

# Synthesis of the Feasibility Study on the Development of an EU Talent Pool



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# Synthesis of the Feasibility Study on the Development of an EU Talent Pool

This document is a summary of the feasibility study report. Starting with scenarios drawn from non-EU OECD countries including New Zealand and Canada, the feasibility study identifies the positions of different public and private actors and identifies potential added value. The feasibility study indicates a clear demand for, and relevance of, such a Talent Pool. The study examines how a Talent Pool could be developed in the current institutional and legislative framework. Based on these analyses, it develops a provisional scenario for consideration. The scenario foresees a platform containing profiles of potential migrants who meet criteria for existing skilled migration programmes in EU countries, with the option of adding pre-screened vacancies and a matching tool, as well as other supporting actions. The study quantifies efforts necessary to achieve these and weighs these against expected benefits, indicating the most favourable approach.

# Executive Summary

The OECD conducted a feasibility study for the development of an EU Talent Pool allowing “Expression of Interest” by qualified third-country candidates in migrating to the EU for work and access to these profiles by employers and Member States. No such platform currently exists in the EU, although there are similar platforms in OECD countries – notably, New Zealand’s “Skill Finder”. Three scenarios previously identified by the OECD were chosen by the European Commission for further exploration. Based on these scenarios, options and key choices were identified and discussed with stakeholders and public and private sector actors at the EU and national level. There was agreement among stakeholders on the potential added value of an accessible and selective platform.

An EU-wide Talent Pool, at least in a simple form, could be achieved with limited changes to the current legislative framework. Depending on the ambition of the platform and the instruments on which it is constructed, varying degrees of legal measures appear necessary. While developing a common IT platform, collecting individual profiles and providing specific information and guidance would involve little legal effort, significant legislative changes would be necessary to extend or replicate the existing EURES Job Mobility Platform to target third-country nationals (TCNs) not resident in the EU. By contrast, a cooperative framework (e.g. similar to today’s EURAXESS, with optional participation and support services) would require fewer adjustments.

Based on these analyses, the OECD developed a single revised scenario for the Talent Pool, incorporating elements of the different scenarios identified by the Commission. The revised scenario is a Talent Pool collecting profiles of candidates meeting certain requisites. The individual eligibility criteria for the EU Blue Card are a starting point for establishing criteria. Initially, registration would include few fields, but with the possibility to upload documents or link to external job-seeker profile platforms. The Talent Pool would be held and managed at the EU level. Consultation and search of profiles would be mediated by national contact points identified in each participating Member State. This mirrors the approach currently used in New Zealand. Job vacancies could be posted for viewing by candidates in the pool; here, too, the national body would be responsible for deciding which vacancies would be visible to the pool. AI matching could then be added. A number of additional services to bolster use and effectiveness of the Talent Pool were identified, including reconstruction of the EU immigration portal, a European shortage occupation list, and actions in origin countries to develop or assess skills of candidates.

The feasibility study also conducted a cost-benefit analysis for different versions of the Talent Pool. Creating a Talent Pool with only profiles would bring benefits at relatively low costs in terms of investment and legislative change. However, adding job vacancies increases the benefits of the Talent Pool significantly, at a relatively limited additional cost. Even greater benefits could be achieved from a link to the migration procedure, but this is legislatively arduous to achieve, with efforts outweighing benefits at present. Simpler parallel initiatives such as standardisation of forms would be less difficult to realise and could bring benefits in the medium to long term, but are not essential for the Talent Pool.

## Context

The European Union as a whole attracts fewer high-qualified migrants than some other OECD destinations. Inflows of highly qualified migrants through labour migration channels are, relative to the population size, much smaller than to destinations such as Canada and Australia. They are comparable to inflows to the United States, which has strict limits on such migration – even though most EU Member States impose no limits on admission of highly qualified third-country nationals with a job offer in skilled occupations. Even though there is high demand for skilled workers, employers in the EU have difficulty identifying appropriate candidates in third countries, and highly qualified potential migrants rarely cite the EU – or Member States – as their preferred destination.

In September 2020, the European Commission announced a New Pact on Migration and Asylum, including a commitment to explore how to support legal migration pathways to the EU. The Pact commits to explore the development of an “EU talent pool, an EU-wide platform for international recruitment. The platform will allow skilled non-EU workers to express their interest in migrating to the EU, and could be identified by EU migration authorities and employers based on their needs.”

A Talent Pool for the EU would support matching between candidates potentially eligible for existing legal migration pathways and the employers who could potentially offer them a job meeting the criteria for these programmes. This definition of a Talent Pool follows an analysis of the “Expression of Interest” (EOI) systems implemented in New Zealand, Australia and Canada (OECD, 2019<sup>[11]</sup>), which attract talented candidates in large numbers. Candidates who meet certain criteria in terms of education, skills and experience, enter a “Pool”. In these countries, the EOI system ranks them and selects those who will be invited to apply for a permanent residence permit within annual volumes determined by the country.

The OECD analysis identified where the EOI approach could be most useful in the EU context: in establishing a Talent Pool. The EOI model cannot be directly transferred to the EU context to rank candidates and authorise issuance of a permanent residence permit, since issuance of visas and permits is the competence of Member States, subject to their decision. An EU body could not offer candidates the promise of issuance of a residence permit, even if the person meets individual eligibility requirements for legal migration channels. Further, Member States admit third country nationals for the purpose of employment almost exclusively on the basis of a job offer from an employer in that Member State. In the non-EU EOI systems, a job offer from an employer in the destination country is not necessary for selection, although it does factor into ranking.

The dual purpose of the Talent Pool is to make the EU more attractive and to give EU employers improved access to qualified third-country nationals who meet the requirements for labour migration. These goals are not at the core of the EOI systems in non-EU OECD countries. Indeed, Canada, Australia and New Zealand are attractive for potential migrants, but not because of the EOI model, which is only a tool to manage demand. Candidates who submit profiles in these countries are rather attracted by opportunities and by the chance to qualify for selection and subsequent invitation to receive permanent residence even without a job offer in hand. The EOI pool is not primarily designed as a means for facilitating matching with an employer in the destination country. EOI countries have tried to facilitate matching between candidates and employers by means of gateways between the pool and existing vacancy databases. Canada introduced its EOI with a link between the pool and the national PES job vacancy platform; Australia (until 2018) allowed employers to search for candidates in the pool. Yet even in these cases, most matching between employers and candidates occurred outside the pool, rather than through employers consulting profiles or candidates applying for vacancies in the linked vacancy database.

Of relevance for the EU context is the ability of an EOI platform to attract large numbers of interested candidates who meet certain criteria and submit their profiles for review. A Talent Pool for the EU would be used to support matching. It would not constitute a new legal migration pathway, but rather a gateway to qualification for existing pathways, almost all of which require a job offer in hand. Its use would not be mandatory, as legal migration pathways are already in place and operative without a matching component in every Member State. The Talent Pool would rather support existing tools and instruments, both European and national, increasing their effectiveness.

# Summary of Conclusions of Consultations

The OECD discussed several scenarios for the Talent Pool with a wide range of stakeholders in technical workshops, bilateral meetings, and consultations under the aegis of the European Commission, between March and October 2021. Discussions included relevant public and private sector actors, at the European, national and regional level, as well as academics and experts. Stakeholders consulted covered a range of actors likely to be directly or indirectly affected by the development of the Talent Pool. Public sector actors included relevant ministries, regional entities, national talent attraction initiatives, and employment services. Private sector actors included employer representatives, multinational enterprises, unions, recruitment agencies. European Commission services, competent EU agencies and entities managing or contributing to European existing pools, mobility portals and job matching platforms were also consulted, as were international organisations managing related projects.

Most stakeholders welcome a European policy tool aimed at better managing labour migration and improving the access of European employers to skills. No such platform currently exists and its introduction would address a gap in the overall policy framework.

The limited detail contained in the reference to the EU Talent Pool in the 2020 Pact meant that many stakeholders projected their own priorities and concerns onto the concept, even when reviewing and reacting to detailed scenarios.

Many stakeholders wished to see a Talent Pool capable of accelerating migration procedures – but the policy actors responsible for national procedures did not see political space for an EU Talent Pool to impose conditions for fast-tracking applications or providing exemptions from existing requirements in national permit issuance procedures.

The main added value of the Talent Pool is therefore seen to lie in its ability to attract and retain foreign talents in sectors, occupations and countries where they are most needed. To ensure the platform's efficiency and usefulness, a balance must be struck between a necessary European approach and flexibility left to Member States and market players to address employment and admission challenges. National authorities should be involved in both operational management and political governance of the Talent Pool, even if the Pool is hosted by a designated European entity.

Regarding platform design and key components, stakeholders' contributions can be summarised as follows:

- **A pool of candidates based on predefined selection criteria** is a key component of the system. The Pool should focus on “talents” and on individuals who qualify for existing legal migration channels on the basis of their individual characteristics. Most respondents favour a pool covering a wider spectrum of talents than those specified by the first EU Blue Card Directive. Most respondents, irrespective of their status or activity, advocate for a pool serving not only highly-skilled profiles but also, to a certain extent, qualified candidates with specific skills in demand.
- Registration should be open to **third-country nationals regardless of their country of residence**, as long as they meet the criteria. Certain categories of migrants could be encouraged to register by offering assistance (e.g. guidance to beneficiaries of international protection through dedicated support schemes or targeted campaigns), but the Talent Pool should not be designed to primarily support vulnerable groups.

- **Registration to the Pool** should be simple, quick and user-friendly. While users should be able to create an initial profile without providing documentation, the ability to upload or link documents was seen as important to allow intermediaries to screen profiles. The ability to retrieve and share personal information from existing platforms (Europass, LinkedIn etc.) would be beneficial.
- While **certification or recognition of professional qualifications** is an important step in most migration procedures, in particular in regulated professions, employers usually assign greater importance to effective skills and competences in selecting and recruiting a candidate for a specific job. Opinions differ as to whether candidates' skills should be tested and validated as a condition for enrolment in the Talent Pool or whether such verification should take place at a later stage, according to formal certification requirements imposed by national authorities as part of the migration procedure. In balancing the burden of pre-qualification with the advantages it offers, most stakeholders supported a lighter evidentiary requirement for the Talent Pool.
- The demand side needs to be integrated. **Active engagement of employers and companies** (of all sizes) appears to be crucial. Candidates' profiles should at the very least be visible and searchable by the Member State Public Employment Service (PES), although this is likely not enough to yield matches except in the rare cases where these PES are active in international skilled recruitment. Employers, recruiters, and private agencies could be granted access, as long as they comply with ethical international standards and good practices. The decision about which employers can view profiles should not be managed at the EU level, but rather at the Member State level. There was interest in the use of the Talent Pool by PES and other actors to identify candidates for specific skilled positions or talent recruitment campaigns.
- The added value of vacancy posting and a **job-matching component** was noted. It was not clear that employers would see the benefit in posting vacancies for the Talent Pool unless there was a clear benefit in accelerating migration procedures. Linking labour market testing and skilled migration criteria to vacancy posting appears beyond the capacity of an EU platform, also taking into account the complexity of labour market testing in the Member States, although it might be done at the Member State level. Using the EU Blue Card salary requirements as a threshold for vacancies was seen as impractical and excessively restrictive, especially if national legal channels allow skilled migration without such a salary threshold.
- **Protection of personal data** was cited as a concern, but not an insurmountable barrier to realisation of the Talent Pool. The risk of malicious actors defrauding candidates was raised but was considered manageable.
- The current absence of an EU source for clear, accurate and concise **information on national migration procedures** (EU Blue Card and/or national schemes) was noted. Such information would be an added value. The existing EU Immigration Portal could be revised. Guidance based on individual characteristics would be an added value for applicants, foreign candidates and employers acting as sponsors. Fast-track admission schemes and simplified processes should be supported and promoted, in accordance with the Member States' competences. Member States would require additional resources in order to provide continuously updated detailed information, especially if site users receive orientation based on individual characteristics.
- **Focusing on sectors** appeared important, but **without limiting** the Talent Pool to specific sectors. Despite improved labour market information, it remains difficult to identify and monitor which sectors or occupations should be the focus at the EU level, also in light of the absence of an agreed methodology for determining an EU shortage occupation list. While many stakeholders would welcome a sector-based approach, this could be covered through the generic Talent Pool by integrating specific sectors or occupations either temporarily or permanently. Some civil society representatives ask to consider the risk of "brain drain" in third countries when defining sectors and occupations.



- **Skills mobility partnerships should not be excluded, but the Talent Pool should not be limited to them.** Talent or Skills mobility partnerships reduce the risk of brain drain and upskill foreign talents through various professional and skills development schemes and programmes. The benefits of linking these partnerships to the Talent Pool was seen as limited in terms of volume. Concerns about possible “poaching” were also raised by Member States who have close bilateral relations with key third countries. Talent Pool actions in origin countries could go beyond Skills Partnerships to integrate some form of trusted validation in origin countries, especially in conjunction with specific recruitment campaigns.

Finally, the EU Talent Pool **governance and management** should be carefully defined since it touches migration and employment domains, and therefore different legal division of competences between the EU and its Member States in these areas. What was important for stakeholders was the capacity of the Commission to play a role of coordination of national entities that would co-manage use of the Talent Pool and regulate access. In addition, a multi-level political governance could take place, involving all competent stakeholders, from both the public and the private sector as well as civil society.

Current similar initiatives at national and regional level have taken years to develop the necessary awareness and number of users to become fully functional. A **Talent Pool will require time** to populate with candidates and will likely require some adjustment in eligibility criteria based on performance and use.

## Summary of Findings on Adaptability

The feasibility study also includes an analysis of how the Talent Pool could fit into the existing institutional and legislative landscape. Talent Pool features and functionalities are in many cases comparable to existing initiatives, instruments and IT tools already managed by public entities (at the European, national and even regional level).

The Talent Pool could presumably consist of three “building blocks”, either cumulative or alternative. For each possible building block, the analysis reviews different legislative and institutional solutions.

More fundamentally, there is a cross-cutting issue of situating the Talent Pool within the relevant EU policy area. Immigration and employment are the main domains, but the Talent Pool also extends into the internal market, education and even the EU’s external action. The EU Talent Pool has indeed several objectives: attracting (highly-) qualified workers from abroad; addressing labour market shortages in the EU; and supporting the effective functioning of existing legal labour migration channels. This means that it straddles a number of policy domains falling within different areas of Union competence. When examining the feasibility of each possible building block, the analysis considers the legal consequences stemming from the choice of one legal basis over another.

The first building block of the Talent Pool is **an EU-wide pool of pre-screened third-country national workers**. At present, no such a selective pool exists at the EU level.

Whereas the **EURES Job mobility portal** collects profiles for matching purposes, it is designed exclusively to foster free movement of workers and achieve the completion of the internal market. Using the EURES Mobility Pool for third country nationals with no work rights in any EU Member State would thus be out of the EURES and ELA mandate.

Other tools and platforms, under the EU education policy, are available to third-country nationals (Europass, EURAXESS) but mainly consist of voluntary frameworks, indirectly related to international recruitment.

Setting up a new common IT platform comprising a pool of pre-selected third-country nationals (whose profiles and personal data are contained in a centralised database) would require a legal basis. To that end, nothing prevents the EU from acting in the field of legal migration or even education, depending on the selection criteria applied or the overall objectives pursued. In this regard, both the EMN Council decision and the Europass decision provide for a web-based platform respectively collecting information on migration and candidates’ profiles or qualifications. For the sake of legal certainty, a targeted revision of these instruments might be needed to explicitly include the Talent Pool as part of their tasks or mandate.

The second building block of the Talent Pool is a **list of cleared vacancies** and a **matching tool**, as within the EURES Mobility Portal.

- Any vacancy (whether posted or automatically extracted) published in the Talent Pool for the purpose of international recruitment should at the very least comply with the principle of community preference. This means that vacancies should meet the relevant national labour market test requirements, if any. Further, vacancies should also be eligible for recruitment of third-country nationals under the legal channels in place in the Member State of employment. This could be easily achieved without a legislative process (e.g. modelled on EURAXESS, where registered members are entitled to publish vacancies for researchers on a voluntary basis).
- If Member States are required to provide support with vacancy clearance for recruitment of third-country nationals or to provide common support services to third-country workers and/or their potential employers in the EU, a legally binding instrument would have to be adopted (to replicate

or extend the EURES model to TCNs). Other options – such as developing an ad hoc job-matching platform for TCNs managed directly by the EU PES network or simply mapping current cooperation frameworks – have been considered without however being further explored due to legal uncertainty and variation across national PES' roles and activities.

The third building block is a “Talent Attraction Portal”. The analysis found that a Talent Pool providing bespoke orientation to skilled third-country nationals based on their main characteristics could be part of - or linked to - the existing **EU Immigration Portal** without any legal changes. However, obliging Member States (e.g. through a designated national contact point) to provide minimum services and perform a wider range of activities might possibly require further adjustments to the current European Migration Network (EMN) legal framework (either by revising the EMN work programme or the Council decision on which it is based).

In addition to these building blocks, the analysis reviewed a number of options, likely to increase the Talent Pool's value.

While formally linking the Talent Pool to existing migration schemes or procedures would require a substantial revision of the current EU labour migration laws, other options have been considered, such as:

- Introducing a European job-search visa (or permit) for eligible Talent Pool candidates or, in a more flexible way, promoting the possibility (e.g. for all Talent Pool users already legally present) to apply for a residence permit within the Member State of employment, once the conditions are met. The former would require an EU legislative process (to revise the Schengen visa Code or further harmonise the labour migration rules); the second, by contrast, would mainly involve adaptations of national legislations.
- EU standardisation of application forms for visas/residence permits, which could be achieved by means of a regulation establishing minimum common standards (based on the model of the uniform format for residence permits for TCNs).

Finally, the analysis examined whether the Talent Pool could include an **assessment of the skills and qualifications of candidates**, knowing that there is no current EU-wide framework for assessment or recognition of skills or qualifications. Integrating self-assessment tools and self-declared skills (e.g. Europass) to the Talent Pool would be “legally costless”. However, in order for the Talent Pool to issue formal statements or skills certificates, perform (pre-) check of authenticity or even recognise professional qualifications, substantial legal changes would have to be made to the current EU education regulatory framework. These could range from a targeted revision of the Europass decision, a reinforcement of the ENIC-NARIC network cooperation to a revision of the EU Directive on the recognition of professional qualifications.

# Provisional Scenario

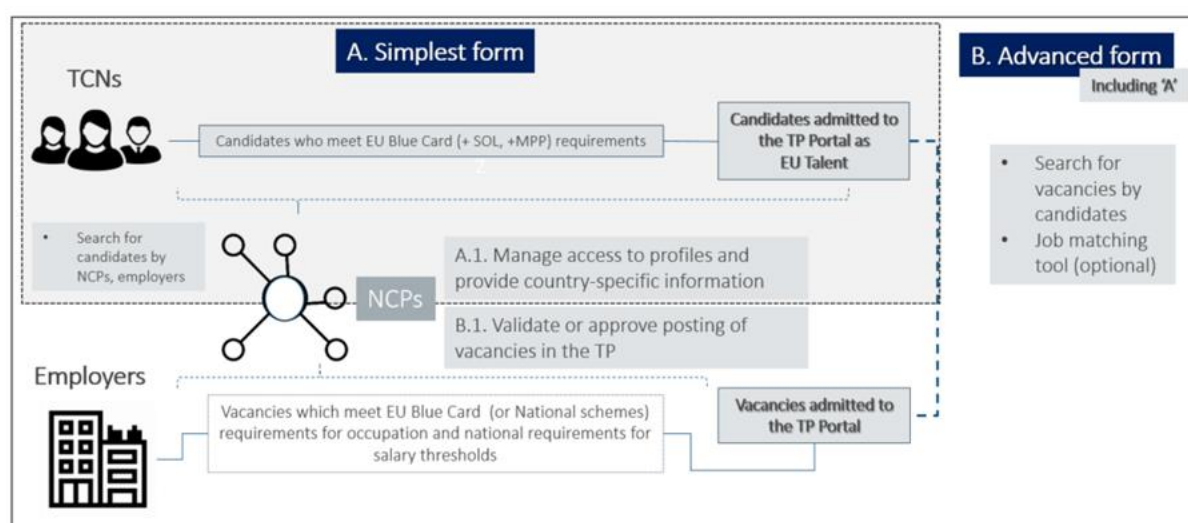
From the consultation with different stakeholders and the analysis of the adaptability of the legal framework, a revised scenario was developed which contains elements of all initial scenarios considered.

The Talent Pool would be complementary and compatible with existing migration schemes and talent initiatives in Member States. It would offer potential candidates and EU employers an additional instrument to engage in international recruitment while receiving clear and reliable information and guidance on migration eligibility.

The Talent Pool requires a repository of profiles of third-country nationals interested in working in the EU, onto which a job vacancy and matching component can be added (Figure 1). Adding vacancy posting and job matching would greatly increase the added value of the Talent Pool. Even in its simplest form, however, employers would be able to consult profiles, through mediation of a national contact point. In the advanced form, candidates could also consult and apply for vacancies.

**Figure 1. EU Talent Pool Elements**

Base and additional model for the Talent Pool



## Eligibility

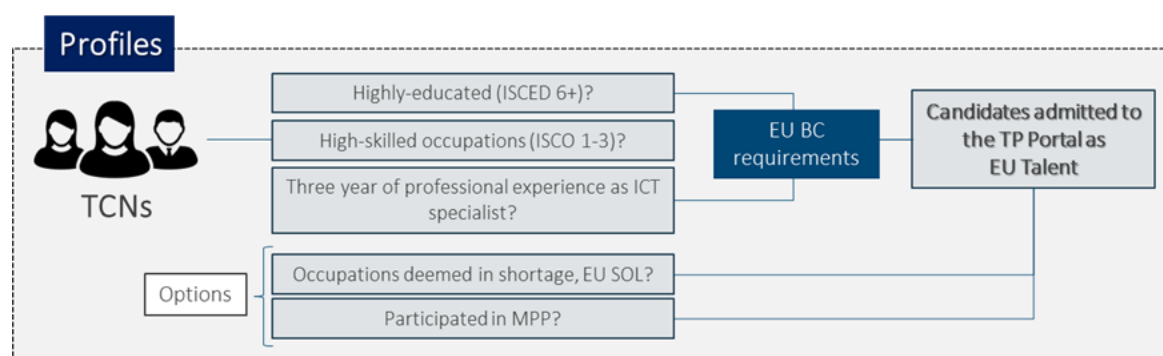
Highly skilled TCNs willing to work in the EU may sign up for the Talent Pool provided they meet certain conditions (Figure 2). **EU Blue Card requirements** (education and Blue Card occupational derogations for experience) would be the baseline. Two other eligibility conditions could be considered: **shortage occupations at the EU level** and participation in a **labour migration partnership project in the origin country**. An additional possible criteria would be knowledge of an EU language. Eligibility requirements are set at the EU level.

Third-country nationals who do not meet the Talent Pool criteria would not be admitted.

Developing the Talent Pool will take time: initially, the pool will be empty, and only becomes useful once a sufficient number of profiles are included.

**Figure 2. Requirements to admit candidates in the EU Talent Portal**

Different criteria of eligibility for the Talent Pool



## Profile management

Registration is automatic based on applicants meeting eligibility criteria. Profiles are stored in the Talent Pool at the EU level. Anyone who satisfies the selection criteria can register and no discretionary assessment is needed. Basic information is sufficient to screen for eligibility (education, occupation, experience) while additional information is required to allow those searching the Talent Pool to filter (e.g., nationality, place of residence, language ability, preferred destinations) (Figure 3).

At initial registration, no documentation or proof of qualification is required. However, users could decide to strengthen their profiles by providing additional information. Users could potentially link to profiles in third-party databases with more detailed information (e.g. LinkedIn) or use existing EU profile platforms to export their profiles into the Talent Pool (Europass). They could also choose to upload supporting documents to assist in matching and selection (see below).

The Talent Pool could also integrate existing and planned self-testing platforms at the EU level for attesting alleged skills and knowledge (language, computer literacy, other soft skills etc.).

Such self-testing platforms aim to attest skills aligned to European standards or the CEFR levels. Candidates who make use of these tools usually receive a summary report of their skills level and in some cases a digital certificate, which could be uploaded as a document into the Talent Pool profile. Certificates do not represent recognition, but certification of specific skills has the merit of strengthening candidates' profiles and increasing matching opportunities. To draw on current self-assessment tools, the Talent Pool could for instance use the Europass Digital Skills self-assessment tools. For language certification, there is a wide range of existing language examinations offered by accredited test providers but no EU-level self-testing platform or EU-wide accreditation of private tests. The Talent Pool could allow users to upload such language certificates, but without a guarantee of their authenticity or value.

Figure 3. Information requested to set up profile

Possible fields for initial enrolment

Information

<p><b>1. Basic information stage</b></p> <p>First Name* <input type="text"/></p> <p>Last Name* <input type="text"/></p> <p>Email* <input type="text"/></p> <p>Date of Birth*  <input type="text"/> <input type="text"/> <input type="text"/></p> <p>Gender*  <input type="radio"/> Female <input type="radio"/> Male</p> <p>Citizenship on your passport* <input type="text"/></p> <p>Country where you live* <input type="text"/></p>	<p><b>2. About interest to EU</b></p> <p>In which EU countries are you interested?</p> <table style="width: 100%; border: none;"> <tr> <td><input type="checkbox"/> Austria</td> <td><input type="checkbox"/> Germany</td> <td><input type="checkbox"/> Poland</td> </tr> <tr> <td><input type="checkbox"/> Belgium</td> <td><input type="checkbox"/> Greece</td> <td><input type="checkbox"/> Portugal</td> </tr> <tr> <td><input type="checkbox"/> Bulgaria</td> <td><input type="checkbox"/> Hungary</td> <td><input type="checkbox"/> Romania</td> </tr> <tr> <td><input type="checkbox"/> Croatia</td> <td><input type="checkbox"/> Ireland</td> <td><input type="checkbox"/> Slovakia</td> </tr> <tr> <td><input type="checkbox"/> Cyprus</td> <td><input type="checkbox"/> Italy</td> <td><input type="checkbox"/> Slovenia</td> </tr> <tr> <td><input type="checkbox"/> Czech Republic</td> <td><input type="checkbox"/> Latvia</td> <td><input type="checkbox"/> Spain</td> </tr> <tr> <td><input type="checkbox"/> Denmark</td> <td><input type="checkbox"/> Lithuania</td> <td><input type="checkbox"/> Sweden</td> </tr> <tr> <td><input type="checkbox"/> Finland</td> <td><input type="checkbox"/> Luxembourg</td> <td><input type="checkbox"/> All countries</td> </tr> <tr> <td><input type="checkbox"/> France</td> <td><input type="checkbox"/> Netherlands</td> <td></td> </tr> </table> <p><b>3. Language</b></p> <p>What language(s) do you know?  <input type="text" value="English"/></p> <p>What level in this language in the Common European Framework (CEF)?*  <input type="text" value="A1"/></p>	<input type="checkbox"/> Austria	<input type="checkbox"/> Germany	<input type="checkbox"/> Poland	<input type="checkbox"/> Belgium	<input type="checkbox"/> Greece	<input type="checkbox"/> Portugal	<input type="checkbox"/> Bulgaria	<input type="checkbox"/> Hungary	<input type="checkbox"/> Romania	<input type="checkbox"/> Croatia	<input type="checkbox"/> Ireland	<input type="checkbox"/> Slovakia	<input type="checkbox"/> Cyprus	<input type="checkbox"/> Italy	<input type="checkbox"/> Slovenia	<input type="checkbox"/> Czech Republic	<input type="checkbox"/> Latvia	<input type="checkbox"/> Spain	<input type="checkbox"/> Denmark	<input type="checkbox"/> Lithuania	<input type="checkbox"/> Sweden	<input type="checkbox"/> Finland	<input type="checkbox"/> Luxembourg	<input type="checkbox"/> All countries	<input type="checkbox"/> France	<input type="checkbox"/> Netherlands		<p><b>4. EU Talented Candidate Filters stage</b></p> <p>What is the maximum level of education attained?  <input type="text" value="Master"/></p> <p>What is your main occupation?  <input type="text" value="Nursing professionals"/></p> <p>How many years of experience can you certify on the role mentioned above?*</p> <input type="text" value="5 years of experience"/> <p>Have you participated in a Migration Partnership Project?  <input type="text" value="Yes"/></p> <p>Select the country and MPP you participated to:</p> <p>Country <input type="text" value="Azerbaijan"/></p> <p>MPP <input type="text" value="MOBILAZE 2"/></p>
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Note: Fields and interface are purely indicative and should not be taken as the final user interface or selection of fields.

Profiles would remain active for a fixed period (either 6 or 12 months) and would expire unless renewed. In a more strict version, users still in the system after 6 or 12 months would have to upgrade their profile with more evidence in order to renew it.

Compliance with the General Data Protection Regulation (GDPR) would be managed similarly to any other web-based platform (e.g. Europass, EURAXESS and EURES). As for any tool processing personal data, the European Commission (and more particularly the DG or Unit designated as “Data controller”) would have to release an online privacy statement explaining the reason for the processing as well as the way personal data are collected, handled and protected by the institution. Such a commitment would apply regardless of the type of act or legal basis on which the Talent Pool is based. Users would be able to provide different forms of consent, access to their personal data and even opt in/out of having their profiles accessible to partners or employers. User may tick boxes under various profile sections, indicating which personal information to hide or disclose.

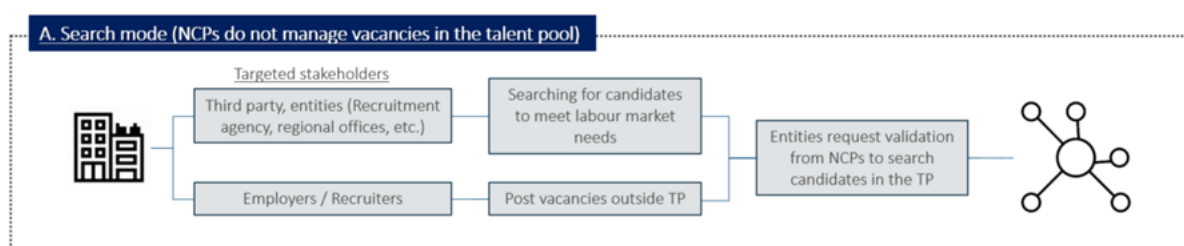
## Employer access and posting of vacancies

The Talent Pool relies on National Contact Points (NCP) in each MS, designated by the MS. This could be a public body (PES, investment agency, talent attraction initiative, labour or migration offices etc.) or any other relevant entity involved in international recruitment, admission or talent attraction. The NCPs have access to profiles. If the NCP is a public employment service or a national talent attraction body, it may decide to manage access entirely on its own. The NCP also governs access to the pool by actors in the Member State of competence. NCPs can decide whether to grant employers or recruiters in the Member State concerned access to **consult profiles in the Pool** (Figure 4). At the same time, the possibility of searching the Pool for anonymised results (e.g. the number of profiles corresponding to a given search criterion) should be publicly available to enable searches for even small and medium enterprises. The

process by which NCPs authorise actors to consult specific profiles in the Talent Pool or enable contacting their owners would be decided at the national level. For example, employers or recruiters might initially register to the Talent Pool (endorsing general principles or a Code of Conduct) without any prior approval by NCPs. NCPs would then be automatically notified and able to validate or deny the access in accordance with national law. NCPs could also identify and contact a set of profiles based on a request made by any other entity, as part of a national or regional campaign to attract qualified workers in a specific sector, industry or region. NCPs would be responsible for proper use of the Talent Pool by those granted access. In addition, potential employers could also be directed to contact their relevant NCP in order to request access to the profiles identified based on an anonymised search.

#### Figure 4. Searching for candidates in the Talent Pool

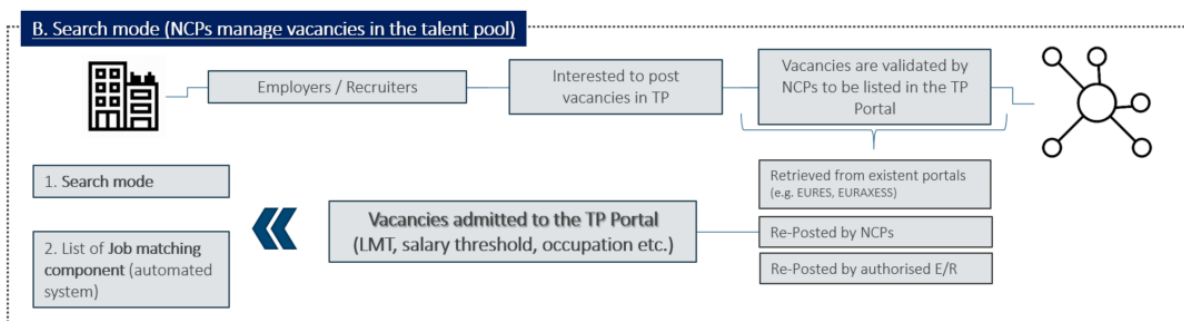
Mediated access to the Talent Pool for actors in Member States



If vacancies are included in the Talent Pool (either automatically uploaded from existing databases or manually posted by recruiters/employers), they should also be approved at some point by NCPs (Figure 5). Vacancies published in the Talent Pool should correspond to the admission criteria agreed for the Talent Pool. They may also be required to meet any national salary, minimum duration and occupation requirements for an EU Blue Card or any other national labour migration scheme. NCPs would verify, beforehand or ex post, compliance with national requirements to ensure that the vacancy can be offered to a third-country national (e.g. that any labour market test requirements or employer sponsorship rules have been met). Vacancies would expire after a fixed period; NCPs can also set a mechanism to clear vacancies from the Talent Pool before expiration.

#### Figure 5. Posting vacancies in the Talent Pool

Process for publishing job vacancies in the Talent Pool (indicative)



## Matching

**An (optional) job matching system** could be added to the basic search engine provided by the platform. Under this option, the job matching system would connect candidates' profiles with the most suitable job offers, based on information provided on both sides. Both parties could see a ranked shortlist of matches generated by the Talent Pool (e.g. as already done by EURES). Contact details would be requested or made through the Talent Pool; recruitment would occur outside of the Talent Pool.

This would however require more advanced technical features, similar to the matching motor used under license by EURES.

## Link with migration system

The Talent Pool is not directly linked to migration procedures. Links with the national migration system are up to the discretion of the individual Member States. They may decide to designate NCPs already involved in these processes (e.g. migration authorities or business agencies providing fast-track schemes).

Talent Pool users (applicants and employers acting as sponsors) should at the very least be informed by NCPs of any existing fast-track or streamlined schemes in the country of destination once a match occurred or a job offer is secured.

## Governance and technical management

The European Commission would host the Talent Pool platform itself as well as an EU Coordination Office. The Coordination Office would facilitate the network of NCPs (Figure 6). Politically, a multi-level governance could take place, involving competent DGs and Units from various policy areas (employment, external relations, education, Research & Innovation etc.), national authorities as well as private actors and social partners.

As noted, participating Member States would have to designate a Talent Pool NCP. NCPs could take various forms and, depending on the Member State, could comprise different types of entities. Regardless of the type of body designated as the NCP, it would be responsible for a minimum set of tasks. NCPs would receive financial support for performance of the tasks related to participation in the Talent Pool (with a legislative basis) to ensure engagement and participation. However, the Talent Pool operation should ideally overlap with the mandate of the designated NCPs.

The Coordination Office would conduct training of NCP staff in use of the Talent Pool, promote the Talent Pool to potential users or represent the Talent Pool within the Commission. It would ensure that NCPs operate within the guidelines or recommendations forming the legal basis of the Talent Pool network. It would work to link to developing assessment and standardisation initiatives at the EU level, as well as Talent Partnerships and engagement with origin countries.

The Coordination Office would also be responsible for monitoring and evaluation of the Talent Pool as well as the activities of the network, and proposing relevant modifications to the Talent Pool and the operation of the network. A performance measurement system, similar to the one used by EURES, would collect data on outputs and outcomes according to defined indicators. The Coordination Office would be responsible for defining the performance dimensions to be measured, indicators and data sources inside and outside the platform itself. Periodic reports on performance and implementation would be prepared for review by the different bodies involved in multi-level governance.

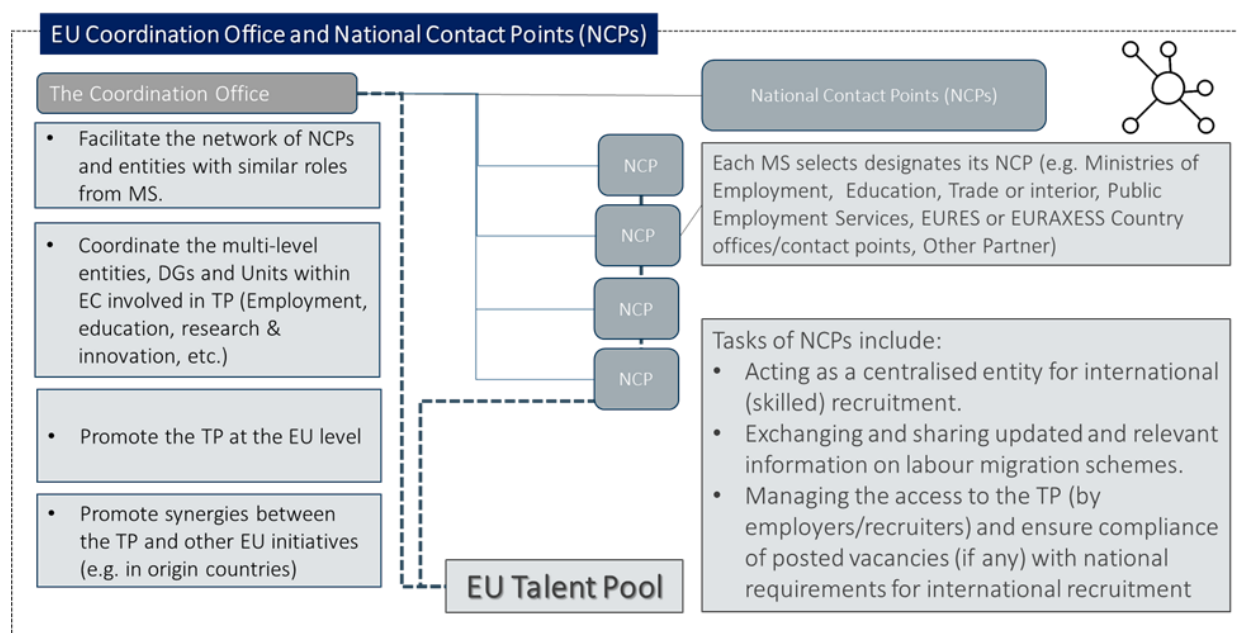


Based on monitoring and evaluation reports and consultation with the network, elements of the Talent Pool would be adjusted. These include, for example, changes to the eligibility criteria, required documents and formats of these documents, expiration of profiles.

Besides structured reporting and monitoring, regular information exchange and cooperation between NCPs and relevant stakeholders would be expected to respond, in a flexible and timely manner, to changing labour market conditions and circumstances (i.e. amending the EU SOL).

### Figure 6. Governance of National Contact Points (NCPs)

Roles and relation to the Talent Pool of the Coordination Office and National Contact Points



### Further options to explore

In addition to the scenario described above, which combines elements of the three scenarios first identified by the European Commission as potential bases for the Talent Pool, a number of other elements could be added to supplement and support the Talent Pool.

#### **Rebuild the EU Immigration Portal**

The EU Immigration Portal is an important existing tool of the EU migration policy framework, providing information and orientation. While the website has been recently revamped (e.g. adding an interactive map, updated country-specific information), further technical improvements should be made. At the very least, clear, concise and accurate information on migration procedures and relevant visas or permits in each Member State should be provided to all users.

The EU Immigration Portal should become a gateway to the future Talent Pool. Technically, the two platforms could merge into one single website or remain separate. If they are merged, the Portal would contain a private area for registered Talent Pool eligible candidates.

The next level of upgrade of the Portal could be to develop an interactive system. Users present their basic characteristics (nationality, occupation, education) without registration or personal identifying information

and receive orientation towards legal migration channels based on a visa and entry requirements API. Those with characteristics suggesting eligibility for the Talent Pool would be oriented to the Talent Pool registration phase. Ineligible third-country nationals would receive information on those channels for which they qualify, with a list of national legal migration channels for which they meet individual criteria. They would not however be able to submit their personal information for inclusion in the Talent Pool.

Additional guidance could also be provided on the Portal. As part of this automated individual feedback, the Portal could indicate whether the user's profession is a regulated profession in certain Member States and/or provide further indications on current labour market trends in different Member States, to help guide users, highlighting occupations in demand which are eligible for legal labour migration channels.

Talent Pool candidates would be able to register and create their own profile. On this basis, a more advanced option within the Talent Pool could be to include data on migration in the AI job matching system (see paragraph 0 above) so that candidates would not only have automatic output on job offers likely to match with their skills but also with labour migration schemes or permits for which they would be potentially eligible. For each applicable permit, future recruits (and employers) would be informed with a percentage of probabilities of admission, based on the candidate's and the job vacancy's characteristics.

These developments would, however, require substantially expanding the currently available information to include not only migration schemes regulated by EU legal migration directives but also all national schemes. Provision of such information, organised in a uniform way to enable automated matching of personal characteristics with relevant schemes, would require significant work on the part of NCPs and substantial IT development.

### ***Standardisation of residence permit/visa application forms***

Under a basic option, standardisation of documentation uploaded from the Pool (e.g. profile user, CVs, skills certificates, digital credentials) might be achieved through soft coordination between competent NCPs and the EU Coordination Office. Files and data could then be easily exportable in a format interoperable with national tools and systems.

A significantly more advanced option would be establishment of a uniform format for national visa/residence permit application forms for work purposes, with standard fields. This regulatory change would go beyond the Talent Pool, but would enable a user to generate a standard application form for different destinations and procedures. As mentioned above in paragraph 0, such a development would require an EU-level legal basis and necessary adjustments at the national level.

### ***Dedicated support and training for employers wishing to recruit from abroad***

Firms, especially SMEs, are often unfamiliar with international recruitment processes or face specific challenges and difficulties in accessing them. Some of them might need further information or assistance before or while using the Talent Pool. Further, NCPs may establish certain requirements for employers and intermediaries as a condition for accessing the Talent Pool. Dedicated training, online courses or public events could either be mandatory or optional. Support for employers to qualify for use of the Talent Pool could be offered by NCPs or other actors such as regional talent initiatives, depending on each Member State's priorities, resources and needs. Additionally or alternatively, EU-wide training modules and technical workshops could be provided (or co-hosted) by competent EU DGs and bodies.

### ***A supply driven component***

A European job-search permit (or visa) could be linked to the Talent Pool as the basis of an expression of interest system closer to those which exist currently outside the EU. This would, however require a substantial revision of the current EU legal framework.

Nevertheless, even under the current framework, there are two possible uses of the Talent Pool for job-search within the EU. First, Member States already may decide to allow job-seekers legally present in the EU territory (including for a short stay) to apply for a residence permit, once the conditions are met, without necessarily returning to the home country. This is already a “may” clause in several legal migration instruments (EU Blue Card, Researchers and Students). Use of this practice could be promoted or encouraged by the Commission through soft coordination.

The second possibility is to encourage the use of the Talent Pool to identify candidates for existing national job-search and supply-driven residence permit schemes in those Member States which already offer them. NCPs can identify potentially eligible applicants from the Talent Pool and reach out to them directly.

### ***A European shortage occupation list (SOL)***

Under the revised scenario (Figure 2), occupations deemed in shortage at the EU level would be considered as an additional eligibility condition to access the Talent Pool. There is currently no shortage occupation list (SOL) defined at the EU level. The revised EU Blue Card directive introduces an annex with a list of occupations, commonly agreed by Member States, for which qualifications may be attested by a number of required years of relevant experience rather than higher education. While this list only relates to the EU Blue Card, it is subject to periodic assessment (and possible revision) based, notably, on Member States’ labour market needs.

The EU Blue Card shortage list is not scheduled for review until at least 2026. However, future review will require an analysis of the changing needs of the labour market “drawn up after consulting national authorities, on the basis of a public consultation which shall include the social partners”. This exercise could be a starting point for development of a European SOL which could also determine occupations granting eligibility for registration in the Talent Pool. While the methodology is yet to be developed, it could follow most national SOL procedures – in EU and in non-OECD countries – and start with an initial empirical analysis on EU-wide labour shortages to identify a long-list of occupations, to be reviewed by Member States for inclusion in a SOL allowing the Talent Pool to include migrants in those occupations. The initial analysis could be based on skills demand analysis from CEDEFOP.

### ***Gateway for qualified refugees and vulnerable categories of migrants***

The Talent Pool does not exclude vulnerable migrants who meet the criteria for admission. However, non-exclusion may not be enough to ensure that the Talent Pool also serves persons who may be in states of temporary vulnerability. Existing European tools and platforms already provide dedicated support to beneficiaries of international protection or registered asylum seekers (e.g. the EU Science4refugee initiative, the Council of Europe’s European Qualifications Passport for Refugees). Similarly, to ensure that the Talent Pool should be accessible to all skilled third-country nationals who meet the admission criteria, regardless of their background or country of origin, additional efforts may be necessary. Following on similar initiatives, projects could include targeted campaigns launched in collaboration with the private sector as well as European initiatives aimed at increasing job matching opportunities or EU-funded actions promoting work-related complementary pathways for people in need of international protection.

### ***Promotion of the Talent Pool through outreach and marketing activities***

While the Talent Pool does not represent a new legal channel for migration, it is meant to attract potential candidates to existing channels. In order to achieve this, it can use proven promotion techniques already in place for national talent attraction initiatives. These include large-scale or targeted promotion campaigns launched by the EU on social media; presence of EU Talent Pool representatives at relevant job fairs or events in origin countries and in Member States; and links with training institutions. In addition, NCPs can hold information and promotion events in their Member State to inform employers’ representatives, talent

attraction initiatives, civil society and decision-makers and organise direct outreach to most relevant national partners.

## Summary of Cost-Benefit Analysis

The analysis of costs and benefits is based, for costs, on existing benchmarks, and for benefits, on comparable initiatives.

The added value potentially offered by the Talent Pool, based on the discussions and analysis, is summarised in Table 1. Five principal potential beneficiaries are identified: potential migrants, employers, the migration management Authorities in Member States (e.g., Aliens Police), the Public Employment Services in Member States or similar authorities responsible for supporting matching, and the European Union as a whole. For each element of the provisional scenario, potential added value is identified.

A range of estimated resource costs is shown in Table 2. This provisional indicative cost analysis is based on existing benchmarks for similar elements, and shows the lower and upper bound of the estimates. The cost estimate concentrates on direct costs of the Talent Pool and related support options. Interventions occurring outside the Talent Pool but potentially supporting its activity – for example, Migration Partnership Facility projects or the development of an EU qualifications assessment platform – are not considered.

The direct cost of the Talent Pool is divided into its two components: the platform and the network (NCPs). The estimated cost of the platform (line 1) includes essential elements for website operation (e.g. content management system, web hosting service, etc.). Even the basic Talent Pool platform still requires interfaces not only for candidates (migrants) but also for NCPs and potentially for employers granted access by NCPs. Website development costs range widely. The range shown is based on the costs for developing platforms such as 'Working in Lithuania' and EURAXESS for the lower bound and EURES for the upper bound.

Depending on the scope of the Talent Pool – whether it is limited to profiles or includes profiles and job vacancies – there are additional features which affect platform cost. Including job vacancies in the platform requires more advanced features than a simple registration tool for centralising profiles, but does not represent a much larger increase in the complexity of the platform. The automated matching tool (line 2) is estimated separately based on similar existing platforms providing job matching services. These tools generally involve an initial development cost and an annual licensing fee, sometimes in relation to the volume of cases handled. A matching tool, however, also automates some of the work of the actors who would normally filter profiles for this purposes. Line 2 shows a negative cost (“-“) for human resources where the tool is assumed to reduce the workload of NCPs. The reduction in staff cost is assumed to drop by as much as 35% depending on the characteristics of the matching tool. Even with a matching tool, however, there would still be a need for some human intervention in the matching process.

Staff costs directly linked to the operation of the platform are included (line 3). These include staff in the development phase, and help desk and technical support in the operational phase. In operation, it is expected that one or two full-time equivalent (FTE) staff would be necessary to run the network. Costs are estimated using the help desk and technical support costs of EURES and EURAXESS as a benchmark and therefore assume that the Talent Pool is fully populated with profiles and in use by NCPs and employers. During operation of the platform, the technical support cost includes the cost related to maintenance, support in data processing and data management, which increases the operating cost for the matching tool.

Translation costs for the platform depend on the number of languages and the complexity of the interfaces. The costs shown in line 4 are estimated differently for the lower bound and the upper bound. If the platform is run in one language (e.g. in English) the cost is lower, as it is for EURAXESS. If the Talent Pool follows the same multilingual approach as EURES (i.e. the platform is translated into multiple official languages)

the cost increases for each language the platform uses. Decisions to translate only some of the interfaces (for example, the registration interface) would reduce translation costs.

The cost of the network includes the cost of the human resources at the central level (line 5). This is the staff involved in the operation and coordination of the network. The assumption here is of one or two FTE staff to support activities and promotion.

It is assumed that on average each Member State will require between one to two full-time staff to operate the NCP (line 6). Staff in the NCP are responsible for intermediating between employers and recruiters and the Talent Pool. They are also responsible for reviewing vacancies for posting to the Talent Pool, where relevant. If the Talent Pool is used heavily for recruitment, additional staff may be necessary beyond this estimate. As noted, the cost of human resources is sensitive to the complexity of the Talent Pool and the tools at disposal. For example, adding job vacancies increases the workload and the need for additional staff to operate and coordinate with employers and recruitment agencies for the jobs posting scheme. Even if job postings are externally retrieved from an existing platform, this work may still involve significant amount of manual efforts for review. Automating job vacancy posting could be done at the Member State level – for example, through identifying PES job listings which meet EU Blue Card criteria and national labour market testing requirements - reducing the staff costs for reviewing vacancies. Such a decision would be taken at the Member State level and is not considered here. Further, developing the automated matching tool can reduce partially the workload required for managing the job vacancies and profiles. The reduction of the workload will depend on the features of the automated matching tool.

Some of the additional cost rows are based on activities in the EURES and EURAXESS network (lines 7-9). They are calculated assuming that 27 Member States will join the EU Talent Pool. The cost per participating Member State is also shown (line 7b). The cost of holding network meetings is based on the current frequency of meetings of the EURES and EURAXESS network and associated budget. Depending on the costs for interpretation and facilities rental, these costs can vary beyond the range shown. The coordination office provides training and protocols to provide a more harmonised service across NCPs (line 8), including meetings which have a cost according to the number of participating Member States (line 8b).

Line 9 shows the cost associated with the support provide to the network activities and promotion which includes the expenses related to marketing strategies, mainstreaming and Talent Pool promotion. The cost of marketing and promotional campaign varies depending on its characteristics and targeted audience. Costs are also shown per participating Member State (line 9b).

The total in line 10 indicates the estimated cost of a Talent Pool including NCPs in all 27 Member States. Line 11 shows the estimated total costs which are “fixed” or set regardless of the number of participating Member States. Line 12 indicates the estimated range of additional cost per participating Member State.

Table 1. Added Value of different elements of the Talent Pool for different actors

	Profile Pool	+ Job Vacancies	+ Matching	+ Renovated EU Immigration Portal	+ Standardised Forms	+ Assessment of credentials and qualifications	+ Fast Track	+ Job Search Visa
<b>Potential Migrants</b>	(Free) visibility to potential employers in multiple MS Ability to express interest in working in EU Single profile for multiple destinations/languages	Able to see JVs cleared for international recruitment	Save time, improved matching	Clearer orientation towards legal channels	Save time	Increased chance of matching	Faster procedures	Additional possibility to come to the EU through legal channel
<b>Employers</b>	(Free) access to more profiles	Additional and broader pool for vacancies Small degree of reassurance that candidates meet eligibility for migration	Save time, improved matching	Clearer indication of eligibility of candidates for legal channels	Minimal, except for prefilled forms in procedures	Clearer indication of eligibility for migration	Faster procedures	Increased supply of qualified candidates ready to start employment immediately
<b>MS Migration Management Authorities</b>	Limited added value, unless MS opts into standard info (time saving)	Limited value, unless Fast Tracked through LMT pre-approval	No	No, except for possible reduction in queries through better information	Save time	Small benefit from greater likelihood of complete applications where assessment is required	No, unless choice is made to use TP rather than national criteria for fast tracking	No, unless JSV / supply-driven migration already in place
<b>MS Public Employment Services</b>	Possibility to access profiles of qualified TCNs excluded from EURES	Possibility to post approved JVs for TCNs, where currently not possible	Support matching, where mandate includes filling JVs with TCNs	No	No	No	No	No
<b>European Union</b>	First policy tool to support legal labour migration channel Reinforce EU as a destination Compete for talent as a destination	Promote EU Blue Card Help fill JVs for skilled shortage occupations	Can analyse match between profiles and vacancies (statistical monitoring)	Employers, migrants and public better informed on EU legal migration framework Better awareness of eligibility for EU Blue Card and its advantages	Support EU standards and development of interoperability	Support and spur development of EU standards Support MPPs focused on assessment	No	Make the EU more attractive

Note: MS: Member States. JV: Job Vacancies. TCNs: Third-Country Nationals.

**Table 2. Provisional Indicative Cost Analysis for the Talent Pool**

In Million Euros, range from lower to upper bound.

	Profiles Only				Additional cost relative to previous phase								Total cost						
	Development cost		Operating cost (annual)		+ Job vacancies		+ Matching Tool		Development cost		Operating cost (annual)		Profiles + Job vacancies + Matching Tool		Development cost		Operating cost (annual)		
	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	Lower	Upper	
<b>EU Talent Pool platform</b>																			
(1) Platform (Technical development and operation)	0.09	1.08	0.06	0.75	0.99	1.66	0.69	0.77	0.00	0.00	0.00	0.00	1.08	2.73	0.75	1.52			
(2) Software (Automated matching development, license fee)	NA	NA	NA	NA	NA	NA	NA	NA	0.90	10.00	0.15	2.26	0.90	10.00	0.15	2.26			
(3) Staff costs (Development, Help Desk, Technical support)	0.16	0.32	0.10	0.20	0.11	0.21	0.07	0.13	0.00	0.00	0.25	2.67	0.27	0.53	0.42	3.00			
(4) Translations	0.08	2.32	0.04	1.17	0.05	1.53	0.04	1.26	0.00	0.00	0.00	0.00	0.14	3.85	0.09	2.43			
Average cost per language	0.00	0.09	0.00	0.04	0.00	0.06	0.00	0.05	0.00	0.00	0.00	0.00	0.00	0.15	0.00	0.09			
<b>Subtotal</b>	<b>0.33</b>	<b>3.72</b>	<b>0.20</b>	<b>2.13</b>	<b>1.15</b>	<b>3.40</b>	<b>0.80</b>	<b>2.16</b>	<b>0.90</b>	<b>10.00</b>	<b>0.40</b>	<b>4.93</b>	<b>2.38</b>	<b>17.12</b>	<b>1.41</b>	<b>9.21</b>			
<b>Network - NCPs</b>																			
(5) Human resources (CO)	0.15	0.25	0.15	0.25	0.05	0.08	0.05	0.08	0.00	0.00	0.00	0.00	0.20	0.33	0.20	0.34			
(6) Human resources (MS)	1.62	3.24	1.63	3.27	0.54	1.08	0.54	1.09	-0.27	-1.08	0.01	-1.09	1.89	3.24	2.18	3.27			
1-2 FTE staff, average cost per MS	0.06	0.12	0.06	0.12	0.02	0.04	0.02	0.04	-0.01	-0.04	0.00	-0.04	0.07	0.12	0.08	0.12			
(7) Common Training Programme and Protocols	0.14	1.12	0.05	0.42	0.13	1.46	0.05	0.55	0.14	1.29	0.05	0.49	0.41	3.87	0.15	1.46			
(7b) Average cost per participating MS	0.01	0.04	0.00	0.02	0.00	0.05	0.00	0.02	0.01	0.05	0.00	0.02	0.02	0.14	0.01	0.05			
(8) Network meetings	0.02	0.53	0.01	0.27	0.01	0.18	0.00	0.09	0.00	0.00	0.00	0.00	0.03	0.71	0.01	0.36			
(8b) Average cost per participating MS	0.00	0.02	0.00	0.01	0.00	0.01	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.03	0.00	0.01			
(9) Support to the network activities and promotion	0.20	1.57	0.20	1.26	0.07	0.52	-0.07	-0.21	0.00	0.00	0.22	-0.09	0.26	2.09	0.35	0.96			
(9b) Average cost per participating MS	0.01	0.06	0.01	0.05	0.00	0.02	0.00	-0.01	0.00	0.00	0.01	0.00	0.01	0.08	0.01	0.04			
<b>Subtotal</b>	<b>2.13</b>	<b>6.72</b>	<b>2.05</b>	<b>5.47</b>	<b>0.79</b>	<b>3.32</b>	<b>0.58</b>	<b>1.60</b>	<b>-0.13</b>	<b>0.21</b>	<b>0.28</b>	<b>-0.69</b>	<b>2.79</b>	<b>10.24</b>	<b>2.90</b>	<b>6.38</b>			
<b>(10) Total (assuming 27 Member States participating)</b>	<b>2.46</b>	<b>10.44</b>	<b>2.25</b>	<b>7.60</b>	<b>1.94</b>	<b>6.72</b>	<b>1.38</b>	<b>3.76</b>	<b>0.77</b>	<b>10.21</b>	<b>0.68</b>	<b>4.24</b>	<b>5.17</b>	<b>27.36</b>	<b>4.31</b>	<b>15.60</b>			
<b>(11) Total fixed cost</b>	<b>0.48</b>	<b>3.97</b>	<b>0.35</b>	<b>2.38</b>	<b>1.20</b>	<b>3.48</b>	<b>0.85</b>	<b>2.24</b>	<b>0.90</b>	<b>10.00</b>	<b>0.40</b>	<b>4.93</b>	<b>2.58</b>	<b>17.45</b>	<b>1.61</b>	<b>9.55</b>			
<b>(12) Total cost per MS</b>	<b>0.07</b>	<b>0.24</b>	<b>0.07</b>	<b>0.19</b>	<b>0.03</b>	<b>0.12</b>	<b>0.02</b>	<b>0.06</b>	<b>0.00</b>	<b>0.01</b>	<b>0.01</b>	<b>-0.03</b>	<b>0.10</b>	<b>0.37</b>	<b>0.10</b>	<b>0.22</b>			

Source: OECD Analysis



A comparison of policy options according to effectiveness and efficiency is provided in Table 3. The principal elements in the provisional scenario are identified and associated benefits and costs scored, according to a scale from ----- (highest cost) through 0 (neutral) to +++++ (highest benefit).

The relative benefit for effectiveness is indicated for four different parameters: the impact on the attractiveness of the EU for qualified third-country nationals; the ability to fill EU labour needs in occupations in shortage; whether skilled third-country nationals can express their interest in migrating for employment to the EU; and the extent to which EU employers and migration authorities can identify candidates based on their needs.

In terms of efficiency, costs calculated according to required efforts are measured against benefits. Costs include resource inputs as well as legislative efforts necessary.

Legislative efforts considered focus on EU legal implications only, without taking into consideration any further additional changes which might be required at the national level. The score for legal changes is as follows: no change at all (0); possible adoption of non-legally binding instruments (soft law, no legislative process required,“-”); revision of existing decisions or incentive measures (either simplified legislative process or ordinary legislative procedure but no harmonisation,“--”); revision of an existing directive or regulation (ordinary legislative procedure but targeted/limited amendments, “---”) and finally the necessary adoption of a new directive or regulation (ordinary legislative procedure, i.e. whole negotiation process from scratch, “----”). In some cases, several legislative options are possible and more than one score is shown.

Measuring effectiveness against efficiency, a Talent Pool containing only profiles can be achieved efficiently and brings a clear, if limited benefit, especially in achieving the goal of allowing third-country nationals to express interest. Including vacancies and matching represents more effort, but with higher returns and greater overall effectiveness of the Talent Pool across different objectives. Additional support measures can further increase the effectiveness of the Talent Pool.

Table 3. Comparison of policy options

	Baseline (Current)	Talent Pool			Additional components				
		Profiles Only	Profiles + Vacancies	Profiles + Vacancies + Matching	Job-Search Visa	+ Interactive EU Immigration Portal	+ Standardised forms	Assessment of credentials / qualifications	+ Link to National Migration Procedures
<b>Effectiveness</b>		+	+++	+++	++	++	+	+	+
Increased EU Attractiveness	0	+	+++	+++	+++	+++	0/+	-	++
Help fill EU labour needs in occupations in shortage	0	+	++	++	+	+	0	+	+
Allow skilled non-EU workers to express their interest in migrating to the EU	0	+++	+++	+++	+++	++	++	-	0
Allow EU migration authorities and employers to identify candidates based on their needs	0	+	++	+++	+++	0	0	++	0
<b>Efficiency</b>	<b>0</b>	<b>+</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>+</b>	<b>+</b>	<b>-</b>	<b>++</b>
Cost (Required efforts)	0	-	--	---	0	--	-	--	----
Legislative efforts (EU)	0	--	0/-/--	0/--	---(-)	0/--	---(-)	0/--/----	---(-)
Benefits (Added value)	0	++	++++	+++++	+++	+++	++	++	++++
<b>Coherence with EU objectives in migration and employment</b>	<b>0</b>	<b>++</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>++</b>	<b>++</b>	<b>+</b>	<b>+</b>

Note: Scoring for legislative efforts: no change at all (0); non-legally binding instruments - ; revision of existing decisions or incentive measures -- ; revision of existing directive or regulation “---” ; adoption of a new directive or regulation “----”.

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