - Desk research on the programme's objectives 	<p>Extent to which the programme objectives aligned with IOMs and ILOs overall regional and global objectives</p> <p>Perceptions of the interviewees on alignment of the THAMM with global and regional IOM and ILO priorities</p>
	1.2. To what extent did the programme complement and sought synergies with other IOM and ILO projects in the region connected to labour migration? (e.g., ILO projects: AMEM, FAIR II, FAIRWAY, JLMP, IOM project "Safeguarding workers on the move in the MENA region")	<ul style="list-style-type: none"> - Interviews with programme staff - Interviews with EU and international partners - Review of other IOM and ILO initiatives 	<p>Extent to which staff perceive that THAMM complements other projects from IOM and ILO</p> <p>Examples/lack of examples of synergies achieved with other IOM and ILO projects</p> <p>Examples of coordination between THAMM and IOM and ILO interventions (including regarding COVID-19 responses)</p>
	1.3. To what extent did the programme overlap with other IOM and ILO projects in the region? (e.g., ILO projects: AMEM, FAIR II, FAIRWAY, JLMP, IOM project "Safeguarding workers on the move in the MENA region")	<ul style="list-style-type: none"> - Interviews with programme staff - Interviews with EU and international partners - Review of other IOM and ILO initiatives 	<p>Extent to which interviewees perceive that IOMs and ILOs projects overlap each other.</p> <p>Extent to which other IOM and ILO projects in the region have similar objectives and activities</p>
2. To what extent did the project align with non-	2.1. To what extent did the programme seek complementarity and sought synergies with	<ul style="list-style-type: none"> - Interviews with programme staff 	Extent to which interviewees perceive that IOM and ILO aimed to

IOM/ILO initiatives in the region?	initiatives of other organisations in the region? (e.g., “LEMMA, together for mobility”, ProGreS Tunisia, “Enhancing the Response to the Migration Challenges”, etc.)	<ul style="list-style-type: none"> - Interviews with EU and international partners - Desk review (programme reports) 	align the programme with other regional initiatives. Examples provided of coordination between IOM, ILO and other actors Examples of synergies achieved with other initiatives
	2.2. To what extent did the programme overlap with initiatives of other organisations in the region? (e.g., “LEMMA, together for mobility”, ProGreS Tunisia, “Enhancing the Response to the Migration Challenges”, etc.)	<ul style="list-style-type: none"> - Interviews with IOM and ILO staff - Interviews with EU and international partners - Review of regional initiatives 	Extent to which interviewees perceive that the programme overlapped with activities of other organisations in the region. Examples/lack of examples of overlaps with other labour migration projects in the region
	2.3. To what extent did the programme align with national-level strategies and initiatives?	<ul style="list-style-type: none"> - Interviews with programme staff - Interviews with national-level stakeholders (government officials) - Desk research on existing labour migration policies and frameworks 	Extent to which interviewees (government officials) perceive that the programme contributed to country strategies and objectives. Extent to which THAMM objectives and activities contribute to objectives listed in strategic and policy documents
	2.4. To what extent did the programme align with the international strategies, action plans and SDGs on labour migration (i.e., The Valetta Action Plan, SDG 8.8 and 10.7, EUTF Strategic objectives, UNDSFCs and DWCPs, IOM country and regional strategies)?	<ul style="list-style-type: none"> - Interviews with programme staff - Interviews with national-level stakeholders - Desk research on the programme’s objectives and international strategies 	Extent to which interviewees perceive that the programme aligned with international strategies and goals on labour migration. Extent to which THAMM objectives and activities align with international strategies on labour migration
	2.5. To what extent did the programme take into account tripartism, social dialogue, international labour standards and fair transition to environmental sustainability in its design and implementation?	<ul style="list-style-type: none"> - Interviews with programme staff - Interviews with national-level stakeholders - Desk research on the programme’s objectives and international strategies 	Extent to which interviewees perceive that programme took into account tripartism, social dialogue, international labour standards and fair transition to environmental sustainability.

			Extent to which THAMM objectives and activities align with principles of tripartism, social dialogue, international labour standards, fair transition, environmental sustainability.
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Main question	sub-questions	Methods	Indicators
1. To what extent did the programme achieve its outputs?	1.1. To what extent did the programme achieve its foreseen outputs?	<ul style="list-style-type: none"> - Desk research on project documentation, indicators, and log frames - Interviews with programme staff 	# Targets achieved # Outputs implemented Perceived success of the project in achieving its outputs.
	1.2. To what extent did internal and external factors hinder the achievement of outputs?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interviews with programme staff 	Most commonly listed challenges to the project implementation, in project documentation and by informants.
2. To what extent did the programme achieve its immediate outcomes?	2.1. To what extent do government authorities have the capacity to mainstream labour migration in employment and educational / vocational training policies? To what extent did they strengthen policy coherence?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Desk research on countries' policy innovations - Interviews with programme staff and government officials 	Examples/lack of examples of successfully incorporating labour migration perspectives to other policy areas. Examples/lack of examples of incorporating new tools to analyse coherence between labour migration and other policy areas. Examples/lack of examples of achieving policy coherence (among labour migration policy, education and vocational policy). Examples/lack of examples of institutional mechanisms established to ensure policy coherence. Perception of government officials of their capacity to mainstream labour

			migration perspective and achieve policy coherence.
	2.2. To what extent do key stakeholders have an increased understanding of issues related to fair and ethical recruitment of migrants?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and stakeholders (government officials and partners) - Survey 	<p>Perception of increased understanding of fair and ethical recruitment of migrants among partners.</p> <p>Percentage of people self-reporting increased understanding on fair and ethical recruitment.</p>
	2.3. To what extent do relevant institutions have increased capacity to support national frameworks or regional agreements related to fair and ethical recruitment?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and stakeholders (government officials and partners) - Survey 	<p>Examples/lack of examples of unfulfilled capacity needs (of ministries, national agencies, recruitment agencies) to support fair and ethical recruitment.</p> <p>Examples/lack of examples of applying knowledge and skills acquired to support fair and ethical recruitment.</p> <p>Perception of representatives (including respondents) on their capacities to support fair and ethical recruitment.</p>
	2.4. How effective are official systems (e.g., ANAPEC, ANETI, OTE) in helping migrants find opportunities and informing them before departure?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and key stakeholders (government officials) - Survey 	<p>Examples/lack of examples of functionalities of officials' systems to support labour migrants in finding opportunities and pre-departure information.</p> <p>Perception of key stakeholders (including survey respondents) on the performance of official systems and their capacities.</p>
	2.5. To what extent can national education authorities (in North Africa) successfully execute skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Desk review of countries' skills development, assessment, and certification policies 	<p>Examples/lack of examples of institutions using enhanced tools for skills management policies.</p> <p>Examples/lack of examples of improved skills management policies.</p> <p>Perception of key stakeholders (including survey respondents) on the</p>

		<ul style="list-style-type: none"> - Interview with programme staff and key stakeholders (government officials) - Survey 	improvement of skills development, assessment, and certification policies.
	2.6. To what extent can relevant institutions (in North Africa) produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and key stakeholders (government officials) - Survey 	<p>Examples/lack of examples of improved capacity to collect and analyse data according to ILO standards.</p> <p>Perception of key stakeholders (including survey respondents) on their capacity to collect and analyse data according to international labour statistics standards.</p>
	2.7. To what extent can relevant institutions (in North Africa, e.g., OTE) use demographic and labour market data to address gaps in (their or partner countries') labour market?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and key stakeholders (government officials) - Survey 	<p>Examples/lack of examples of ability to address labour market gaps, and preliminary initiatives found for skills mobility.</p> <p>Perception of key stakeholders (including survey respondents) on their ability to address labour market gaps.</p>
	2.8. To what extent do national institutions (in North Africa) have enough resources to promote South-South (regional) cooperation in labour mobility?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and key stakeholders (government officials and constituents) 	<p>Examples/lack of examples of South-South cooperations.</p> <p>Examples/lack of examples of cooperation mechanisms established.</p> <p>Perception of key stakeholders on their contribution to and capacity for improved South-South cooperation.</p>
3. What factors affected programme implementation?	3.1. What factors contributed to the achievement of outcomes?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and key stakeholders 	Most commonly listed factors supporting the project implementation, in project documentation and by informants
	3.2. To what extent did the COVID-19 pandemic influence programme outcomes and results?	<ul style="list-style-type: none"> - Desk research on project implementation reports 	Examples/lack of examples of how COVID-19 affected the programme outcomes and results in the

		<ul style="list-style-type: none"> - Interview with programme staff and key stakeholders 	documentation and interviews.
	3.3. What other factors hindered the achievement of outcomes?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff and with key stakeholders 	Most commonly listed challenges to the project implementation, in project documentation and by respondents
4. How well did the programme adapt to risks and challenges?	4.1. How has the programme mitigated and adapted to external factors (e.g., institutional risks and assumptions)?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff 	Examples/lack of examples of good practices of the programme staff to adopt to challenges.
	4.2. How has the programme adapted specifically to the COVID-19 pandemic?	<ul style="list-style-type: none"> - Desk research on project implementation reports - Interview with programme staff 	Examples/lack of examples of good practices of the programme staff to adopt to challenges.
5. To what extent are cross-cutting concerns effectively integrated into the programme?	5.1. To what extent did the programme effectively integrate gender equality (and disability inclusion) into its design and implementation?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Examples/lack of outcomes/plans positively affecting women or supporting gender equality (and disability inclusion) mentioned by programme implementation reports and informants
	5.2. To what extent did factors facilitate or hinder the programme's contribution to gender equality (and disability inclusion)?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Most commonly cited examples of factors hindering the programme's contribution to gender equality (and disability inclusion) by programme implementation reports and informants
	5.3. To what extent did the programme effectively integrate social dialogue and tripartism into its design and implementation?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Examples/lack of examples of signs of successful collaboration with constituents.

	5.4. To what extent did factors facilitate or hinder the programme's contribution to social dialogue and tripartism?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Most commonly cited examples of factors hindering the programme's contribution to tripartism and social dialogue by programme implementation reports and informants
6. To what extent did the programme management structure work effectively?	6.1. To what extent did the programme management structure effectively engage with tripartite constituents?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff - Interview with key stakeholders 	Perception of staff and constituents on the programme management's effect on constituents' engagement.
	6.2. To what extent did the programme management structure allow for effective cooperation between implementing partners?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Perception of programme staff of implementing partners on the effectiveness of the programme management.
	6.3. Have the communication and visibility actions been implemented in an appropriate manner?	<ul style="list-style-type: none"> - Desk research on programme implementation reports - Interview with programme staff 	Extent to which the communication and visibility strategy was effectively implemented according to interviews and programme documentation.
Main question	sub-questions	Methods	Indicators
1. To what extent was there enough resource available to achieve outcomes?	1.1. To what extent was there enough financial and human resources available to achieve the outcomes?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports - Interviews with programme staff 	<p>Signs/lack of signs for resource needs indicated in the programme documents or noted by informants.</p> <p>Extent to which participants believe the financial and human resources were sufficient/insufficient.</p>
	1.2. To what extent did the programme staff have enough expertise to achieve the outcomes?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports - Interviews with programme staff and key stakeholders (especially government officials) 	<p>Sings/lack of signs of insufficient expertise of programme staff in the programme documents or noted by informants.</p> <p>Extent to which participants believe the programme</p>

			staff had enough/lacked expertise.
2. To what extent was the implementation cost-effective?	2.1. To what extent were the achieved outcomes proportional to the budget used?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports 	<p>Comparison of programme objectives, baselines, and the budget available for the implementation.</p> <p>Comparison of budget executed (%) and targets reached.</p>
	2.2. To what extent did the programme management support cost-effective implementation?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports - Interviews with programme staff 	<p>Examples/lack of examples of cost-saving activities.</p> <p>Examples/lack of examples of inefficiently implemented activities.</p> <p>Examples/lack of examples of improved/deteriorated efficiency during the implementation.</p>
	2.3. To what extent was the programme implemented in a timely manner?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports 	Comparison of realised and planned timeline.
3. How well did the monitoring support the implementation?	3.1. To what extent was there a results-based monitoring mechanism established?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports - Interviews with programme staff 	<p>Examples/lack of examples of result-based monitoring.</p> <p>Confirmation of staff of presence of monitoring.</p>
	3.2. To what extent did monitoring contribute to efficient management?	<ul style="list-style-type: none"> - Desk research on budgetary information and programme implementation reports - Interviews with programme staff 	<p>Examples/lack of examples of the effect of monitoring on management.</p> <p>Perception of the programme staff on the effect of monitoring on management.</p>
Main question	sub-questions	Methods	Indicators
1. What initial signs of impact have become visible?	1.1. To what extent are there initial signs of (impact on) mainstreaming labour migration integration into the priorities and strategies of policymakers and national partners, and enhancing the institutional and regulatory frameworks in labour migration?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Desk research of countries' policy frameworks. - Interviews with programme staff; - Interviews with stakeholders. 	<p>Extent to which respondents perceive (progress towards) integration of labour migration to policies and political priorities.</p> <p>Examples of labour migration integration in policy documents.</p> <p>Extent to which respondents perceive an improved institutional and regulatory framework, and</p>

			the extent to which this is supported by desk research.
	1.2. To what extent are there initial signs of (impact on) improved integration of labour migrants (or progress towards improved integration) in terms of skills assessment and qualification?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders. - Surveys 	<p>Extent to which respondents perceive (progress towards) improved labour migrant integration (outcomes)</p> <p>Examples of improved labour migrant integration listed in programme documents</p> <p>% respondents who believe trainings on skills assessment, qualification tools and studies improved processes</p>
	1.3. To what extent are there initial signs of (impact on) the expansion of knowledge and evidence base and migration related knowledge management?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders. - Surveys 	<p>Extent to which respondents perceive (progress towards) evidence-based policymaking.</p> <p>Examples of the use of knowledge and evidence to support political decisions.</p> <p>% respondents who believe that data tools and studies improved processes</p>
	1.4. To what extent are there initial signs of (impact on) improved cooperation on fair and ethical recruitment?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders (partners and government officials) - Surveys 	<p>Extent to which respondents and informants perceive (progress towards) improved cooperation on fair and ethical recruitment</p> <p>Examples of improved cooperation on fair and ethical recruitment listed in programme documents</p> <p>% respondents who fair and ethical recruitment training and studies improved processes</p>
	1.5. Are there any positive or negative unexpected impacts on project beneficiaries, institutions and stakeholders?	<ul style="list-style-type: none"> - Desk research of programme documentation. - Interviews with programme staff. - Interviews with stakeholders. 	Examples of unexpected impact, listed by respondents and/or mentioned in programme implementation documents.

2. What are the enablers and barriers to impact?	2.1. What were the main enablers and barriers to the programme's impact?	<ul style="list-style-type: none"> - Desk research of programme documentation. - Interviews with programme staff. - Interviews with stakeholders. 	Examples of main enablers and barriers to impact, listed by respondents and listed in programme documents.
3. What are the initial signs of impact on international priorities?	3.1. To what extent have outcomes and initial (signs of) impact contributed to the SDGs?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders. 	<p>Extent to which respondents perceive (progress towards) the objectives of the SDG.</p> <p>Examples of progress towards the SDG listed in the programme documents.</p>
	3.2. To what extent have outcomes and initial (signs of) impact contributed to gender equality and non-discrimination?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders. 	<p>Extent to which respondents perceive (progress towards) gender equality and non-discrimination.</p> <p>Examples of progress towards more gender equal and non-discriminatory labour migration policy</p> <p>Examples of facilitating/limiting factors in project's (potential) contribution to gender equality and non-discrimination.</p>
	3.3. To what extent have outcomes and initial (signs of) impact contributed to the promotion of a human rights-based approach to migration?	<ul style="list-style-type: none"> - Desk research of programme documentation; - Interviews with programme staff; - Interviews with stakeholders. 	<p>Extent to which respondents perceive (progress towards) human rights-based approach to migration.</p> <p>Examples of promotion of human rights-based approach to migration.</p>
Main question	sub-questions	Methods	Indicators
1. To what extent are key stakeholders capable of sustaining the results?	1.1. To what extent the programme is integrated with local institutional, socio-political and cultural conditions?	<ul style="list-style-type: none"> - Interview with IOM, ILO staff - Interviews with governments and other stakeholders 	o which governments and other stakeholders perceive the programme's integration in country's institutional, socio-political and cultural conditions.
	1.2. To what extent do governments demonstrate ownership and capacity to continue the project's results?	<ul style="list-style-type: none"> - Interview with IOM, ILO staff - Interviews with governments and other stakeholders - Survey 	o which governments and other stakeholders perceive they have sufficient ownership and capacity s of ownership, such as adoption of policies,

			establishing of assessment, certification and monitoring units, etc.
	1.3. To what extent will procedures, tools and processes put in place during the THAMM continue to be used to facilitate the integration of labour migrants?	<ul style="list-style-type: none"> - Interviews with IOM, ILO staff - Interviews with stakeholders - Desk research of the programme documentation - Survey 	<ul style="list-style-type: none"> o which procedures, processes and tools are sufficiently clear for independent use by stakeholders o which stakeholders were trained on the use of the tools, procedures and processes o which interviewees and survey respondents believe that the processes, procedures and tools will remain in place es of developed and implemented tools or plans (i.e., exit strategy) for smooth transition es/lack of examples of gaps in partners' capabilities or capacities to maintain results
2. What are the main enablers and barriers for sustainability?	2.1. What are the main enablers and opportunities for sustaining the programme's results?	<ul style="list-style-type: none"> - Interviews with IOM, ILO staff - Interviews with governments and other stakeholders 	ions and examples shared by respondents of the main opportunities for sustainability
	2.2. What are the main challenges and barriers for sustaining the programme's results (including COVID-19 responses)?	<ul style="list-style-type: none"> - Interviews with IOM, ILO staff - Interviews with governments and other stakeholders 	ges most commonly ranked by respondents and listed in programme documentation

Annex 3 – List of persons interviewed (see template below);

S.N.	Name	Organisation	Designation	Mode of interview
1	Abdelkader Mehadhebi	Union Générale Tunisienne du Travail (UGTT), Tunisia	Head Of The Migration Department	Face-to-face
2	Ahmed Messaoudi	Ministère de l'emploi et de la formation professionnelle - Direction générale du placement à l'étranger et de la main d'oeuvre étrangère, Tunisia	DG Du Placement A L'étranger Et De La Main D'œuvre Etrangère	Face-to-face
3	Alaaeddine Ben Tahar	L'Office des Tunisiens à l'Etranger (OTE), Tunisia	Director Of Social Affairs	Face-to-face
4	Tarek Lakhder	Caisse Nationale de Securitie Sociale (CNSS), Tunisia	Directeur Adjoint A La Direction De La Coopération Et Des Relations Internationales	Face-to-face
5	Zied Cherfi	Union tunisienne pour l'industrie le commerce et l'artisanat (UTICA), Tunisia	Administrateur À La DCS	Face-to-face
6	Chedli Beji	Conseil National de la Statistique (CNS), Tunisia	Secrétaire Général de l'Institut National de la Statistique	Face-to-face
7	Taoufik Ouled Ali	Agence Nationale pour l'Emploi et le Travail (ANETI), Tunisia	Director	Face-to-face
8	Anissa Chhimi	Agence Nationale pour l'Emploi et le Travail (ANETI), Tunisia	Statistics Department	Face-to-face
8	Ibtissem Ferjani	Agence Nationale pour l'Emploi et le Travail (ANETI), Tunisia	Competences Management Unit	Face-to-face
8	Lamia Riahi	Agence Nationale pour l'Emploi et le Travail (ANETI), Tunisia	Competences Management Unit	Face-to-face
9	Ali Serhani	Confederation Generale Des Entreprises Du Maroc (CGEM), Morocco	Business Leader And Head Of Headhunting	Face-to-face
10	Anouar Alaoui Ismaili	Agence nationale de promotion de l'emploi et des compétences (ANAPEC), Morocco	Central Director In Charge Of Communication, Cooperation And International Partnership And	Face-to-face

			Institutional Relations	
11	Samira El Faid	Agence nationale de promotion de l'emploi et des compétences (ANAPEC), Morocco	Services To Specific Populations	Face-to-face
12	Salima Bensalem	Agence nationale de promotion de l'emploi et des compétences (ANAPEC), Morocco	Head Of The International Placement Services Division	Face-to-face
13	Mohammed Mghari	Le Haut-Commissariat au Plan (HCP), Morocco	Regional Director Of Planning	Face-to-face
14	Hind Mouttou	Union Générale Des Travailleurs Du Maroc (UGMT), Morocco		Face-to-face
15	Saida Ouaid	Confédération Démocratique du Travail (CDT), Morocco	Head Of The Executive Office	Face-to-face
16	Nejjari Mhammed	Ministre de l'Inclusion Economique, de la Petite Entreprise, de l'Emploi et des Compétences (MIEPEEC), Morocco	Head of the Employment and Retention Division	Face-to-face
17	Neveen El Hussein	Ministry of Foreign Affairs, Egypt	Ambassador And Head Of International Relations And Partnerships	Face-to-face
18	Dr. Mervat Sabrin	Ministry of Social Solidarity, Egypt	Minister Of Social Solidarity Assistant	Face-to-face
19	Dr. Sohaier Metwally	Central Agency for Public Mobilization and Statistics, Egypt	Manager Of Qualitative Research Administration	Face-to-face
20	Ms Heba Farouk	Ministry of Higher Education and Scientific Research (MoHESR)	Director General Of The General Administration Of International Bodies And Organizations, Head Of The Working Group	Face-to-face
20	Lamia Abdullah	Ministry of Higher Education and Scientific Research (MoHESR)	Senior Translation Specialist	Face-to-face
20	Nermeen Rashad	Ministry of Higher Education and Scientific Research (MoHESR)	Senior Media Specialist	Face-to-face
21	Rasha Abdel Baset	Ministry of Labour (MoL), Egypt	International Cooperation Manager	Face-to-face

21	Abeer Fouad	Ministry of Labour (MoL), Egypt	General Manager – Central Operations	Face-to-face
21	El Sayyed El Sharqawy	Ministry of Labour (MoL), Egypt	General Manager – Labor Inspection	Face-to-face
22	Dr El Sayyed Turki	Federation of Egyptian Industries (FEI), Egypt	Senior Advisor	Face-to-face
23	Aurelia Segatti	International Labour Organisation (ILO)	General Management Of THAMM	Virtual
24	Rahim Amraoui	International Labour Organisation (ILO)	National Project Coordinator Morocco	Virtual
25	Farah El Batrawy	International Labour Organisation (ILO)	National Project Coordinator Egypt	Virtual
26	Ahlem Amri	International Labour Organisation (ILO)	National Project Coordinator Tunisia	Virtual
27	Tanja Dedovic	International Organisation of Migration (IOM)	Senior Regional Thematic Specialist on Labor Mobility And Social Inclusion	Virtual
28	Marwa Mostafa	International Organisation of Migration (IOM)	National Programme Officer In Egypt	Virtual
29	Natsuko Funakawa	International Organisation of Migration (IOM)	Former National Project Manager For Morocco	Virtual
30	Meriem Essoussi	International Organisation of Migration (IOM)	Project Manager In Tunisia	Virtual
31	Brendan Kelly	International Organisation of Migration (IOM)	Project Manager In Tunisia	Virtual
32	Andrea Milkowski	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)	Contact Person For "Support Labor Migration And Mobility Between North Africa And Europe" By GIZ	Virtual
33	Elsa Papageorgiou	Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR)	Programme Manager, Dg Near	Virtual
34	Mariavittoria Garlappi	The European Training Foundation (ETF)	Senior Human Capital Development Expert	Virtual
35	Aude Galli	EU Delegation, Tunisia	Cooperation Attaché	Virtual

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Annex 5 – Results framework (outputs)²⁵⁵

	Result chain	Indicator	Baseline	Target (by 2022 or 2023)	Achieved by 2023
Overall objective	To Increase Mutually Beneficial Legal Migration and Mobility (EUTF NOA Strategic Objective 2)	To be measured by EU at level of Trust Fund Window.			
Specific objective 1	Policy, legislative, institutional and regulatory frameworks in the field of legal migration & mobility, in particular those aiming at enhancing migrant workers' rights and combatting forced labour, child labour and slavery are progressively established	To be measured by EU at level of Trust Fund Window. "			
Immediate Outcome 1.1	1.1 Government authorities have acquired the knowledge and tools to mainstream labour migration in employment and education/training and to strengthen policy coherence. (ILO lead)	1.1.a Number of governmental institutions using tools and approaches to analyse coherence between labour migration, employment, education & vocational training, and social protection policies	0 in 2019	Egypt: 2 [MoM, "no longer relevant"]	1
				Morocco: 3 (MIEPEEC, MCMREAM, ANAPEC, OFPPT)	4
				Tunisia: 5 (MFPE, MAS, ANETI, OTE, ATCT)	4

²⁵⁵ Annex 4 of Annual Report, Updated last on 31st December 2022. This was the last results framework received. The findings section used the input from the report: Monitoring and Learning System EUTF – North of Africa covering the period until May 2023 as well.

		by the end of the programme.			
Output 1.1.1	Information and tools to promote policy coherence among employment, education/training and migration policies are available to government authorities.	1.1.1.a Number of strategies, policies and plans developed and /or directly validated (or endorsed) (EUTF Common Output Indicators [COI] 4.6)	0 in 2019	1 across the three countries by 2022	3
		1.1.1c One desk review consolidating all migration project policy studies developed for Tunisia and used as a reference document to inform the development of policy coherence tools	0 in 2019	Tunisia: 1 desk review completed by 2022	1
Output 1.1.2	Targeted expertise and training workshops on mainstreaming labour migration into employment, education / training and social protection policies are provided	1.1.2.a Number of internal SoPs developed within ministries on legal & administrative procedures for labour migration & mobility.	0 in 2019	At least one complete draft by 2023. [only Egypt]	1
		1.1.2.b At least one institutional mechanism established by national institutions to ensure better policy coherence between labour	0 in 2019.	Morocco and Tunisia: 1 coordinating mechanism by 2022	1

		migration and education / vocational training, employment and social protection.			
Immediate Outcome 1.2	Increased key stakeholder understanding of issues related to the fair and ethical recruitment. (IOM lead)	1.2.a Number of stakeholders reporting an increased knowledge on ILO's General Principles for Fair recruitment and IOM IRIS standard (disaggregated by gender, type of institutions/organizations)	Egypt: Very limited knowledge less than 10 constituents in 2019	Egypt: 6 government officials from MoM, MoFA, MoE, MoTI, MoSEEA, MoLIC as well as 10 private sector companies	38
			Morocco: Limited knowledge to less than 10 ILO constituents trained at ITC-ILO in 2019	Morocco: 70	121
			Tunisia: Knowledge currently limited to managerial staff in 30 governmental organizations and social partners in 2019	Tunisia: 140 by 2022	33
		1.2 b Percentage of stakeholders reporting having used skills and knowledge acquired in trainings on ILO's	0% in 2019.	At least 50 % of those surveyed report having applied new skills or knowledge	EG: 80%; MO: 100%; TU: 83%

		General Principles for Fair recruitment and IOM IRIS standard (disaggregated by gender, type of institutions/organizations), among those surveyed. [1/2]			
Output 1.2.1	Roundtables and campaigns on ethical recruitment implemented.	1.2.1.a Number of activities/events explicitly dedicated to raising awareness and sensitivity regarding migration (EUTF COI 3.11)[1]	0	Egypt: 3	5
				Morocco: 2	8
				Tunisia: Participation in 9 international careers' fairs, (Tunis: 3; Sfax: 3; Sousse: 3)	8
		1.2.1.b Number of tools in French/Arabic accessible to stakeholders	0	Egypt: N/A	N/A
				Morocco: 2	5
				Tunis: 2 by 2022	6
Immediate Outcome 1.3	Increased capacity of relevant institutions to enhance national legislation and/or regulations as well as bilateral or regional agreements related to fair and ethical recruitment. (ILO lead)	1.3.a. Number of government institutions and private recruitment agencies that have reflected ILO's General Principles for Fair Recruitment and IOM's IRIS Standard in their recruitment practices by the end of the programme (per country) [2/4]	0 in 2019	Egypt: 1 (Ministry of Manpower)	1
				Morocco: 2 Public and private institutions (A NAPEC under MIEPEEC, CGEM)	1
				Tunisia: 2 (ANETI under MFPE and UTICA)	2
				by end of 2023	

Output 1.3.1	Trainings and workshops on international fair and ethical recruitment standards and existing social compliance tools and drafting on legislation are conducted	1.3.1.a Number of institutions and non-state actors applying the knowledge and skills acquired through capacity building or operational support on protection and migration management. (EUTF COI 3.6)	0 in 2019	Egypt: 1 (Ministry of Manpower)	1
				Morocco: 2 Public and private institutions (ANAPEC, CGEM) in addition to 50 individuals	3
				Tunisia: at least 2 (among ANETI, UTICA, CNSS, MAS, ATCT) by 2022	4
		1.3.1.b Number of diagnostic studies completed to identify knowledge and skills needs in relation to regulatory frameworks and practices of recruitment in Egypt	0 in 2019	Egypt : 1	1
Output 1.3.2	Model employment contracts aligned to international obligations both for placement abroad and recruitment of foreign workers are available.	1.3.2.a Number of staff from relevant institutions reporting an increased knowledge on fair and ethical recruitment, including monitoring mechanisms, counter smuggling or trafficking	0 in 2019	Egypt: N/A	N/A
				Morocco 20 (2022) (MIEPEEC)	100
				Tunisia: N/A	N/A
		1.3.2.b Number of organisations that	0 in 2019	Egypt: N/A	N/A
				Morocco: N/A	N/A

		have introduced draft model employment contracts or revised existing ones based on ILO standards and model BLA agreements (per country/type of organisations)		Tunisia: at least 2 (among DGPEMOE, ATCT, ANETI or AEP)	N/A
Immediate Outcome 1.4	Strengthened official systems for matching jobseekers with opportunities on the domestic labour market and abroad and preparing them before departure. (IOM lead)	1.4.a Percentage of trained staff working on public or private entities demonstrated increased knowledge of PDO standards. (disaggregated by gender, institutions, country).	0 in 2019	80% by 2022	only MO reported: 96%
		1.4.b Number of measures taken to improve services.	0 in 2019	3 (1 per country) by 2022	EG: 1; MO: 2; TU: N/A
Output 1.4.1	Regional and national PDO manuals organized by sectors and foreign markets are available	1.4.1.a Number of service review reports elaborated to improve services.	0 in 2019	Egypt: 1	1
				Morocco: 1	1
				Tunisia: 1 by 2023	1
		1.4.1.b Number of institutions and non-state actors applying the knowledge and skills through capacity building or operational support on protection and migration	0 in 2019	Egypt: N/A	N/A
				Morocco: 1	1
				Tunisia: 1 (ANETI)	1 (ANETI)

		management. (EUTF COI 3.6)			
		1.4.1.c Number of PDO guides developed to enhance PDO delivery.	0 in 2019	Regional: 1	1
				Egypt: 1	1
				Morocco: 3	5
				Tunisia: 1 (in French & Arabic)	Uses regional instead
Output 1.4.2	Trainings for staff on counselling, referral and PDO for potential migrant workers are conducted	1.4.2.a # of officials trained	0 in 2019	60 by 2022	EG: N/A; MO: 107; TU: N/A
		1.4.2.b One institutional roadmap on best practice labour emigration system published	0 in 2019	Tunisia: 1 by 2022	EG: 1; MO: 1
Output 1.4.3	Trainings for labour attachés on how to identify labour opportunities are implemented.	1.4.3.a # of Labour attachés trained	0 in 2019	Egypt:20	44
				Morocco: N/A	N/A
		Tunisia: 20		23	
		1.4.3.b # of trainings	0 in 2019	3 by 2022	3 trainings, MO:N/A
Output 1.4.4	Capacity building for institutional service providers on how to provide high quality, appropriate guidance, counselling, and job matching are provided	1.4.4.a Number of staff from local authorities and basic service providers benefitting from capacity building for strengthening services delivery (EUTF COI 2.8) (Disaggregated by gender, institutions, country).	0 in 2019	Egypt: 20	N/A
				Morocco:45 ANAPEC staff	110
				Tunisia: 140 (Training of trainers model) by 2023	100

Specific objective 2	Mechanisms for assessment, certification, validation and recognition of migrants' skills and qualifications are improved	To be measured by EU at level of Trust Fund Window.			
Immediate Outcome 2.1	National authorities of North Africa, dealing with education and training, plan and implement skills development, assessment, and certification policies and programmes to prepare job seekers for labour mobility generally. (IOM lead)	2.1.a Number of education/training institutions that have undergone a process of upgrade of curricula and/or facilities and/or establishment of skills qualification frameworks or assessment tools.	0 in 2019	3 (1 per country) by 2022	3
Output 2.1.1	Tripartite meeting/workshop to discuss how to develop policies that recognize vocational training diplomas conducted	2.1.1.a Number of participants	0 in 2019	20 by 2022	45 + EG: 12; MO: 22
Output 2.1.2	Tools for skills identification, assessment, certification, recognition of skills abroad are available.	2.1.2a Number of national institutions using enhanced tools for skills development, assessment, and recognition.	0 in 2019	3 (1 per county)	15, TU:N/A
		2.1.2b Number of tools developed	0 in 2019	3 (1 per county)	8

Specific objective 3	Migration related knowledge and data management in the field of legal migration and mobility is improved.	To be measured by EU at level of Trust Fund Window.			
Immediate Outcome 3.1	Relevant institutions in North Africa have acquired the capacity to produce, collect and analyse labour migration statistics using ILO standard data collection and analysis tools (ILO lead)	3.1.a Number of institutions collecting / producing / analysing labour migration statistics or related reports using ILO standards	0 in 2019	At least 1 per country	MO: 7; EG: N/A; TU: N/A
Output 3.1.1	. Training workshops on the collection and analysis of labour migration data for data producers and users are implemented	3.1.1.a Number of planning, monitoring, learning, data collection and analysis tools set up, implemented and/or updated (EUTF COI 5.2)	0 in 2019	At least 1 per country (either census, labour force, household survey or other types of surveys recommended by stakeholders) by 2023	TU: 1; EG & MO: "In progress"
Output 3.1.2	North Africa report on labour migration statistics available to stakeholders.	3.1.2a Number of field studies, surveys and other research conducted (EUTF COI 5.3)	0 in 2019	1 report on labour migration statistics at N+2 by 2023	1 regional, TU: 1, MO: 3
Immediate Outcome 3.2	Relevant institutions in North Africa have acquired knowledge, skills and techniques to	3.2.a Percentage of trained staff who report acquisition of new knowledge and skills on labour migration data	0 in 2019	80% by 2022	MO: 100%, TU: N/A; EG: N/A

	use demographic and labour market data to identify and respond to gaps in the national labour market as well as in potential partner countries whose labour market needs align with their own. (IOM lead)	standards, methodology and collection (per country/institution /gender)			
		3.2.b Number of potential foreign labour markets of destination for job seekers from target countries identified (country/ profession)	0 in 2019	3 (1 per country) by 2022	21
Output 3.2.1	Capacity building on techniques to identify potential sectors and corridors for labour migration based on skills complementarity provided.	3.2.1.a Number of staff development plans elaborated including labour migration data training.	0 in 2019	Egypt: 1 plan for 2 organizations	1
				Morocco: 1	1
				Tunisia: N/A	N/A
		3.2.2.a Number of individuals trained on migration management (EUTF COI 3.7)	0 in 2019	Egypt: 15	45
				Morocco: 15	15
				Tunisia: 25 Ministry of Labour staff trained on LMIS	43
		3.2.2.b Number of tools such as digital platform is elaborated	0 in 2019	Egypt: N/A	N/A
				Morocco: 1	1
Tunisia: N/A	N/A				
Specific objective 5	Cooperation between relevant stakeholders in the field of legal migration and mobility, in particular job creation placement, is improved.	To be measured by EU at level of Trust Fund Window.			

Immediate Outcome 5.1	National institutions in North African countries are capacitated to promote south-south cooperation in labour mobility to the benefit of countries of origin and destination as well as migrants. (ILO lead)	5.1.a Number of best practices and lessons learnt related to implementation of south-south mobility confirmed through key stakeholders	0 in 2019	At least 3 per country by 2022	15
Output 5.1.1	Regional conferences and meetings on intra- and/or inter-regional mobility and fair migration conducted.	5.1.b Number of national/regional/local networks and dialogues on migration related issues newly established or functionally enhanced (EUTF COI 4.8)	0 in 2019	2 (1 : Hammamet Steering Committee; 1: bilateral trade union agreement between country of origin and destination within the Trade Union Network on Mediterranean Sub-Saharan Migration) by 2022	Regional Conference Done
		5.1.1a Number of organisations involved in tripartite intra- or inter-regional consultations on fair migration (per country / type of organisation)	0 in 2019	At least 3 per country (1 staff from each ILO constituent) by 2022	EG: 9; MO: 5; TU: 3
		5.1.1.b Number of staff from relevant stakeholders (ILO constituents and	0 in 2019	At least 3 per stakeholder participating in the	25

		beyond) trained to ILO standards related to BLAs and to intervention models		programme (potentially 45 staff in managerial positions in key institutions/or organizations) by 2022	
Output 5.1.2	Piloting of south-south labour mobility programmes incorporating knowledge acquired under other outputs / activities is promoted.	5.1.2.a Number of sub-regional knowledge – sharing events focusing on south-south labour migration and mobility organised between participating countries.	0 in 2019	At least 2 by 2022	3, TU:N/A

Annex 6. – Lessons learned and good practices.



Project title. Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM)

Project DC/SYMBOL: RAF/17/06/EUR

Name of Evaluator: Rimantas Dumcius/ Loes van der Graaf, Anna Kiss-Pal/ Laura Dauksaite

Date: 19 February 2024.

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

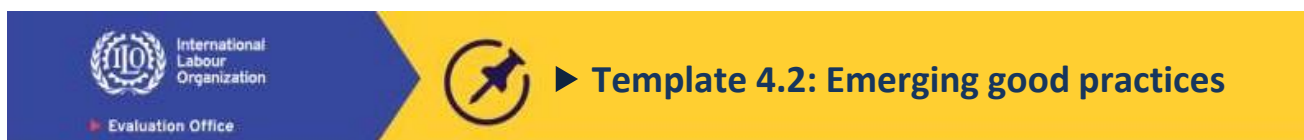
LL Element

Brief description of lesson learned (link to specific action or task)

Multi-agency coordination

Difficult coordination with/between multiple implementing partners

Context and any related preconditions	It was embedded in the programme idea and design, based on the inter-agency cooperation No devoted budget for inter-agency cooperation, which eventually required a lot of resources. National governmental partners do not have enough capacity to actively participate in the coordination with each agency.
Targeted users / Beneficiaries	Staff of agencies and national governmental stakeholders
Challenges /negative lessons - Causal factors	Difficult intra-agency coordination with limited financial and human resources; Difficult coordination between implementing agencies and national governmental stakeholders;
Success / Positive Issues - Causal factors	The devotion of programme staff and increased ownership of the governments led to the continued coordination among partners
ILO Administrative Issues (staff, resources, design, implementation)	No devoted budget for intra-agency coordination, limited human resources



North Africa (THAMM)

Project DC/SYMBOL: RAF/17/06/EUR

Name of Evaluator: Rimantas Dumcius/ Loes van der Graaf, Anna Kiss-Pal/ Laura Dauksaite

Date: 19 February 2024.

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP 1. element	Bringing multiple stakeholders together
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Cooperation between relevant stakeholders in the area of labour migration (based on tripartism and social dialogue).
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Government administration in these countries is highly fragmented and hierarchical. In Egypt, there are several ministries with overlapping mandates, creating tensions

	<p>between them. In Tunisia, workers' and employers' organisations and the current government are struggling to coordinate their actions.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The programme organised National Programming Workshops in each country which resulted in the creation of Political Coordination and Technical Coordination Committees (although Tunisia had one Coordination Committee) in order to involve key stakeholders and represent their needs in improving labour migration policies in the target countries. Although it was the government's responsibility to confirm the national partners involved in the implementation of the project, the existence of tensions between them shows that the process was not biased. The ILO and IOM made extra efforts to invite and inform partners who were part of the political tension and eventually managed to coordinate the action despite their different opinions.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The coordination networks themselves have had an impact, as these cooperation mechanisms did not exist before the programme. The channels for information exchange have been created not only between government actors, but also with the trade unions.</p>
<p>Potential for replication and by whom</p>	<p>Can be replicated by any international partner, taking into account the limited capacity of national stakeholders to participate in multiple coordination mechanisms (see 1 Lesson learned)</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>It is in line with the ILO's emphasis on tripartism.</p>
<p>Other documents or relevant comments</p>	

GP 2. element	Close coordination among implementing actors
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The structured and consistent approach to working together among the agencies including the frequent meetings.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In an area and region where multiple actors are working together, it is essential that a coordination mechanism is put in place between the implementing actors to avoid duplication and achieve synergies. Barriers to cooperation included a lack of staff and budget allocated to cooperation, and the high level of cooperation already required from existing staff to engage with stakeholders.
Establish a clear cause-effect relationship	Early agreement between agencies on responsibilities and frequent meetings between them contributed to shared responsibility and lack of overlap. Synergy matrices contributed to the reliance on other projects in the region.
Indicate measurable impact and targeted beneficiaries	Some programme activities, such as progress on fair and ethical recruitment in Tunisia, had a greater impact because of cooperation with other programmes in the region. Some activities could be implemented despite diplomatic tensions between countries because of cooperation between implementing organisations. The targeted beneficiaries are the partner governments who require the implementing actors to cooperate so that programmes can achieve more of an impact and they can be supported by multiple channels.
Potential for replication and by whom	Can be replicated by any international partner
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	

Annex 7. – Timeline of the evaluation

The evaluation had the following timeline:

Inception phase	1 st September 2023 to 6 th October 2023
Data collection and analysis phase	6 th October 2023 to 24 th November 2023
Feedback from Client and workshop with stakeholders	25 th November 2023 to 17 th January
Consolidating final report and findings	18 th to 29 th January 2024
Additional workshop with donor	31 st January 2024