


















Ministry of Foreign Affairs – Department for Migration, Peace and Stabilisation, MIGSTAB

Meeting in the Council for Development Policy on 31 October 2024

Agenda Item No. 11

- 1. Overall purpose:** *For discussion and recommendation to the Minister*
- 2. Title:** Mediterranean Migration Programme
- 3. Amount:** DKK 300 million (2024-2029)
- 4. Presentation for Programme Committee:** 18 June 2024
- 5. Previous Danish support presented to UPR:** No, this is the first presentation to UPR

Regional Migration Governance Programme with a focus on the Mediterranean region (2024 – 2029)

<p>Key results: <i>Strengthened capacities of countries of transit to manage migration challenges in line with international standards and human rights conventions; Improved governance structures and systems in countries of transit of migration flows.</i></p> <p>Justification for support: <i>The programme responds to significant challenges in relation to irregular migration, including smuggling and trafficking of humans and positions Denmark to play a leading role in the use of IDA to support longer-term, more sustainable approach to programming addressing migration challenges.</i></p> <p>Major risks and challenges: <i>The main risks concern a lack of collaboration with transit countries on the migration agenda. Other risks include problematic conduct of law enforcement agencies benefitting from certain components within the programme. This is mitigated by a strong human rights and HRBA focus across the programme.</i></p>	File No.	2024/08908						
	Country	MENA region with a focus on Egypt and Tunisia						
	Responsible Unit	MIGSTAB						
	Sector	Migration						
	<i>DKK million</i>	2024	2025	2026	2027	2028	2029	Total
	Commitment	181,5	36.5	69	13	-	-	300
	Projected Disbursement	55,0	58.1	60,6	50,6	50,1	25,5	300
	Duration	11/2024-11/2029						
	Finance Act code.	§06.32.10.13						
	Head of unit	Nicolaj A. Hejberg Petersen						
	Desk officer	Andrea Bruhn Bové						
	Reviewed by CFO	YES: Antonio Ugaz-Simonsen						
	Relevant SDGs [Maximum 5 – highlight with grey]							
	 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation		
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production			
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals				

Objectives for stand-alone programme:

The overall development objective is that migration management is enhanced, safe, orderly and rights-based in a number of focus countries where three outcomes are envisaged; i) Enhanced migration management in a number of countries in the region (including strengthened integrated border management, ii) Enhanced asylum systems and processing (including documentation, registration, reception etc.), and iii) Countering migrant smuggling and trafficking incl. enhanced support to livelihoods.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%				
IOM	0	0	0	0
ICMPD	0	0	0	0
UNHCR	0	0	0	0
EUAA	0	0	0	0

DIHR	0	0	0	0
Total green budget				

Programme in FMI:	Partner	Total thematic budget: [mill.]
Project 1	IOM	60
Project 2	ICMPD	44
Project 3	UNHCR	70
Project 4	EUAA	22,5
Project 5	DIHR	49
Unallocated funds		42,5
Advisor		7,5
Reviews, evaluations, etc. (Inception and MTR)		1,5
Learning, TA, Research, Public information		3
	Total	300

Ministry of Foreign Affairs
of Denmark

DANIDA

Programme Document
Regional Migration Governance Programme (RMGP)
2024-2029

With a focus on the Mediterranean region

Final Draft

Abbreviations

AMG	Aid Management Guidelines (Danida/MFA)
AVR/R	Assisted Voluntary Return and Reintegration
BRICS	Brazil, Russia, India, China, and South Africa
CAPMAS	Central Agency for Public Mobilization and Statistics
CMR	Central Mediterranean Route
CSO	Civil society organisation
DANIDA	Danish International Development Cooperation
DAPP	Danish Arab Partnership Programme
DDD	Doing Development Differently
DG ECHO	Directorate General for European Civil Protection and Humanitarian Aid Operations
DG HOME	Directorate General for Home Affairs
DG INTPA	Directorate General for International Partnerships
DG NEAR	Directorate General for the EU Neighbourhood
DIHR	The Danish Institute for Human Rights
DKK	Danish Kroner
EUAA	EU Asylum Agency
PACT	EU Migration and Asylum Pact
FRONTEX	EU Border Protection Agency
FRU	Department for financial management of development cooperation/grants (MFA)
FT	Formulation Team
GANHRI	Global Alliance for National Human Rights Institutes
GCM	Global Compact for Migration
GoE	Government of Egypt
GoT	Government of Tunisia

HRBA	Human Rights Based Approach
IBM	Integrated Border Management
IBRD	International Bank for Reconstruction and Development
ICMPD	International Centre for Migration Policy Development
INLCTP	“Instance National de lutte contre le trafic des personnes” / National Institute for countering human smuggling and trafficking
IOM	International Organization for Migration
IPs	Implementing Partners
LNOB	Leave No One Behind
MEAL	Monitoring, evaluation, accountability and learning
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs of Denmark
MIGSTAB	Migration, Peace and Stability Department, MFA Denmark
MMC	Mixed Migration Centre
MoU	Memorandum of Understanding
NDICI	Neighbourhood, Development and International Cooperation Instrument
NHRI	National Human Rights Institute
MS	EU Member State
ODA	Official development assistance
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
RDE	Royal Danish Embassy
Review	Danish Migration Related Engagements (2018-2022) – Review Report, December 2023
RMF	Results Monitoring Framework
RMGP	Regional Migration Governance Programme
RSD	Refugee Status Determination
SDG	Sustainable Development Goal

SM	Scoping Mission
ST	Scoping Team
ToR	Terms of Reference
UIM	Ministry of Immigration and Integration
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime

Exchange rates: 1 DKK = 0.15 USD and 0,13 EURO

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1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the “Regional Migration Governance Programme (RMGP) 2024 – 2029” as agreed between the implementing partners (IPs) and the Migration, Peace and Stability Department (MIGSTAB), Danish Ministry for Foreign Affairs.

The programme follows up on the findings and recommendations from the internal MFA Review of Danish Support to Migration-related Programming 2018 – 2022 that was completed in December 2023. See also sub-section 3.3.6.

The overall objective of the RMGP is that migration management is enhanced, safe, orderly and rights-based in focus and transit countries in the Mediterranean region. While the RMGP will support activities across the region, it will initially also focus on enhancing support to activities in Egypt and Tunisia with a specific focus on more safe and orderly migration governance and management. The programme is in line with and informed by international human rights and standards and Denmark’s policy priorities and track record in this area. The upcoming Danish strategy for engagement with Africa will be consulted to ensure complementarity in approaches.

The programme is jointly managed by the Ministry of Foreign Affairs (MFA) and the Ministry of Immigration and Integration (UIM) through the inter-ministerial Migration Task Force (MTF), while embedded in the MFA’s Department for Migration, Peace and Stability (MIGSTAB).

The Danish Government’s Finance Act of 2024 (§06.32.10.13) provides development funding of DKK 190 million to the MTF annually from 2024 to 2027, which inter alia goes to strengthening migration management. A total of DKK 300 million will be allocated to the RMGP in 2024 to 2027. The programme’s implementation phase will be 2024 to 2029. Further funding is allocated in the Danish Finance Act for 2024 - 2027 to the “CAPACITY” and “Whole-of-Route” programmes under MIGSTAB. Alongside these programmes, the RMGP is designed to provide oversight, synergies and harmonization of programming of funds to Danish supported migration interventions. The programme forms part of Denmark’s overall migration related engagement, for which a common strategic portfolio management framework has been prepared and is described below.

The RMGP brings together the MFA, UIM, Danish embassies and a number of migration attachés housed in the former in selected countries of origin and transit countries. The Royal Danish Embassies (RDEs) in Egypt and Algeria covering Tunisia serve as key stakeholders in the context of government-to-government dialogue, as well as providing analysis, context and contacts regarding safe and orderly migration management in the Mediterranean region.

The programme envisages three outcomes:

- Enhanced migration management in a number of countries in the region (including strengthened integrated border management, Assisted Voluntary Return and Reintegration (AVR/R), documentation etc.),
- Enhanced asylum systems and processing (including documentation, registration, reception etc.)

- Countering migrant smuggling and trafficking incl. enhanced support to livelihoods.

The scoping mission (SM) in March 2024 identified so far five Implementing Partners (IPs), namely International Organisation for Migration (IOM), International Centre for Migration Policy Development (ICMPD), United Nations High Commissioner for Refugees (UNHCR), EU Asylum Agency (EUAA) and the Danish Institute for Human Rights (DIHR), which will contribute to reaching these outcomes. Each of the IPs will have separate underlying project documents.

The programme is a core pillar of Denmark’s approach to fairer, more humane asylum and migration governance and management. Together with the abovementioned programmes, the RMGP is part of a multifaceted strategy to address irregular migration and migration management. Since the programmatic areas are highly interrelated and interdependent, it is proposed to develop a *common strategic portfolio framework*, including a common theory of change, which is developed to facilitate synergies and complementarities across the programmes, also to ensure greater efficiency in relation to management and administrative arrangements. This is described in further detail in subsequent sections, both in relation to the Theory of Change (section 5) and the operational and management arrangements (section 8).

This programme seeks to enable the MFA and UIM to partner with key countries in the Mediterranean to help further develop their migration governance systems in a more *sustainable, safe, orderly and rights-based* manner. Initially, the programme will support IPs aligned with Danish priorities. Yet, the programme also intends to enhance Denmark’s dialogue with the countries of origin, transit and disembarkation so that support to IPs at a later stage can be based on commonly agreed priorities and objectives with the countries in question.

There are significant complexities associated with the pursuit of this objective, given the changing migration dynamics and political priorities in the Middle East and North Africa (MENA) region. This is why the programme design takes a flexible and adaptive approach – in line with Doing Development Differently (DDD) – so that Danish funds can be reallocated to areas across the region where activities and interventions can be implemented. This may be the case if an IP is no longer able to carry out envisaged activities in a given country. This is further described in Section 3 and 10. The flexible approach was also one of the recommendations from the MFA Review of Danish Support to Migration-related Programming 2018 - 2022.

2. Joint Strategic Framework for the Danish Portfolio of Migration Programmes

The Danish portfolio of migration programmes and activities is highly interrelated.

Overall, all the new migration programmes – the Regional Migration and Governance Programme for the Mediterranean Region (RMGP), the CAPACITY Programme, the Whole of Route Programme and the planned future Türkiye and Western Balkan Programme - aim to *address and prevent irregular migration in a safe, orderly and rights-based manner*. This concerns both the efforts to enhance migration governance and management in key countries along the migratory routes and when it comes to strengthening the protection of people on the move. The [How to Note](#) for the implementation of “the World we Share” underpins the Danish ambition to apply a Human Rights Based Approach when addressing the challenges related to irregular migration.

To ensure more effective coordination, learning, monitoring and evaluation and harvest lessons learned whilst ensuring value for money, and transformative and sustainable change, MIGSTAB intends to establish a **joint strategic framework** for the migration programme portfolio. It will include a **cross-programme management structure and an overarching theory of change**, which will be finalized and validated during the inception phase of the programmes, also to ensure full ownership by recipient governments and implementing partners. The overall objective of the overarching ToC reads as follows: Migration management is enhanced, safe, orderly and rights-based in focus countries, transit countries and along migration routes.

The different elements will be further elaborated within the respective annexes under the programme documents.

The strategic priorities for the “Fund for Migration and Regions of Origin”¹ have thus far been decided by a high-level governing structure consisting of the MFA and the UIM state secretaries and relevant department directors from both ministries. This structure will now be formalized into an **inter-ministerial Migration Programme Steering Committee** comprising relevant departments from the MFA and UIM, which will continue to decide on strategic priorities and in addition oversee the strategic direction, implementation and progress of the programmes and projects under the Fund for Migration and Regions of Origin, while also facilitating relevant cross-ministerial collaboration (the nature of which differs across each of the programmes). It is planned that the MFA and UIM state secretaries will attend the cross-ministerial Migration Programme Steering Committee meetings on an annual basis.

At working level, all three programmes will also have their own dedicated steering committees. Participants in the **RMGP steering committee** will include representatives from relevant departments of the MFA and UIM, along with the programme’s implementing partners. This will be complemented by **country-level steering groups** where relevant, which will be decided upon during the inception period.

MIGSTAB is the administrative anchor within the MFA for the majority of funds under the Fund for Migration and Regions of Origin and responsible for the day-to-day management of the migration portfolio. Relevant staff within the department – the Migration Team that is embedded within the cross-ministerial Migration Task Force (MTF) – will constitute the **MIGSTAB portfolio management unit** with the responsibility to ensure and enhance coordination across all relevant migration programmes and activities. This unit will also be responsible for ensuring coordination with other donors to seek complementarities and avoid overlap. An **external monitoring, evaluation, accountability, and learning (MEAL) unit overseeing all programmes** will be established, with 1-2 designated MIGSTAB staff members in charge of overall communication with the unit.

The cross-programme management structure and MEAL unit will contribute to consolidating the **common strategic vision for all the programmes**, coherence and aid-effectiveness across the portfolio regarding the management and administrative arrangements. Moreover, it would facilitate overall coordination with multilateral migration activities under the EU, UN agencies, and the World Bank.

Programme complementarity: As the new programmes all aim to address and prevent irregular migration in a safe, orderly and rights-based manner, it will be key to ensure that they do not overlap but rather complement each other and the overall theory of change. The programmes are highly interrelated. Both RMGP, CAPACITY, and the future planned regional programme for Türkiye and the Western Balkans will

¹ Denmark is financing a broad range of engagements on migration, including these programmes through the Fund for Migration and Regions of Origin (“Nærområde- og Migrationsfonden”) under the Danish Finance Act frame §06.32.10. with an annual budget of DKK 700 million.

focus on the “supply side” of migration governance, working mainly with relevant government counterparts through the implementing partners. Whereas the RMGP focuses on capacity building within asylum, integrated border management, including return management, and countering human smuggling and trafficking, the CAPACITY programme has a focus on strengthening the capacity of migration authorities, including through infrastructure support, modernising the migration governance system, such as visa processing, digitalisation of immigration systems and return, re-admission, and re-integration. By enhancing overall learning, MEAL and management structures, MIGSTAB and implementing partners will be able to ensure complementarities across the programmes and prevent potential overlaps. Issues such as gender and HRBA will cut across the programmes to enhance safe, orderly, and rights-based migration systems and practices.

The Whole of Route programme will **focus on the rights-holder level and** on providing protection and other services for people on the move along the routes. During the implementation of this programme, it will be key to analyse how the other programmes can bridge possible gaps vis-à-vis a route-based approach to ensure that the migration governance and protection systems along the routes are developed in a sustainable manner. Synergies and learning will be captured and anchored in MIGSTAB. MEAL (and ensuring synergies) is strengthened considerably in the design at various levels (IPs, MEAL contractor, MIGSTAB, Danida Advisor, inter-ministerial Migration Programme Steering Committee).

Two aspects merit additional consideration regarding joint management arrangements of the migration portfolio:

- During the scoping and programming of the new migration programmes in 2024, it has become apparent that like-minded donors might be interested in the programmes and the possibility of establishing a **common funding facility/instrument/trust fund** with Denmark to enhance migration governance/management, impact, effectiveness and coordination of migration interventions and to avoid donor fragmentation. Thus, participation in the management arrangements could be expanded to include like-minded donors.
- The new Danish Migration programmes and existing migration projects will strengthen focus and coherence of interventions. It will benefit from the inter-ministerial Migration Programme Steering Committee’s oversight and enhance coordination, learning and synergies across programmes and geographies, including assessment of implementing partner efforts (where it is noted that several implementing partners are involved in several programmes).

The new overarching joint strategic framework for the migration portfolio marks a new Danish approach to migration programme implementation. This approach will promote a more systematic and critical dialogue with partners and alignment on common migration-related outcomes, objectives and priorities with countries of transit and origin. Migration related objectives and priorities have been discussed directly with implementing partners, thus using implementing partners as interlocutors of beneficiary country priorities and objectives.

3. Context, strategic considerations, rationale and justification

3.1 Regional context

IOM estimates in 2024 that the number of international migrants globally at 281 million represents around 3.6 per cent of the world's population and is estimated to generate 9.4% of global GDP.² Internal displacements reached a record level at the end of 2022, with 71.1 million internally displaced persons (IDPs) around the globe. This is the highest number ever recorded – and this trend is anticipated to continue in the future.³ Annex 1 provides further contextual detail.

In 2023, the flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). The *Central Mediterranean route* (CMR) increased significantly by 49%, illustrating how countries along the route have been affected by sustained yet ever changing mixed migration flows. From an all-time high on the CMR of 181.455 irregular crossings in 2016 to a low of 14.874 crossings in 2019.⁴ The most recent figure of 157.479 irregular crossings in 2023 shows how migration routes change both due to the conditions in countries of origin as well as the will and ability of transit countries to counter the smugglers' operations. As an example, arrivals from *Tunisia* in 2023 were at the highest level ever recorded by the EU border protection agency Frontex⁵ (at around 98.000, roughly triple the figure for 2022), replacing *Libya* as the main departure country for the CMR. The military coups in Mali, Niger and Burkina Faso as well as the ongoing large-scale conflict and humanitarian crisis in Sudan from which thousands are fleeing have only added difficulty to cooperation between countries in the Sahel and Maghreb region. This has caused great uncertainty to as to how mixed migration flows will be managed, if at all. Depending on how the situation evolves, it further cannot be ruled out that the severe humanitarian crisis and massive displacement of more than 1.5 million Palestinians in the Gaza Strip could pose risks to the stability in the region and lead to regional migration/refugee flows.

There is a significant rationale to prioritise support to managing mixed migration flows in *Egypt* and *Tunisia* as further detailed in the sub-sections below. There has been an upsurge in arrivals of mixed migration movements⁶ to Europe originating or transiting from/through Egypt through Libya and Tunisia. Meanwhile, other countries in the region face significant challenges in terms of migration management and may be relevant to support through the RMGP.

The deteriorating security of neighbouring countries, particularly Libya and the Sahel, have highlighted the importance of stability in *Algeria* for the region. In recent years, many sub-Saharan migrants have turned to Algeria as their destination or a transit point in their journey. Each week, a large number of migrants of different nationalities (mainly from West Africa) enter Algeria. Most arrive on Algerian territory across the 1500 km border with Mali and Niger in the middle of the Sahara Desert. As a country of destination, transit, and departure, migration flows in *Morocco* are also internal, cross-border, and cross-regional. Furthermore, Morocco was among the main countries of origin for registered arrivals in Europe in 2023.

Lebanon is another hot spot when it comes to the influx of Syrian refugees and a significant source of irregular movements into the EU (particularly via Cyprus). According to the Lebanese authorities, there are nearly 2 million Syrian refugees, representing a third of the country's population. Equally, *Jordan* is one of the

² IOM Global Appeal 2024

³ IDMC 2024

⁴ <https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-routes/central-mediterranean-route/>

⁵ Frontex Annual Brief 2023.

⁶ *Mixed migration* refers to actual “cross-border movements of people, including refugees fleeing persecution and conflict, victims of trafficking and people seeking better lives and opportunities”.

countries most affected by the Syria crisis, where more than 730,000 refugees are registered with UNHCR, predominantly from Syria.

Overall, democratic principles, rule of law and human rights are under significant pressure across the Middle East and North Africa (MENA) region. This hampers migrants' human rights with reports of unlawful detention, human smuggling, trafficking, labour exploitation in the informal sector, gender-based violence etc.⁷ Thus, there is a significant need to enhance *safe and orderly migration in a rights-based manner* through awareness raising and putting more emphasis on legislative and policy work in the field of migration. This includes a need to further operationalise the Human Rights Based Approach (HRBA) and gender equality across the MFA migration programming in accordance with the Aid Management Guidelines (AMG) and Danish human rights and gender priorities.

Similarly, other Danish MFA priorities, such as migration in relation to climate change and understanding/preventing the possible migration of youth e.g. through awareness raising and improving livelihoods needs to be prioritised and operationalised into the programme. During the SM, both Egyptian and Tunisian authorities stressed the fragile situation in their countries and challenges facing their own populations. The International Bank for Reconstruction and Development (IBRD) observes that “as *the [MENA] region continues to recover from the impact of the COVID-19 shock and tries to navigate the heightened volatility in its terms of trade stemming from Russia’s invasion of Ukraine, the region’s people are contending with the ramifications for their livelihoods of the global surge in interest rates, the depreciation of currencies, and the resulting inflationary pressures*”.⁸ The challenges arguably pressure governments that increasingly question how much and for how long they can absorb and handle growing migrant populations. For the same socioeconomic reasons, governments are increasingly pushing for legal pathways, including circular migration,⁹ to Europe for their own citizens.

Many migrants and asylum seekers end up in transit countries close to the EU. The mixed migration flows significantly impact public administration and key institutions in terms of reception capacities, migration and integrated border management (IBM), particularly in the transit countries. Moreover, many of the MENA countries are in dire need of enhancing their asylum reception, IBM and migration management systems in an effective and safe manner that also considers migrants' and refugees' vulnerabilities and human rights.¹⁰

Various stakeholders, including spoilers, impact a complex and fluctuating operational environment, thereby posing obstacles, and providing opportunities. There are various root causes of irregular migration and forced displacement. Amongst the most important ones are the loss of livelihood and opportunities due to conflict, repression, pervasive human rights violations, climate change, poverty, and dysfunctional governance. These often, combined with the presence of persuasive smuggling networks, create a considerable push factor towards the EU. Others may migrate due to perceptions, disinformation, family, or other multi-layered reasons. With an increasingly multipolar world order, major actors such as China and Russia are furthering collaboration and partnerships with governments or other stakeholders/groups in the region. The region is thereby becoming an extended part of the geopolitical battlefield with the EU. *Spoilers* may promote deliberate policies aimed at creating and amplifying the ‘migrant push factor’, including Russian

⁷ <https://uhri.ohchr.org/en/countries> and <https://uhri.ohchr.org/en/search-human-rights-recommendations?countries=78fe50f3-8dc2-4255-b905-4c41333d89f0&affectedPersons=5b6c3990-9faf-4d1f-9ec2-84c14e1c66e1>

⁸ IBRD 2023. Balancing Act: Jobs and Wages in The Middle East and North Africa When Crises Hit.

⁹ *Regular circular migration* denotes an agreed inter-state regulatory framework allowing for individual time-limited immigration permits, including time-limited residence and work permits, to the EU and return to the country of citizenship upon expiry of work permits, in order to *reverse brain-drain* migration and benefit the economic development of the returning citizen's country.

¹⁰ Terms of Reference guide for the ‘Formulation of a Regional Migration Governance Programme (November 2024 – November 2029)’ with a focus on the Mediterranean.

interventions in the Middle East and Africa (e.g. the Russian “Africa Corps” previously known as the Wagner Group in Sahel and Libya), militant Islamic groups seeking to expel certain population groups from conquered territory, etc.

Inter-governmental institutions will continue to play a great role in dealing with and, to some extent, managing migratory and refugee flows. The main actors are IOM and UNHCR, who have become significant partners for governments in terms of handling migration across the MENA region.¹¹ ICMPD is also recognised for its regional training centre in Malta and its role of developing the capacity of several governments in migration management including IBM in the MENA region. They also facilitate inter-governmental regional policy dialogues in this area, which have been considered innovative and useful by both government authorities and IPs. However, both IOM, UNHCR and ICMPD have to some extent, and more or less voluntarily become *proxy-governmental entities*, taking on tasks that would normally be seen as core governmental responsibilities. This is partly due to weak state migration governance structures overwhelmed by the migration influx, partly a result of government decisions to effectively *outsource the responsibility* to international organisations, which in turn ensures that donors shoulder most financial costs.

The *EU Commission* is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issue in the MENA region (and Eastern Neighbourhood) and fund many of the same IPs as Denmark. The *Directorate General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)* plays a role in mitigating short-term humanitarian crises that give rise to population flows towards the EU. The *Directorate General for the EU Neighbourhood (DG Near)* is the main funder of external cooperation on migration and asylum seekers, while *Directorate General for Home Affairs (DG Home)*, with its agencies *Frontex* and *EUAA*, has the lead on common EU border control and asylum measures and procedures.¹² DG Home’s focus is on the EU27 and its budget for the external dimension is relatively limited. While border control and (granting of) asylum remain primarily under the control of MSs, there is growing political will to coordinate through and align with Commission measures.

On 14 May 2024, the European Council adopted the new *EU Migration and Asylum Pact (the Pact)*¹³. The Pact represents a significant legislative reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.¹⁴ The Pact will also likely have a major impact on the EU’s Southern Neighbourhood. A part of the Pact is the embedding of migration in *international partnerships* by, inter alia, preventing irregular departures through capacity development in integrated border management authorities in priority partner countries, including through reinforced cooperation with Frontex; fighting migrant smuggling; cooperating on readmission where development of legal migration goes hand in hand with strengthened cooperation on return and readmission; and promoting legal pathways to facilitate international recruitment allowing non-EU citizens to work, study, and train in the EU.¹⁵ Due to Denmark’s legal reservations to EU justice and home affairs, it only participates when national legislation is adopted. Meanwhile, Denmark has led the work of an informal group of 15 EU Member States that on 15 May 2024 sent a joint letter to the EU Commission regarding new solutions and comprehensive partnerships to address irregular migration.

¹¹ Including most significantly UNHCR in Lebanon.

¹² The Danish reservation to the Maastricht Treaty with regard to Justice and Home Affairs applies, <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:41992X1231> (Edinburgh Agreement), see also <https://www.thedanishparliament.dk/en/eu-information-centre/the-danish-opt-outs-from-eu-cooperation>. This also means that Denmark has observer status in the board of the EUAA.

¹³ <https://www.consilium.europa.eu/da/press/press-releases/2024/05/14/the-council-adopts-the-eu-s-pact-on-migration-and-asylum/#:~:text=The%20asylum%20and%20migration%20management,responsibility%20among%20the%20member%20states>

¹⁴ <https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact>

¹⁵ https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en

3.2 Egypt and Tunisia

The migration destination, transit, and departure countries close to the EU face sensitive political contexts and resource constraints vis-à-vis migrants, weighing internal domestic pressure in maintaining social cohesion, livelihoods and preventing tension such as xenophobia towards migrant communities when managing significant migratory flows. The national legislative frameworks for dealing with migration flows are weak and outdated, which may also reflect some reluctance to formalise immigration matters and officially acknowledge the presence of different categories of migrants and of issuance of IDs, residence permits, work permits, access to public services etc.

A close partnership with a strategic country such as *Egypt* is of key importance for the EU not only in relation to migration, but also with regard to i.a. regional stability, democratic governance, trade, security, green growth, and development partnerships. Similarly, a close partnership with *Tunisia* as a key transit country with close proximity to the EU is indispensable if wanting to manage migration flows. As expressed by authorities in both countries, government partners on the Southern rim of the Mediterranean are increasingly affected by the destabilizing effect of the push factors and national brain drain of skilled nationals leaving for a perceived better future elsewhere, including in the EU (and often providing for increasing and politically important remittances). This is also why these governments increasingly seek comprehensive partnerships with the EU and MSs, which go far beyond migration management, and includes trade, energy politics, includes livelihoods and not least circular migration pathways for their own citizens. In some countries, there appears to be an interest to partner with a perceived neutral country such as Denmark in various areas including migration management.

The governments of Egypt and Tunisia have both stated that they support *burden sharing*, but not *burden shifting* when dealing with the EU. For these countries, there is a sensitive balance between strengthening their own border control and migration management mechanisms vis-à-vis continued outsourcing to UN agencies. Moreover, the contexts are different and so should any dialogue and programming led by Denmark be in the context of the RMGP, taking into account the national constraints and contexts also to ensure political-buy in.

During the scoping mission, *improving livelihoods* and exploring further *legal pathways* was framed by governments and IPs as an indispensable element in a *holistic and balanced approach* to migration issues as well as an important element to counter smuggling and trafficking. Government representatives in Egypt and Tunisia emphasised that livelihood support would be seen as a sign of a *genuine partnership*. This may include support to local communities affected by migratory movements and asylum seekers, preventing tension between host communities and migrant communities, easing the political and fiscal constraints faced by governments in coping with large-scale migration influx, and providing economic empowerment for both host communities, youth and migrants, as nationals of Egypt and Tunisia are amongst the top migrant nationalities to Italy. Livelihood support will be discussed with partner governments and relevant IPs, and modalities may change during the implementation as part of the *Doing Development Differently* (DDD) and adaptive management approach. Livelihood support is explicitly provided for in the Danish Finance Act authorising the grant to the RMGP. While it is recognized that legal pathways and livelihood are important elements for the host governments, they are not a primary Danish focus under RMGP and activities in this area are limited, but will be addressed in other Danish migration programming under preparation.

3.2.1 Egypt

According to the Egyptian Government, Egypt is hosting approximately 9 million' foreigners, including refugees.¹⁶ Out of these, about 1.4 million are perceived at-risk and vulnerable. Yet, the documentation and categories of migrants and their vulnerabilities are uncertain and there is a need to improve reliable data. The largest migrant communities come from Sudan, Libya, Yemen, and Syria, with the majority located in Cairo, Giza, Alexandria, and Damietta governorates.

The human rights situation in Egypt is of continuing concern and lacks a framework for safe and orderly migration with risks of unlawful detention, refoulement, gender-based violence, trafficking, and exploitation of migrants in the informal economy. Egypt is a signatory to the 1951 Refugee Convention and its 1967 Protocol, as well as the 1969 Organisation of African Unity, Refugee Convention. A 1954 memorandum of understanding continues to be the formal bilateral document governing cooperation between the government and UNHCR. Egypt does not have a specific law to regulate the situation of refugees. Hence, in many situations, laws regulating the status of foreigners are applied to them. In 2019, the Government announced that it began drafting a national asylum law, which is expected to address some of the existing legal gaps¹⁷. Since 2021, Denmark has supported a Roadmap for cooperation between EUAA and the Government of Egypt (GoE) with a view to developing a national asylum legislation in compliance with international protection standards. There are on-going discussions with the EUAA on an additional phase of support. According to the government, registration of refugees and asylum management is an Egyptian responsibility and should be managed by Egypt as soon as the asylum legislation is passed in Parliament. However, Egyptian authorities are aware of their need of support and assistance to set-up and develop the capacity of the asylum system and institutions in this area. Meanwhile, there are certain political sensitivities, including domestic concerns as outlined above that make the passing of the asylum law in the near future uncertain.

Since June 2023, with thousands of Sudanese crossing the border every day, Egypt introduced stricter entry policies for new arrivals from Sudan, with substantial visa wait times. Concerns also exist regarding limited access to registration in Upper Egypt, putting asylum seekers at risk of human rights violations and exploitation. Additionally, recent reports suggest an increase in arrests targeting foreigners in 2024, potentially linked to a new law passed in September 2023.¹⁸

Egypt strives to offer refugees protection and access to basic services like healthcare and education. However, with a third of its own population living below the poverty line,¹⁹ there are significant limitations. While some migrant groups, like Syrians, have access to public services alongside Egyptians, others face language barriers and administrative hurdles. According to the organisations met during the SM, there are growing signs of tension between host communities and migrant/refugee populations over the perceived competition for services being provided.

The Egyptian approach has been de facto a “no camps” policy. The authorities maintain that a holistic approach with support for local communities hosting migrants/refugees is needed. This includes both humanitarian aid and long-term development projects to create economic opportunities for both Egyptians, migrants, and refugees, fostering resilience and job creation. This approach is still a priority, though one may

¹⁶ These numbers are used and referred to by the government authorities.

¹⁷ Joint Platform for Migrants and Refugees in Egypt Common Situational Analysis Education and Health Services for Migrants and Refugees in Egypt March 2022

¹⁸ UNHCR Briefing 17 March 2024.

¹⁹ World Bank Group. 2019 Understanding Poverty and Inequality in Egypt.

argue that Egypt has not been credited sufficiently by donors, perhaps because the absence of refugee camps, which makes their heavy responsibility less visible. To ensure continued social integration, dignity, job creation, and legalising the status of migrants Egypt collaborates closely with IOM, UNHCR, EU and its MSs and others. The new EU-funded "Platform" initiative is one such example, which focuses on health and education programs for refugees. Furthermore, NGO involvement is important and the Ministry of Social Solidarity as well as organisations like Save the Children and UNICEF play a role in supporting refugees. Partners could do more to coordinate amongst themselves. Also, there is a need for a coordination mechanism led by Egypt between GoE and major partners, which points to a need for further institutional development building.

There is lack of data on the demographic and socio-economic characteristics of migrants, refugees, and asylum-seekers as well as on their needs in Egypt.²⁰ Data remains scattered and official figures provided are not fully substantiated by a sound methodological approach. The Egyptian authorities work with IOM to improve migration data collection, management, and analysis for use in policy formation and management. A 2022 migration study focused on data is outdated, so the Egyptian Central Agency for Public Mobilization and Statistics (CAPMAS) and IOM are working on an update. The authorities also work with UNDP and UNHCR on data collection, management, and analysis.

On 17 March 2024, the EU and Egypt entered into a strategic and comprehensive partnership with the signing of the EU Egypt Joint Declaration.²¹ The partnership covers are manifold; political relations, macroeconomic stability, sustainable investment and trade, including energy, water, food security and climate change, migration, security, and human capital development. Migration constitutes a smaller part of the funds allocated for all the engagements.

Cooperation on migration has EUR 200 million allocated as grants out of the total of EUR 7.4 billion mixed funding. Guided by the principles of partnership, shared responsibility and burden sharing, Egypt and the EU adopted a holistic approach to migration governance. The EU will further provide necessary financial support to assist Egypt on migration-related programs that entail developing a holistic approach to migration including legal migration pathways, mobility schemes such as Talent Partnerships, tackling the root causes of irregular migration, combating smuggling of migrants and trafficking in persons, strengthening integrated border management, and ensuring dignified and sustainable return and reintegration. The EU will continue to support Egypt's efforts in hosting refugees, and the agreement indicated a joint commitment to ensuring the rights of migrants and refugees.

Based on meetings with senior Egyptian MFA representatives in March 2024 and a follow-up visit by senior Danish officials in July 2024, it is the assessment that there is political buy-in to partner and work with Denmark on a *Technical Memorandum of Understanding (MoU) on Migration Collaboration*. Such an agreement would emphasize sustainable institutional development of migration related public institutions, including implementation of asylum legislation if adopted, reception, registration, documentation, refugee status determination (RSD), collection of data combined with livelihood support to local communities, all through a human-rights based approach. The two other Danish migration programmes under preparation may also be able to offer supplementary support to the partnership.

²⁰ EU Action Document for Strengthening Protection and Resilience of Refugees, Asylum-Seekers and Migrants in Vulnerable Situation in Egypt.

²¹ https://neighbourhood-enlargement.ec.europa.eu/news/joint-declaration-strategic-and-comprehensive-partnership-between-arab-republic-egypt-and-european-2024-03-17_en

The collaboration aims to establish a technical MoU between Egypt and Denmark to politically anchor the activities of the RMGP. An option to consider for the MoU would be to introduce a Steering Committee with participation of the GoE, MIGSTAB, the Royal Danish Embassy (RDE) Cairo, and the IPs and supported by the programme administration setup in Copenhagen (described further in section 8 below).

Subject to the MoU and the national asylum law being passed, the RMGP would seek a dialogue with Egyptian authorities about the provision of an RMGP-funded technical advisor to be embedded in a relevant Egyptian ministry. The ToR for such an advisor would be detailed in an annex to the programme document once agreed with Egypt and with an overall mandate to support the implementation of the objectives set out in the Technical MoU and strengthen national donor coordination. Should such an agreement not be feasible, the advisor could be posted with either UNHCR, IOM, EUAA or within the EU delegation with a specific ToR that would ensure a focus on capacity development of the government.

The portfolio of IP agreements/contracts will initially be agreed with Denmark but may be adjusted later to support the implementation of the technical MoU once concluded.

3.2.2 Tunisia

In 2023, Tunisia became the main disembarkation country for mixed migration on the CMR to the EU, thus surpassing Libya. For the first time, non-Tunisians made up most nationalities traveling to the EU (including regular migrants who have stayed in Tunisia for a longer period). The modus operandi between how Tunisians and non-Tunisians try to cross the Mediterranean is different; for Tunisians, it usually takes place with better vessels and with fewer people on board, for non-Tunisians the journey takes place under much riskier conditions. There are no reliable official figures on how many foreigners there are in Tunisia.²² The estimates vary, though the stock seems to be stable around 0.5 % of the population.²³ In October 2023, it was reported that 75,900 migrants were in Tunisia²⁴ and another indicator for the magnitude is that 70,000 interceptions at sea were reported for 2023.²⁵

Similar to Egypt, Tunisia face massive economic and social challenges stemming partly from the financial crisis and inadequate governance, the COVID-19 pandemic, the Ukraine crisis, and the Gaza crisis. Inflation was at 7.8% in January 2024²⁶ and an estimated 40-50 % work in the informal sector.²⁷ Youth unemployment rates are very high, with many young Tunisians desperate to leave Tunisia. In the long term, it will be a major challenge that many Tunisians want to migrate to the EU and with the consequence of creating loss of high-skilled employees, such as doctors, nurses, engineers etc. On 16 July 2023, the EU and Tunisia entered into a strategic and comprehensive partnership with the signing of a Memorandum of Understanding (MoU), which macro-economic stability, trade and investment, green energy transition, people-to people contacts and migration related engagements.

Tunisian migrants continue to constitute a significant proportion of migrants seeking towards Italy (no. 3 caseload in Italy in 2024 as of 1 April 2024).²⁸ There seems to be a structural mismatch between unemployment among Tunisians and the struggle for employers to find workers in certain sectors such as

²² Mixed Migration Centre November 2023 - Transit Migration and Development. The website of the Ministry of Foreign Affairs, Migration and Tunisians abroad – is not active. On the website of the National Migration Observatory, the section on “immigrants” is void and the section on “foreigners in Tunisia” has not been updated since 2014.

²³ World Bank. Tunisia Economic Monitor Migration Amid a Challenging Economic Context Fall 2023

²⁴ <https://www.acaps.org/en/countries/tunisia>

²⁵ <https://www.infomigrants.net/fr/post/53791/tunis-annonce-70-000-interceptions-en-mer-et-reste-accusee-de-renvois-vers-la-libye>

²⁶ <https://knoema.com/atlas/Tunisia/topics/Economy/Short-term-indicators/Inflation-rate>

²⁷ Scoping mission interview with bilateral donor.

²⁸ <https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-map/>

construction and agriculture. At the same time, some employers prefer to hire migrants over Tunisians because they accept to work more hours for a lower pay.²⁹ This (perceived) competition for jobs might explain the tension between migrants and host communities.

The tensions between migrants and host communities have been increasing and a growing anti-migrant sentiment has become prominent in the public sphere over the past year, with Tunisian officials issuing statements severely criticizing associations and NGOs working on migration. The pressure on such (I)NGOs and relevant UN agencies have in effect made the conditions for organisations very difficult. Recent media reports have also raised serious concerns regarding the conduct of Tunisian border guards at the borders with Algeria and Libya. Such developments may constitute reputational risks for the programme and are to be monitored and mitigated carefully. Further, the programme activities may be adjusted accordingly if and when needed. Scaling up the Monitoring, Evaluation, Adaptation and Learning (MEAL) architecture will ensure a much closer dialogue with government authorities and the implementing partners, and other development and political partners, including the EU throughout the programme implementation.

Present Tunisian government policy implies that Tunisia wants to limit the presence of irregular migrants to the greatest extent possible. As stated in a Mixed Migration Centre (MMC) publication, “*Tunisian authorities do not, in fact, respond to migration, but rather consider that migrants are under the responsibility of IOM while refugees belong to the mandate of UNHCR*”.³⁰ Yet, Tunisian government representatives have expressed interest to collaborate with Denmark in a number of initiatives to address irregular migration. This include strengthened IBM, openness in relation to digitization of the general immigration administration with the exception of the asylum area, a need to strengthen the ABR/R capacity development, needs to improve data in relation to migration flows, needs to strengthen counter-trafficking and counter-smuggling, needs to support and operationalise a more human rights-based approach to immigration administration and ensure protection of human rights, and “safe and orderly migration”, link to the Global Compact for Migration (GCM).³¹ While the approach by the current government on migration management seems to be dictated by security concerns, authorities have still expressed a desire for a *comprehensive, holistic approach* as a necessity to address the root causes of irregular migration (including poverty, unemployment, as well as addressing migration caused by climate change etc.).

Tunisia acceded to the 1951 Convention relating to the Status of Refugees in 1957 and its 1967 Protocol³², but does not yet have a domestic legal framework governing asylum and refugee issues. Consequently, RSD is still conducted by UNHCR under its mandate.³³ On 29 February 2024, UNHCR had 15.769 persons registered³⁴ and according to UNHCR's country office, around 2,500 new asylum seekers arrive per month. In the past year, UNHCR has seen an increase of about 400 %. The average acceptance rate for UNHCR-processed asylum cases in Tunisia is 82.5 %.

The main law currently covering migration is the outdated 1975 Law on passports and travel documents, with changes made in 2004. A draft law on migration has been underway for several years, but the draft law was not approved before parliament was suspended in 2021. Though Tunisia drafted a National Migration

²⁹ Mixed Migration Centre November 2023 - Transit Migration and Development

³⁰ Mixed Migration Centre November 2023 - Transit Migration and Development, <https://mixedmigration.org>

³¹ <https://www.iom.int/global-compact-migration>.

³² Tunisia acceded to the 1954 Convention relating to the Status of Stateless Persons (the 1954 Convention) in 1969 and to the 1961 Convention on the Reduction of Statelessness (the 1961 Convention) in 2000. Tunisia also ratified the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (the 1969 OAU Convention) in 1989.

³³ Submission by the United Nations High Commissioner for Refugees for the Office of the High Commissioner for Human Rights' Compilation Report Universal Periodic Review: 3rd Cycle, 27th Session.

³⁴ <https://reliefweb.int/map/tunisia/tunisia-situation-map-refugees-and-asylum-seekers-29-february-2024>.

Strategy in 2017, it is more a set of statements than a specific policy. The strategy also focuses more on Tunisians living abroad than on migrants present in Tunisia. There is very little information on how much of the strategy has been put into action.

Human rights are increasingly under pressure in Tunisia, and, as mentioned, it is becoming more challenging for NGOs to support migrants, including promoting the protection of their rights³⁵. In this context, the DIHR plays an important role in supporting state institutions and its sister organisation in Tunisia promoting and protecting human rights. There are imminent needs to strengthen *safe and orderly migration management and currently high* risks of unlawful detention, migrant smuggling/trafficking, risks of *refoulement*, gender-based violence and exploitation of migrants in the informal sector. Still, there may be space and possibly government buy-in to develop a partnership with more emphasis on longer term. This would promote sustainable institutional HRBA capacity development, including sensitisation on safer and more orderly IBM, counter-smuggling/trafficking and ensuring qualitative documentation (data, registration) on migrants' vulnerabilities and targeted livelihood support to affected communities hosting migrants and asylum seekers. The two other Danish migration programmes under preparation may also be able to offer supplementary support under the partnership.

The current context underlines the need to continuously monitor the situation on the ground in close consultation with the IPs and likeminded donors. Such monitoring will feed into Denmark's ongoing adjustments of the programme and/or, in the event that the operational environment significantly changes, ultimately a re-direction of funding, based on the different scenarios developed.

In spite of the sensitivities outlined above, there are still significant needs and also space to engage, also to strengthen the HRBA approach in the migration governance and management. As such, collaboration with Tunisian authorities aims to explore, through further dialogue, the prospects of eventually entering a *Technical Memorandum of Understanding (MoU) on Migration Collaboration*. If this is eventually achieved, it is proposed that the partnership would be governed by a Steering Committee with participation of the Government of Tunisia (GoT), MIGSTAB, RDE Algiers, and the IPs and supported by the programme administration setup in Copenhagen (described further in section 7 below). Elaboration of possible ToR for the Steering Committee would be dependent on outcomes of further consultations between GoT and RDE Algiers.

Furthermore, the RMGP would seek a dialogue with Tunisian authorities about the provision of an RMGP-funded technical advisor to be embedded with one of the IPs to support the relevant Tunisian state actors. The ToR for such an advisor would be detailed in the annex to the programme document and with an overall mandate to support the implementation of the objectives set out in the Technical MoU and strengthen national donor coordination. An advisor could be posted with either UNHCR, IOM, EUAA or within the EU delegation with specific ToR that would ensure a focus on capacity development of the government.

The portfolio of IP agreements/contracts will initially be agreed with Denmark but may be adjusted later to support the implementation of the technical MoU once concluded.

³⁵ UNHCR Tunisia Internal Flash Update 09 May 2024.

3.3 Modalities

3.3.1 Relevance and justification

The RMGP is first and foremost highly relevant vis-à-vis overall global and regional development and migration challenges, including irregular migration, human smuggling and trafficking and to address the need for strengthened migration management in more sustainable, safe and orderly manner.

Overall, the RMGP aligns with the objectives of the Global Compact for Migration (GCM) for safe, orderly and regular migration, which the two target countries Egypt and Tunisia endorsed in the United Nations General Assembly vote on 19 December 2018. RMGP mainly contributes to objectives: Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies; Objective 9: Strengthen the transnational response to smuggling of migrants; Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration; Objective 11: Manage borders in an integrated, secure and coordinated manner.

It is also justified and anchored in Denmark's Strategy for Development Cooperation “*The World We Share*” which, inter alia, sets out the strategic visions and needs regarding the challenge of forced displacement and irregular migration, often towards the EU.

The Danish migration priorities are further developed in the Danida *How to Note* on migration and a fair and humane asylum system, which sets out three tracks to guide Danish interventions in irregular migration:³⁶ i) prevention of irregular migration , ii) strengthening of asylum management and processing, and iii) strengthening of return. The How to Note underpins the Danish ambition to apply a HRBA addressing the challenges in a safe and orderly manner, empowering rights holders to claim their rights and emphasises accountability of duty bearers’ ensuring their rights. The do-no-harm principle ensures that interventions have no counterproductive effects with adverse consequences for migrants. Further, a gender-sensitive approach will ensure that different types of vulnerability and risk among migrants are taken into account.

The New Danish Strategic Engagement with Africa scheduled to be finalised in 2024 is expected to further strengthen the focus on managing irregular migration and will be consulted to ensure complementarity.

The strategic point of departure is further supported by the Danish Finance Act §06.32.10.13. for 2024 to 2027, where DKK 300 million is envisaged for the RMGP for an implementation period of five years. The total volume for all three migration related programmes under preparation is approximately DKK 1.1 billion for the 5-year period. Since the programmatic areas are highly interrelated and interdependent, as mentioned above, it would be relevant to manage all the programmes under a common strategic portfolio framework including a common overall theory of change. Thus, utilising the same administrative structure would not only enhance overall coherence amongst the programmes, aid-effectiveness, and coordination, it would also ensure a leaner administration with focus on effectiveness, impact, and value for money.

DAC Criterion	Justification
Relevance	The programme responds to significant challenges in relation to irregular migration, including smuggling and trafficking of humans, by strengthening government institutions and activities in the area of migration governance in the region. By ensuring an envelope of 60 million DKK for unallocated funding from the outset, the

³⁶ In the context of this report, *irregular migration* covers all forms of movements of persons (asylum seekers, economic migrants, etc.) across borders *not in conformity* with national legislation and agreed regulatory border protection systems and procedures between states.

	<p>programme will be able to respond to emerging entry points, challenges, and opportunities, thus strengthening the programme’s ongoing relevance and adaptability. In doing so, the programme is well-aligned with the “Doing Development Differently” agenda as well as the Humanitarian-Development-Peace (HDP) nexus given the programme’s focus both on strengthening national capacities and ownership, while at the same time responding to changing irregular migration patterns. As above mentioned, the DDD approach allows for a flexible and adaptive approach so that Danish funds can be reallocated where activities and interventions can be implemented across the MENA region.</p>
Impact	<p>The programme will support Danish priorities in the region by using development assistance to support longer-term transformational interventions in the region, including the reduction of smuggling and trafficking of humans, addressing irregular migration, and particularly in relation to returns and readmission.</p>
Effectiveness	<p>The programme involves partnering with IOM, ICMPD, EUAA, UNHCR and DIHR. The programme will be guided by an overall Steering Committee thus assuring central oversight and coordination of activities. Steering Committees at national level will further ensure coordination of activities across the portfolio of actors by involving government authorities and other local and international stakeholders, which can be leveraged to ensure the effectiveness of programming activities. Implementing partners are requested to cap overhead at 7 % to ensure Value for Money.</p>
Efficiency	<p>The management of the programme facilitates and strengthens a “whole of government” approach to addressing irregular migration by bringing together the resources, expertise, and perspective of the Ministry of Immigration and Integration and the Ministry of Foreign Affairs, while also leveraging the presence of Attachés based in Danish Embassies in key locations.</p>
Coherence	<p>The programme presents an opportunity for Denmark to lead and shape greater coherence amongst the international and donor community, both within the EU and beyond. With the EU recently establishing new frameworks for addressing return and readmission, the programme offers the potential to actively shape and influence EU and Member States programming and engagement in this area, while also potentially generating lessons learned and good practices which can have a wider influence on coherence going forward. This programme is one of three programmes which are supported through the Danish Finance Act for 2024 pertaining to irregular migration. Further, since the programmatic areas are highly interrelated and interdependent, opportunities to develop a common strategic portfolio framework including a common overall theory of change has been developed to facilitate synergies and complementarities across the programmes, and to ensure greater coherence and efficiency in relation to management and administrative arrangements should be explored.</p>
Sustainability	<p>The programme is intended to promote sustainability of results through its focus on longer-term migration governance capacity building in countries of origin and transit of migratory flows approaches, premised on national ownership and buy-in, and through ensuring a responsive and flexible approach to support provided by implementing partners. Uncertainties related to political dynamics and patterns of irregular migration, as well as the ability of countries of origin and transit to strengthen</p>

human rights-based approaches to migration management may present challenges to sustainability but is sought to be mitigated by the inclusion of DIHR in the portfolio of partners.

3.3.2 Programme activities to be guided by government-to-government dialogues

As described above, the RMGP will initially be implemented based on partnerships with IPs, while enhanced dialogue with the relevant authorities should feed into the activities of the selected IPs. Ultimately, the objective will be that enhanced *government-to-government dialogues* between Denmark and Egypt and between Denmark and Tunisia will guide the development of the portfolio of activities funded by Denmark, as mentioned through technical MoUs. This approach should ensure ownership and enhanced political buy-in, a degree of institutional sustainability and in the spirit of burden sharing. It is proposed that the MoUs will be governed by steering committees at national level with representation of partner governments, implementing partners, MIGSTAB and the embassies. More of such agreements with other relevant countries may be identified as part of the ongoing implementation of the RMGP.

3.3.3 Selection of implementing partners

For now, the main *implementing partners* will be IOM, UNHCR, ICMPD, EUAA and DIHR, which may also support national authorities, entities and organisations in each country. All the implementing partners are known and trusted by the GoE, GoT and in most cases in countries across the region. The implementing partners will be collaborating with national governmental entities and NGOs as feasible.

IOM works extensively in the MENA region to promote good practices in managing migration. They collaborate with regional and national governments, including the African Union and the Arab League, to address various migration issues. These include policy areas on migration, including nationality and statelessness, labor migration, irregular migration, human trafficking and migrant smuggling, displacement and refugees, and admissions and residency procedures. At the national level, IOM works closely with the states in the region in identifying national priorities and leading action plans for the implementation of the Global Compact for Migration and for the execution of the most relevant actions and objectives. Adopting a whole-of-government approach, IOM works closely with national-level stakeholders, including ministries, national councils and parliaments. IOM is supporting the Governments of Tunisia, Egypt and neighbouring countries through multifaced interventions, such as strengthening data driven national migration strategies and migration management systems. Improving cross-border cooperation mechanisms to efficiently manage mixed migration flows within the region, with a focus on human rights compliance and rule of law. Digitizing processes of migration-related dossier data to promote data-driven decision-making to curb irregular migration, save lives and promote regular pathways.

UNHCR is operating in Egypt on the basis of its 1954 MoU with the Government of Egypt (GoE), pursuant to which UNHCR has been delegated and carries out coordination, registration, asylum documentation, RSD and resettlement. UNHCR coordinates the refugee response in Egypt using the Refugee Coordination Model and leads on the Regional Refugee and Resilience Plan and assists various governmental entities with training activities. Even before the influx of Sudanese, Egypt was UNHCR's largest mandate RSD operation globally. UNHCR collaborates closely with Tunisia to manage the complex demands of registration, documentation, and refugee status determination, UNHCR has long-standing and working relations with line-ministries, local authorities, UN sister agencies, international and local NGOs in Tunisia. Consistent with the whole-of-society approach, these connections enable UNHCR to have a comprehensive protection and solutions approach. The increasing numbers and current protection environment in Tunisia demonstrate a pressing need for transformational support.

ICMPD works in the Mediterranean to improve migration management. *ICMPD* offer training and support to countries in the region to help them develop effective migration management and border management systems. Specifically, *ICMPD* develops solutions to support collaboration between countries on migration issues, provides training on methods and tools for migration management. In Tunisia *ICMPD* contributes to the National Border Security Strategy of the Republic of Tunisia, aiming to modernize and build capacity within the Tunisian authorities; to improve good governance by promoting border security, stability and regional cooperation.

The *EUAA* already plays a role in Egypt, not least made possible by Danish funding of the external dimension of the *EUAA*'s activities. When the Egyptian asylum law has been passed, the *EUAA* could play a pertinent role in capacity development of the GoE and in relation to documentation, registration, reception, and RSD jointly with UNHCR. Developing *EUAA*'s first Regional Protection Project (RPP) for the EU Southern Neighbourhood region, it will be implemented in line and in coordination with the Regional Development and Protection Programme for North Africa (RDPP NA), including in view of potentially encompassing other countries relevant for the whole-of-route approach (such as Mauritania for instance)³⁷. Additionally, in view of potential interest coming from partner TCs involved in the *EUAA* regional project, the Agency envisages the possibility to engage in ad-hoc bilateral activities under the present proposal should an interest arise from specific partner TCs, such as Morocco (based on an assessment of needs and resources).

The *DIHR* has been selected as a new migration partner due to its *unique* mandate and *unique* specialist capabilities as it has been found that *no other* NHRI (National Human Rights Institute) or Global Alliance of National Human Rights Institutes (GANWRI) have the required skillset to mainstream HRBA into migration governance as effectively as *DIHR* in Tunisia where it already works closely and supports state organisations on human rights promotion and protection. A recent Mid-Term Review, MFA, LEARNING, June 2024, found that *DIHR* has maintained its position as a renowned and highly respected knowledge and research centre on human rights globally. This notably builds on its unique expertise on the role of National Human Rights Institutions (NHRIs). *DIHR* is already working in Tunisia for many years and collaborating with the NHRI in Egypt as well as it operates in Morocco and Jordan. Moreover, *DIHR*'s long-term dialogue with its sister organisations (the NHRIs) in the region and provision of technical advice to relevant state institutions in Tunisia, such as the Prime Ministers' Office and institutions dealing with counter smuggling/trafficking, law enforcement and security sector reform, seems to be an effective way of developing institutions and building trust. Similarly, its role in providing analysis and evidence-based research may be particularly relevant to further explore under the RMGP. Moreover, some IPs, such as *ICMPD*, have requested support by *DIHR* in Tunisia. In addition, *DIHR* already has already established formal technical partnerships and MoUs with several government institutions in the region to promote and protect human rights. With regard to *DIHR*'s geographic scope, it has achieved a high level of trust with governments in Tunisia, Jordan, Egypt, and Morocco where it has worked for many years due to the Danish Arab Partnership Programme (DAPP). This may be further leveraged in relation to the significant need to ensure safe and orderly migration management across governments and operationalise HRBA in operations and across the IPs' interventions; issues that have been requested by other partners (e.g. *ICMPD*).

Initially, the RMGP will commit DKK 10 million to *DIHR* as pilot phase funding. Subject to an assessment of the results achieved during the pilot phase, the remaining planned budget to *DIHR* will be committed accordingly. This assessment will be carried out in March 2026, 15 months after the initial commitment.

³⁷ The RDPP NA includes the following countries: Algeria, Chad, Libya, Egypt, Mauritania, Morocco, Niger and Tunisia.

While the DIHR is a trusted MFA partner and has been working with key state partners in Tunisia since 2012 and across the MENA region on promotion and protection of human rights through state institutions, the pilot phase is proposed to lay the foundation for a trusted and sustainable partnership with state actors on and the key IPs across the programme. It is anticipated that DIHR pilot interventions will have a strong focus on Tunisia while further extensive assessments are conducted in Egypt during pilot phase with the aim of establishing a regular dialogue with relevant partners in Egypt.

3.3.4 Whole of government approach

Among EU MS, Denmark is considered as a first mover regarding use of official development assistance (ODA) in relation to a long-term and comprehensive *whole of government migration approach* with meaningful financial volume governed by cross-ministerial structures that would allow for a Danish leadership position and provide strategic space for EU-aligned engagements, incl. further funding for the external dimension of the EUAA.

3.3.5 Aid effectiveness, donor alignment, coordination, and resource mobilisation

Like-minded donor engagement in management of overall regular and irregular migration flows from the Southern Neighbourhood is slowly being transformed. Up until now several EU MS have entered into bilateral agreements with emphasis on border control and law enforcement. Some EU MS have also initiated local programming aiming at alleviating friction between local communities and inflows of migrants and asylum seekers. With adoption of new EU policies and instruments the ability of the EU Commission (primarily DG NEAR and DG HOME) to plan and implement more holistic approaches has been strengthened. This transition to a more comprehensive approach is crucial and there is ample space for initiatives facilitating and supporting coherence and coordination, not least from a development policy point of view addressing root causes and supporting livelihood in migration-affected local communities. Often programmatic interventions are a mix of policy and political interventions where migration and refugees issues are only a sub-component.

The selected RGMP intervention areas complements the EU and other donors migration support by focusing on developing the migration governance systems, soft skills and thus “software” of migration governance rather than focusing on the “hardware” and delivering equipment for integrated border management. Moreover, the programme will have a strong focus on developing rights-based and gender sensitive migration governance management systems. Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms will be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with government partners in the EU Southern Neighbourhood.³⁸ Denmark should continue coordination with the EU Commission at central level in Brussels, relevant EU Council working groups as well as with relevant EU delegations and EU HOMs in the field. Although some donor coordination exists at national level in the MENA countries, it is even less visible at the regional level. Donor coordination on country level was encountered, but it was rather informal, or it was not clearly defined in terms of sector or, e.g., EU, non-EU or UN led. The Programme will support meetings and initiatives to further enhance coordination through establishing one or more advisor positions to, amongst others, support regular engagement with relevant stakeholders in the RMGP, other programmes, and the five implementing partners to ensure coordination of efforts and gathering of relevant learning under the RMGP. Furthermore to liaise with the Danish Embassies in Egypt and Algeria

³⁸ Donor fragmentation exist in many areas and Denmark is directing attention to this: “As a donor to many of the larger multilateral organisations, Denmark can help promote synergy and a sound division of labour. This can for instance be done by advocating for increased country level donor coordination in political dialogues with multilateral organisations”, see Strategy for Denmark’s engagement with the African Development Bank 2020-2025.

in relation to donor engagement and other tasks and meetings as relevant. Envisaged Danish participation in the Rome Process will equally be an opportunity to promote further coordination among donors and with partner countries in the Mediterranean.³⁹

The advisor position(s) will in collaboration with the Danish embassies also seek to strengthen the capacity to *set the agenda* and approach migration governance strategically through the enhanced migration related dialogue with GoE and GoT. In the absence of clear and unified policy guidance from donors and to some extent host governments, IOM⁴⁰ and UNHCR amongst others have stepped into the void and have not seldom been allowed to set the agenda. To some extent, this was caused by a policy and operational guidance vacuum created by donors and the EU being preoccupied by changing ad hoc crises response policies/fragmentation and volatile domestic policy agendas in MS. In practice and as pointed out above, the migration agenda has been dominated by immediate and often short-term law enforcement needs and procurement of equipment, sometimes to the detriment of more sustainable approaches and holistic involvement of partner governments.

During the inception period, the RMGP will seek to promote further *resource mobilisation and operational coordination*. This includes, at a later stage, exploring the prospect of establishing a financial facility/instrument (trust fund or other appropriate vehicle) with like-minded donors and a steering committee(s) with donor and stakeholder representation. The approach will be governed by attracting/offering/complementing other initiatives. Some supporting features could be the mapping of needs (data collection), resource matching, diversification of funding, building resource mobilization capacity for stakeholders and finally, regularly monitoring and evaluating the effectiveness of resource mobilisation and operational strategies.

The exploration of a potential inclusion of a trust fund at a later stage or *similar facility within the RMGP* is likely to *amplify* the effect of the relatively considerable Danish investment. During the scoping phase, other donors expressed interest in the Danish model for migration support in a unified programme and in potentially pooling support. Such a facility will enhance resource mobilization in the wider area of migration, thereby also providing smaller MS with a meaningful funding avenue, reduce fragmentation and increased coordination among donors politically and operationally, serve to align policy development, and leverage vis-à-vis other stakeholders and partners, including non-EU governments and UN agencies.

3.3.6 Doing development differently (flexibility and adaptability) and lessons learned

Due to the fluctuating situation in the region (shifting migration routes, also as a result of potential new crises emerging) it is difficult to predict the operational environment within the five-year timeframe of the RMGP. However, it is most likely that the migration towards the Eastern, Central and Western Mediterranean routes will continue in the years to come. Moreover, many of the challenges faced by Southern rim governments are similar and may require capacity development partnerships where cross-fertilization, between states, of approaches, techniques and solutions will promote local ownership and sustainability. Disparate activities observed on the ground are partly a result of a (donor) agenda dominated by law enforcement concerns, partly because of lack of coordination and fragmented government ownership.

Dealing with all aspects of mixed migration is complex and relates to a host of interconnected factors: changing root causes affect the nature and prognosis of mixed migration, it affects the routes taken, the

³⁹ https://www.governo.it/sites/governo.it/files/Conclusioni_230723.pdf

⁴⁰ IOM MENA Regional Strategy 2020–2024.

management of people present on foreign territory and options for return. The RMGP *management* needs to take into consideration and develop a response to the inter-connectedness of the agenda, the fragmentation observed on the ground and lack of real government ownership and seek to exploit the synergies across Danish migration programming. This will include synergies with the Regional Development and Protection Programme (RDPP) in Jordan and Lebanon, DAPP; and with Danish MFA Strategic Partnerships (SPA) and other relevant partners to the Danish MFA.

Internalising this insight has implications for the *management of the RMGP* and its sister programmes (the CAPACITY Programme and the Whole-of-Route Programme). The RMGP will seek to establish a common strategic portfolio framework that enables coherence and flexibility of response and agility towards mixed migration flows. Aligning with EU priorities and engagements will also be enhanced by the ability to manage across partner countries and engagements.

The *volatility* in migrant flows will require *flexibility and adaptability* from the RMGP across the region in terms of financial instruments and engagements. It might be premature to focus on specific instruments in the early programming phase, but it could be considered to allocate some un-earmarked funds to support partner countries experiencing *sudden influx* of migrants and refugees. One way of utilizing such funding, could be to trigger the funding based on pre-defined migration thresholds, allowing for a swifter and predictable response to sudden increase. To track and document the migrant flows, adequate capacity to collect and analyse national and regional data would be an important step forward thus allowing for future proactive planning and resource allocation. The MTF and embassies will monitor the situation in the region and determine whether there is a need for field scoping missions to prepare programme response in countries where RMGP is not yet operational. The RMGP Steering Committee can play an important role in guiding this planning and resource allocation. It will be important to coordinate the response with the MFA humanitarian aid office, ECHO and international agencies such as UNHCR and IOM.

The findings and recommendations from the *Review of Danish migration related engagements (2018-2022)* provide clear pointers for the design of RMGP, including focus on results framework, results/outcome harvesting, manageability of the programme (including easing of the administrative burden) and streamlined administrative structures. The *Altai Consulting Study* for the Danish Regional Migration Programme along the Mediterranean migratory routes (April 2024) has also informed the formulation of RMGP. These findings and recommendations are reflected in the design of the present programme document.

Summary of lessons learned and the RMGP response

Topical area	Summarized recommendation by Review report	SM response
Relevance and coherence	Simplify the portfolio by reducing diversity across any or all of the dimensions of project themes, locations and activity types.	The RMGP focuses on three outcome areas in the region, with an initial emphasis on Egypt and Tunisia.
	Project design processes related to the flexible initiative funds for return and readmission should require concrete evidence of beneficiary government interest and appreciation of the proposed project. Ideally, generate this evidence through direct liaison by Danish officials with the partner government.	The RMGP will seek to establish technical MoUs, building on shared objectives between Denmark and partner governments.

	Consider the following guidelines to get the best cost-benefit balance from whole-of-thinking perspectives: a) Focus the whole-of-society on engaging with society, and b) Focus the whole-of-route on collaboration with non-EU countries.	Both perspectives are included in the programming
Project design and documentation	Continue efforts to strengthen closer alignment with MFA/Danida aid management guidelines in terms of project design, documentation, quality assurance and approval of grants.	AMG has guided the formulation of the engagements under the programme.
Selection of partners and support modalities	Consolidate support to IOM and ICMPD into fewer, bigger grants and increase the time and attention on donor coordination in relation these two organisations.	This will be achieved through coordination support by RMGP advisor(s) and alignment with country priorities through an enhanced country to country dialogue.
	Diversify partners.	IOM and ICMPD will become less dominant in the RMGP portfolio with the addition of UNHCR, EUAA and DIHR into the portfolio.
	Focus support to ICMPD on regional cooperation where the organisation has its comparative advantage closer to Europe and avoid supporting ICMPD in countries further from Europe where it has little experience. The RT suggests confining Danish support to route-based cooperation and requiring tangible actions in the project design.	Support will be directly regionally to ICMPD through the MCP-MED training facility in Malta.
	Focus Denmark's strategic engagement with IOM on: i) Organisational learning, ii) Beneficiary ownership, iii) Risk management based on a culture of learning, and iv) Value for money.	Funding of IOM funding aligned with this focus.
Anti-Corruption and SEAH	Address the risk of cases of misconduct including corruption and SEAH in a more systematic manner.	Will guide programming of individual projects.
Value for Money	Place more attention on Value for Money at project and portfolio level, ensure that this is discussed with partners, and that VfM considerations are systematically included in project design and documentation.	Will guide programming of individual projects. There is a cap of 7 % on overhead.
Organisation and management	Consider ways of clarifying and simplifying the management setup for projects that involve a collaboration between MFA and UIM to optimize the use of human resources and make project management workflows more explicit and effective	The RMGP management arrangements intend to do that.

Monitoring, Evaluation, Accountability and Learning (MEAL) and Risk Management	Develop a portfolio management framework for migration related engagements to ensure a coherent approach that will help: i) to meet strategic objectives by prioritizing thematic and geographic intervention areas, selecting appropriate partners and support modalities; and ii) to provide strategic oversight considering systematic monitoring of performance, risk management and learning to make informed decisions about adjustments in implementation and new resource allocations	The results framework, the management arrangements, including strengthening of MEAL architecture, and set-up of Steering Committees in Denmark and supported countries
	Procedures for monitoring, evaluation, accountability and learning at project and at portfolio level should be formalized and systematized by specifying roles and responsibilities, available tools/ mechanisms, and documentation requirements	This will guide the set-up of the management arrangements and the programming of projects.

3.3.7 Alignment with cross-cutting priorities

The programme is aligned with Danish cross-cutting priorities, including the Human Rights Based Approach (HRBA), the SDG principle “Leave No-one Behind” (LNOB), gender and youth, climate change and environmental considerations. As noted above, it also aligns with the HDP nexus.

Implementing partners will apply a **human rights-based approach** and the programme will leverage the inclusion of DIHR into RMGP. For example, IOM applies a rights-based approach to programming, in accordance with the United Nations Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Planning. Similarly, ICMPD’s programmatic engagements will be informed by ICMPD’s ‘Human Rights Compliance Policy: Applying the Human Rights Based Approach in the work of ICMPD’ and supported by DIHR.

The RMGP will ensure that **protection**, in the sense of securing individual or group rights, is mainstreamed throughout implementation, including by integrating rights and rights-based principles into capacity building activities targeting duty-bearers, as well as empowering migrants as rights holders to access and claim rights, such as facilitating access to legal identity. The programme will conduct due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population and activities are implemented in line with the principle of “do no harm”. The RMGP will also be informed by **environmental considerations**. These considerations will be emphasized and highlighted during the inception period.

Gender sensitivity aspects of migration will be particularly relevant in relation to smuggling and trafficking of migrants (both in terms of migration flows and the diverse and varied risks facing men and women, girls and boys). The RMGP will ensure gender-sensitivity across the programme through operationalising this into the implementing partners interventions. Ensuring synergies with the other Danish migration programmes and leveraging the inclusion of DIHR into the programme with its track record on gender monitoring in a human rights perspective will bring added value.

The programme can also be considered as a contribution towards the forthcoming Danish National Action Plan on Women, Peace and Security, given the focus on ensuring a gender perspective is integrated across

the programme, and in light of SGBV concerns. In practice, this will likely entail a particular focus on women, girls and boys, who are particularly exposed to gender specific vulnerabilities, exploitation of human rights including human trafficking/ smuggling. In this way, the programme will complement other protection-related aspects of the WPS NAP, not least given that the programme will likely be implemented in contexts arising out of conflict and fragility.

In both countries, key actions by DIHR will include providing training on both quantitative and qualitative human rights issues, gender data collection methodologies and offering technical support to enhance data disaggregation, harmonization, and overall quality. Additionally, DIHR will offer analysis and evidence-based research to integrate gender and HRBA in policy decisions to prevent and address human rights violations of migrants including the most vulnerable groups such as women, girls, boys, LGBTIQ+ and other vulnerable categories. During the pilot phase, DIHR will in collaboration with the other implementing partners also explore other partnerships and collaboration in Tunisia and Egypt with other state actors but also non-state actors such as research institutes and academia, if deemed possible and/or necessary. **DIHR will facilitate the operationalisation and mainstreaming of HRBA/gender into the RMGP activities. As reflected in the attached project documents from DIHR and the implementing partners, this will include systematic quarterly dialogue between DIHR and the implementing partners.**

4. Programme Objective

The overall development objective for the Danish migration programming in all programmes is suggested to be that “*migration management is enhanced, safe, orderly and rights-based in a number of focus countries*”. Within this overall development objective three outcomes have been defined encapsulating Danish priorities and supporting the achievement of the overall development objective across Danish programming in the migration area. Each programme will deliver on the three outcomes through a mix of interventions specific to the individual objectives of the programmes.

Specifically, the development objective of the RMGP is that “*migration management is enhanced, safe, orderly and rights-based in focus countries across the MENA region*”.

5. Theory of Change and Key Assumptions

5.1 Background to the Theory of Change

The MENA region is witnessing a large and fluctuating influx of various categories of migrants, mostly in the form of *irregular and mixed migration from Sub-Saharan African countries*⁴¹. While a significant number have protection needs or special needs, most of the migrants seek better livelihoods and do not have the MENA countries as their country of destination, and thus attempt to cross the Mediterranean Sea, often with the help of migrant smugglers. Other migrants may be subject to human trafficking or other degrading treatment and vulnerabilities.

Due to the socio-economic situation and local challenges in many of the MENA countries, a significant number of nationals and youth from Egypt and Tunisia are amongst the top nationalities arriving to Italy. The migration governance systems across the MENA region are either weak and large parts “outsourced” to UN organisations, such as UNHCR and IOM as service providers. There is a lack of reliable data on the various categories of migrants. Migration is often managed with a focus on security, law enforcement and

⁴¹ See the RMGP Scoping report.

border management without adequate focus on documentation, registration and profiling of migrants need for protection and without reducing the risks and maximising the benefits of migration. There is often no clear strategy and visions on migration management, and lack of coordination amongst the government authorities, the local governments and IPs. This leads to ineffective and costly systems, with high risks of exploitation of migrants and inadequate identification of those in need of protection.

To address these challenges, the development objective of the Programme will contribute to a *safe and orderly and rights-based migration management* in Egypt, Tunisia and across the MENA region (**impact**). The **objective** of this programme is to enhance migration management across the MENA region, with an initial focus on Egypt and Tunisia by maximizing the benefits of not entering irregular migration and minimizing the risks of migration by ensuring that migrants rights are promoted, respected and protected.

The envisaged **outcomes** of the programme are:

1. **Enhanced migration management (including strengthened integrated border management, AVR/R, documentation etc.)**
2. **Enhanced asylum systems and processing (including documentation, registration, reception etc.)**
3. **Countering migrant smuggling and trafficking and livelihood enhanced**

The support will initially focus on strengthening collaboration with key institutions in Egypt and Tunisia. Yet, the regional programme will also include government-to-government collaboration on migration in countries, such as Morocco, Algeria, Lebanon and Jordan, for example through ICMPD's training facility located in Malta. The regional aspect will be enhanced within all three outcomes, by stimulating regional cooperation on specific topics within each outcome as well as focusing on crosscutting, cross regional issues such as migration data management.

5.2 Priority areas and cross-cutting issues in the Theory of Change

The **theory of change** seeks to contribute to these outcomes through various outputs, where migration management face challenges, and where the IPs IOM, ICMPD, UNHCR, EUAA, DIHR can bring added value, and contribute to achieving the objective of the engagement. The outcomes and underlying outputs (see annex 3) are also interlinked and have strong **cross cutting elements**, including on **HRBA and gender equality**. All interventions carried out by the selected IPs will have to align with HRBA and gender equality. DIHR will provide an operational help desk and ensure that HRBA, and protection of migrant children and women's rights are integrated and operationalised into the capacity development, training curricula and across the support to ensure migrant rights are promoted, respected and protected and that migration management is safer and more orderly informed by human rights principles. Such an approach is fundamental to prevent adverse human rights impact and identify asylum seekers, refugees and migrants at-risk and/or with special needs. Additional topics to be addressed are:

Climate change is a significant driver of migration across the MENA region and from Sub-Saharan to the countries of transit and destination. Where relevant climate change should inform the programming. **Data collection, research and analysis** will cut across and help inform the intervention logic and the activities under the outcomes and outputs. ICMPD will play a role as a facilitator for **south-south approaches** and **regional learning** that will cut across the outcomes and outputs. **Youth** considerations will be addressed

across the outcomes and outputs where relevant and have a focus with regard to the livelihood support to host communities and migrants.

5.3 Pathways in the Theory of Change

The theory of change overall suggests that migration management can become more sustainable, safe and orderly:

- **If** strategies, systems, legislation and policies in relation to migration are put in place and safeguarded according to international and regional human rights standards, and
- **If** documentation of migrants is reliable and identifies migrants' profiles, needs and rights violations, and contributes to the knowledge of a broad variety of stakeholders, including duty bearers, and
- **If** national capacities and systems relating to all aspects of managing migration, incl. returns and readmission, as well as IBM, is strengthened in a protection-sensitive and rights-based manner and in accordance with international standards of human-rights and best practice
- **If** legislation and systems and national capacities are developed to gradually deal with asylum system, reception, registration and processing, and
- **If** rights-based migration management to counter migrants smuggling and trafficking is advanced, and
- **If** migrants, including girls/boys and women are empowered and receive direct support to exercise their rights
- **If** host communities and migrants are empowered and have more livelihood opportunities
- **Then** duty bearers will establish safe and orderly migration management practices
- **Then** ultimately, migrants, including migrant women, can advance in the exercise of their rights and experience a safer and more orderly migratory journey.

The theory of change is founded upon a **human rights-based approach** that combines **long-term consistent efforts** with **flexibility and swift-responsiveness** when needed, and works across and connects **multiple levels** (local, national, regional and international). Human rights are both a means and an end in the support to migrants as rights holders. Migrants are supported to claim their rights and hold duty bearers accountable. Duty bearers include government institutions at all levels as well as regional and international institutions. All strategies and interventions are framed by and informed at all stages by the HRBA principles, non-discrimination, participation, transparency and accountability.

This ToC is based on several key **assumptions**, including:

- GoE and GoT and other duty bearers in the countries in the region will support and include RMGP activities in their respective work plans. Although human rights are under significant pressure across the MENA region there are several entry-points to further promote and protect international human rights vis-à-vis safer and more orderly migration management and in the field of countering smuggling and trafficking;
- The political, health and security situation in the regions/countries will allow the MFA and IPs to operate normally and IPs are welcome and not marginalized in the country
- Duty bearers, including governments, corporate businesses and communities, will provide space that, with time, allows migrants to stay in the country and contribute to the society accordance to their status

- The necessary capacity will be available among duty bearers and partners to engage, formulate, implement and carry out follow-up on key activities supported by the RMGP.
- A comprehensive approach – which involves all relevant stakeholders and takes the whole migration process into account – contributes to safer journeys, integration of migrants in host countries, and enables their safe return and reintegration.
- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective and orderly migration management in line with international standards. This includes an improved success-rate preventing irregular migration, cross-border crimes including smuggling and trafficking of humans, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.
- Many prospective migrants in countries of origin or in transit countries lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to make better informed decisions, including on alternatives to irregular migration, and to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.
- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants’ access to the national referral mechanisms or other required services.
- Cross-border crime, including human smuggling and trafficking, can be effectively countered through international cooperation between governments and law enforcement agencies not only among neighbouring countries but also at the regional and international level.
- The strengthening of democratic principles, rule of law and human rights will have a positive impact on the various categories of migrant rights, reception and detention conditions and gender-based violence.

6. Summary of Results Framework

The results framework is still preliminary and will be further developed in consultation with implementing partners during the preparation of the detailed project documents following the meeting in the programme committee. This includes a review and detailing of outcome indicators, outputs, baselines and targets.

Results framework for the RMGP 2024 - 2029

Programme	Regional Migration Governance Programme 2024 – 2029		
Development Objective	Migration management is enhanced, safe, orderly and rights-based in several focus countries across the MENA region		
Impact Indicator	No. of human rights violations on migrants decreased		
Baseline	2024	TBD	Tunisia (TBD) and Egypt (TBD)
Target	2029	TBD	Cumulative (including baseline) Tunisia and Egypt

Outcome 1		Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)	
Outcome indicator		<ul style="list-style-type: none"> • # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies (Egypt – IOM) • # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies (Tunisia – IOM) • % of project partners, and stakeholders reporting improved migration-management related issues (Tunisia – ICMPD) • # of evidence of facts-based dialogue on a human rights-based approach to migration management (Regional – DIHR) • # of evidence of integration of human rights in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches) (Regional – DIHR) • # of evidence of available qualitative data on the human rights challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights violations faced by migrants in their journeys) (Regional – DIHR) • # of evidence of enhanced knowledge and capacity of state actors to strengthen/establish internal accountability and oversight mechanisms to monitor and address cases of institutional violence committed against migrants (disaggregated with all forms of discriminatory categories (e.g. sex, age, ethnicity, sexual orientation etc.) (Regional – DIHR) 	
Baseline	2024	TBC 0	Tunisia: a. To be measured during evaluation of current implementation phase (ICMPD) Egypt: Regional: a. Limited regional capacity to collect and utilize disaggregated data for informed mobility management decisions, resulting in fragmented migration management strategies. (IOM) b. Migration is considered and managed through the angle of securitization. (DIHR) c. A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights and gender compliant. (DIHR) d. Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories. (DIHR) e. Institutional violence committed against migrants is on the rise. (DIHR)
Target	2029	75 %	Tunisia: a. Partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention (via surveys and workshops)(ICMPD)

		12	<p>Egypt:</p> <p>Regional:</p> <ol style="list-style-type: none"> a. Enhanced collaboration leads to robust data collection mechanisms, informing evidence-based mobility management strategies and allowing for a whole-of-government approach to migration at national and regional level (IOM) b. Migration is considered and managed through a human rights and gender-based approach. (DIHR) c. Capacity development efforts of migration governance actors in the region include human rights and gender-based curricula and learning approaches. (DIHR) d. More disaggregated qualitative and quantitative data on specific discriminated categories and human rights violation experienced by migrants is produced and used by migration governance actors in the region. (DIHR) e. Selected migration governance actors have enhanced their knowledge and capacity to establish/strengthen internal oversight mechanisms to monitor and address cases of institutional violence committed against migrants and specific discriminated categories. (DIHR)
Outcome 2		Enhanced asylum systems and processing (including documentation, registration, reception etc.)	
Outcome indicator		<ul style="list-style-type: none"> • # of asylum-seekers have access to fair, efficient, and adaptable national reception, registration and refugee status determination procedures (Egypt – UNHCR) • Extent to which relevant partner third countries’ institutions display improved asylum-related practices or policies (1 = requires further progress; 2 = partially meets; 3 = meets; 4 = fully meets) (Regional – EUAA) 	
Baseline	2024	TBD 1	<p>Tunisia:</p> <p>Egypt:</p> <ol style="list-style-type: none"> a. UNHCR carrying out fair, efficient and adaptable reception, registration and RSD procedures. (UNHCR) <p>Regional:</p> <ol style="list-style-type: none"> a. Partner Third Countries currently require further efforts in the use/adoption of improved asylum-related practices/policies (such as triggering of national efforts to improved policies and practices such as referral mechanisms for unaccompanied children; adoption/revision of national asylum/migration strategies; use of tools based on EUAA/EU MS examples; etc.) (EUAA)
Target	2029	TBD 2	<p>Tunisia:</p> <p>Egypt:</p> <ol style="list-style-type: none"> a. UNHCR supporting State owned fair, efficient and adaptable reception, registration and RSD procedures. (UNHCR) <p>Regional:</p> <ol style="list-style-type: none"> a. By the end of the project in 2029, up to 2 partner third countries display the use/adoption of improved asylum-related practices/policies. (EUAA)
Outcome 3		Countering migrant smuggling and trafficking and livelihood enhanced	

Outcome indicator		<ul style="list-style-type: none"> • # of economic empowerment and improved access to livelihood support to refugees and asylum-seekers and vulnerable host communities, contributing to stabilization of refugee and local refugee-hosting communities alike. (Egypt – UNHCR) • # of focusing on enhancing the employability of refugees and vulnerable members of the host community through vocational training and on-the-job and opportunities. Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand (Tunisia – UNHCR) • # and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes (Egypt – IOM) • # and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes (Tunisia – IOM) • # of evidence of a human rights-and gender-based dialogue on countering migrant smuggling and trafficking among RMGP partners (Egypt – DIHR) • # of evidence of a human rights-and gender-based dialogue on countering migrant smuggling and trafficking among RMGP partners (Tunisia – DIHR) • # of evidence of available qualitative data on the human rights and gender related challenges faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon at local level) (Egypt – DIHR) • # of evidence of available qualitative data on the human rights and gender related challenges faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon at local level) (Tunisia – DIHR) 	
Baseline	2024	0	Tunisia: <ul style="list-style-type: none"> a. Limited awareness and capacity among government officials regarding trafficking and smuggling. (IOM) b. Insufficient disaggregated human rights and gender-based data available on human trafficking and smuggling in Tunisia and Egypt to report on and address human rights and gender violations against victims of trafficking, both among international actors working on countering migrant smuggling and trafficking and domestic anti-trafficking bodies (DIHR)
		TBD	Egypt: <ul style="list-style-type: none"> a. Refugees are living in urban areas where they are sharing the same challenging socioeconomic situation as host communities. This has led to tensions; refugees are often perceived as a burden by the local communities. (UNHCR) b. Limited awareness and capacity among government officials regarding trafficking and smuggling. (IOM) c. insufficient disaggregated human rights and gender-based data available on human trafficking and smuggling in Tunisia and Egypt to report on and address human rights and gender
		0	

			violations against victims of trafficking, both among international actors working on countering migrant smuggling and trafficking and domestic anti-trafficking bodies (DIHR)
Target	2029	100	Tunisia: a. Increased application of knowledge and skills by officials to prevent trafficking and smuggling. (IOM) b. Human trafficking is considered through a human rights-based and gender approach by migration governance actors. (DIHR) c. More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region to address human rights and gender violation against victims of trafficking. (DIHR)
		100	Egypt: a. Increased application of knowledge and skills by officials to prevent trafficking and smuggling. (IOM) b. Livelihoods and socioeconomic situation are improved for refugees and vulnerable Egyptians, easing possible tensions and contributing to social cohesion in communities where refugees are hosted. (UNHCR)
		TBD	c. Human trafficking is considered through a human rights-based and gender approach by migration governance actors. (DIHR) d. More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region to address human rights and gender violation against victims of trafficking. (DIHR)

Some of the elements of the results framework will also be addressed (from other angles) by the other Danish programmes in the migration area currently being developed. To the extent possible, the programmes will share information and lessons learnt regarding duty bearers' capabilities on more effective, protection-sensitive and rights-based approaches to addressing border management, migration management, cross-border crime, trafficking and protection of people on the move. Further discussions and definitions of elements in the Results Framework will be provided in the individual project documents.

Implementing Partners contribution to the programme outcomes and intervention logic

IOM

Under Outcome 1, enhanced migration management, IOM will support governments, development and humanitarian actors who collect and use disaggregated data, to inform mobility management systems, procedures, decisions or policies. This will be done through developing data driven national migration strategies, and migration management systems. Whole-of-government coordination mechanisms will be established and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use. IOM will also support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach, including through existing regional mechanisms. These processes and initiatives will facilitate regional cooperation on migration data for an evidenced-based policy development. Adoption of E-Governance best practices will be supported and border management-related information sharing systems will be developed in line with international standards.

Under Outcome 3, Support to livelihood and countering migrant smuggling and trafficking, IOM will provide government institutions with knowledge, skills and tools to detect, investigate or prosecute organized crimes during the migration continuum. Vertical and horizontal stabilization will be promoted and thereby reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks. Community actors will be trained to facilitate community dialogue, outreach, and planning response to irregular migration.

UNHCR

Under Outcome 2, UNHCR in Egypt will promote that asylum-seekers have access to fair, efficient, and adaptable national refugee status determination, reception and registration procedures. This will be done through provision of asylum capacity development in terms of technical guidance and support to key government counterparts in furtherance of the adoption and implementation of a fair and efficient national asylum framework, including with regards to access to territory. GoE Counterparts will be trained on Asylum Capacity Development in the form of workshops and roundtables to enhance knowledge on asylum management in line with international standards as well as through enhanced engagement and coordination by secondment of one staff member to the GoE. UNHCR will provide GoE with registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support. RSD capacity will initially be catered for by UNHCR and then eventually in view of the transition to the government assumption of responsibility, UNHCR will provide technical guidance and support to the GoE.

Under Outcome 3, Economic empowerment and improved access to livelihood, UNHCR will give support to refugees and asylum-seekers and vulnerable host communities, contributing to stabilization of refugee and local refugee-hosting communities alike. GBV survivors will be given access to targeted livelihood opportunities, and they will be benefitting from Village Savings and Loans Associations (VSLA).

In Tunisia, UNHCR will be focusing on enhancing the employability of refugees and vulnerable members of the host community through vocational training and on-the-job opportunities. The capacity of refugees will be enhanced by building on their existing skills and empowering them to develop skills in demand. Self-reliance opportunities directly linked to the local needs in third countries of refugees will be boosted for them in order to obtain employment contracts.

ICMPD

Under Outcome 1, Enhanced migration management, ICMPD will enhance the capacities for Migration management practitioners and institutions to respond effectively and proactively to the emerging migration priorities both at the national and regional levels. ICMPD will also give access to EU-recognized certifications and quality-assured, learning and coaching experiences through the direct support of the MCP MED Training Institute. ICMPD will ensure that migration actors in the region and specifically Tunisia have better capacities in topics related to the movement of persons and goods, as well as knowledge management, through their participation to trainings delivered by qualified partner country officials in migration governance conducted within their territories and beyond through the direct support of the MCP MED Training Institute. ICMPD seek to reinforce Tunisia Integrated Border Management institutions and capacities, in line with Human Rights Standards.

EUAA

Under outcome 2, Enhanced asylum systems and processing (including documentation, registration, reception etc. EUAA will enable the participating partner countries to have access to asylum-related exchanges, knowledge, and products. This will be done through conferences/seminars/networking activities. EUAA will make EUAA products available in Arabic/French and make stakeholders able to apply the acquired knowledge in their asylum-related work. EUAA will furthermore develop and deliver tailored capacity building activities, with a focus on sharing experiences and strategies for effectively supporting vulnerable groups. The delivery will be implemented through workshops/work visits and trainings. The EUAA through its external dimension outreach, already play a role in Egypt, not least made possible by Danish funding of the external dimension of the EUAA's activities. When the Egyptian asylum law has been passed, the EUAA could play a pertinent role in capacity development of the GoE and in relation to documentation, registration, reception, and refugee status determination (RSD) jointly with UNHCR.

Developing EUAA's first Regional Protection Project (RPP) for the Southern Neighbourhood, it will be implemented in line and in coordination with the Regional Development and Protection Programme for North Africa (RDPP NA), including in view of potentially encompassing other countries relevant for the whole-of-route approach (such as Mauritania for instance). Additionally, in view of potential interest coming from partner TCs involved in the EUAA regional project, the Agency envisages the possibility to engage in ad-hoc bilateral activities under the present proposal should an interest arise from specific partner TCs, such as Morocco (based on an assessment of needs and resources).

DIHR

Under Outcome 1, Enhanced migration management, DIHR will further dialogue based on evidence and facts on a HRBA to migration management and integrate human rights in curricula and learning approaches for the training of migration governance actors to enhance safe, orderly and rights-based migration management. DIHR will support development of qualitative data on the human rights challenges faced by migrants, through strengthening the gathering and analysis of data on the human rights situation of migrants and the development of qualitative data collection methodology. Research studies will be conducted to analyse the challenges and human rights violations faced by migrants during their journeys. DIHR will work towards establishing new internal accountability and oversight mechanisms of state actors to monitor and address cases of institutional violence committed against migrants. In Tunisia DIHR plans to produce capacity development tools and processes for migration governance actors in Tunisia to enable them to fulfil their mandate in a human right-compliant manner. DIHR will also work towards establishing/strengthening institutional internal oversight mechanisms addressing human rights violations by migration governance actors. In Egypt, DIHR will attempt to strengthen the capacity of the Egyptian National Council for human rights (NCHR) to gather and analyse data on the human rights situation of migrants. A qualitative data collection methodology will be developed and research studies to analyse the challenges and human rights violations faced by migrants in Egypt will be conducted. Regionally, DIHR will develop capacity development tools and processes for the international actors intervening in the field of migration management to promote and protect the human rights of migrants. DIHR will facilitate regular dialogue of international organizations on the human rights-based approach and human rights challenges of their interventions.

Under Outcome 3, support to livelihood and countering migrant smuggling and trafficking. DIHR will support facts-based dialogue on a human rights-based approach to anti trafficking and make available qualitative data on the human rights challenges faced by victims of trafficking. In Tunisia Human rights considerations are central to the data collection, research, and analysis efforts of the National Institute

countering smuggling and trafficking (“Instance National de lutte contre le trafic des personnes” (INLCTP)) and qualitative data collection methodology will be developed in this regard. In Egypt human rights considerations are central to the data collection, research, and analysis efforts of the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP), therefor qualitative data collection methodology will be developed and research studies to analyse the challenges and human rights violations faced by migrants while in Egypt will be conducted. As mentioned, the programme will initially fund a DIHR pilot phase of DKK 10 million to be assessed in October 2025.

7. Inputs/budget

The below budget in table 7.1 summarises the planned full RMGP programme period 2024-2029.

The budget is funded by ODA. All implementing partners have confirmed to MFA in writing or verbally that they have information of the OECD-DAC criteria for eligible ODA spending and that their planned expenditure will adhere to the OECD-DAC criteria for eligible ODA spending. This confirmation by the implementing partners is or will be incorporated into the project documents by each partner prior to signing the agreement with each partner.

Table 7.1 Programme budget on outcomes and countries*/region

Regional Migration Governance Program 2024 – 2029 – Budget on outcomes and countries/regional							
Budget in DKK (million)	Total	2024	2025	2026	2027	2028	2029
Outcome 1: Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)							
Egypt	9.6	2.0	2.0	2.0	2.0	1.0	0.6
Tunisia	63.0	13.0	10.0	10.0	10.0	10.0	10.0
Regional	38.0	10.0	6.0	6.0	6.0	6.0	4.0
Total Outcome 1	110.6	25.0	18.0	18.0	18.0	17.0	14.6
Outcome 2: Enhanced asylum systems and processing (including documentation,							
Egypt	53.7	10.0	8.0	14.7	8.0	8.0	5.0
Tunisia	0.0						
Regional	22.5	10.0	3.0	3.0	3.0	3.0	0.5
Total Outcome 2	76.2	20.0	11.0	17.7	11.0	11.0	5.5
Outcome 3: Countering migrant smuggling and trafficking and livelihood enhanced							
Egypt	25.1	5.0	5.0	5.1	5.0	5.0	0.0
Tunisia	31.2	5.0	6.0	6.4	6.0	6.0	1.8
Regional	2.5	0.0	0.3	0.5	1.0	0.3	0.4
Total Outcome 3	58.7	10.0	11.3	11.9	12.0	11.3	2.1
Unallocated	42.5		15.0	10.0	7.6	8.3	1.6
MEAL consultant	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Learning, TA, Research, Public Information and	3.0		1.0	0.5	0.5	0.8	0.2
Inception and Mid-term review	1.5		0.5	1.0			
Advisors	7.5		1.3	1.5	1.5	1.7	1.5
Total programme	300.0	55.0	58.1	60.6	50.6	50.1	25.5

* It should be noted that the adaptive funding, by its nature, has not yet been allocated, and that the full amount of funding dedicated to a country may therefore be higher than indicated by the figures in the table. For example, it is planned to spend a minimum of DKK 100 million in Egypt, some of which will be taken from the adaptive reserve.

The budget has been prepared based on output and outcome based budgets from the IPs. Reallocation of budgets between budget lines must be approved by MIGSTAB/MFA according to Financial Management Guidelines. All partners have been instructed to allocate a maximum of 7 % of their total budget on overhead expenditure and up to 5 % of their total budget on Monitoring, Evaluation, Accountability and Learning (MEAL) activities. These overhead budget lines have been allocated to outcomes using a proportional distribution in tables 7.1 and 7.2, see Annex 5 for further details. Table 7.2 below presents allocations on IPs.

Table 7.2 Tentative programme budget on implementing partners and outcomes*

Regional Migration Governance Program 2024 – 2029 – Budget on partners and outcomes							
Annual budget in DKK (million)	Total	2024	2025	2026	2027	2028	2029
IOM total	60.0	15.0	10.0	10.0	10.0	10.0	5.0
Outcome 1	31.0	8.0	5.0	5.0	5.0	5.0	3.0
Outcome 3	29.0	7.0	5.0	5.0	5.0	5.0	2.0
ICMPD total	44.0	10.0	10.0	10.0	5.0	5.0	4.0
Outcome 1	44.0	10.0	10.0	10.0	5.0	5.0	4.0
UNHCR total	70.0	15.0	10.0	12.0	13.0	10.0	10.0
Outcome 2	40.0	7.0	7.0	6.0	10.0	5.0	5.0
Outcome 3	30.0	8.0	3.0	6.0	3.0	5.0	5.0
EUAA total	22.5	5.0	5.0	5.0	5.0	2.5	0.0
Outcome 2	22.5	5.0	5.0	5.0	5.0	2.5	0.0
DIHR total	49.0	10.0	9.0	10.0	5.0	10.0	5.0
Outcome 1	27.0	5.0	4.0	7.0	2.0	7.0	2.0
Outcome 3	22.0	5.0	5.0	3.0	3.0	3.0	3.0
Programme expenses							
Unallocated	42.5		10.6	10.6	10.6	10.6	0.0
Learning, TA, Research, Public Information and outreach	3.0		1.5	0.5	0.5	0.5	0.0
Inception and Mid-term review	1.5		0.5	1.0			0.0
Advisors	7.5		1.5	1.5	1.5	1.5	1.5
Total Programme	300.0	55.0	58.1	60.6	50.6	50.1	25.5

*DIHR: As mentioned, the RMGP will initially will commit DKK 10 million to DIHR as pilot phase funding. Subject to an assessment of the results achieved during the pilot phase, the remaining planned budget to DIHR will be committed accordingly (maximum up to DKK 49 million). The assessment will be carried out in March 2026, fifteen months after the initial commitment.

Unspent funds in one year can be carried forward to the next year within the programme period only. The budget only reflects inputs from this specific grant. If other funds are added the budget and results matrix should be updated to include additional funding.

The Danish grant must be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The IPs are responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration given to economy, efficiency, and effectiveness in achieving the intended results. The programme will set aside an adaptive reserve of 42,5 million DKK over the five-year programme period to enable financing of other activities in line with programme needs that may fall within the thematic framework covered by the programme activities involving the IPs or may involve initiating activities in new countries and engaging new IPs.

The RMGP Steering Committee will provide guidance to the MTF management (MFA/UIM), which has decision-making authority regarding the nature and scope of activities (and entities) financed via this funding envelope. Such considerations can also be guided by specific analyses developed during programme implementation or by a mid-term review which will assess progress of existing activities. This includes the assessment of the DIHR pilot activities and the release of further funds to DIHR. The mid-term review (MTR) can hence recommend that programme funds be redirected or allocated to relevant activities. The funding can potentially be directed towards other partners operating in host countries engaged in the programme. Such allocations will require prior analysis and justification, consistent with MFA guidelines on allocation of funding.

8. Institutional and Management arrangements

8.1 RMGP Steering Committee and MIGSTAB Secretariat

MIGSTAB in MFA will be responsible for the strategic oversight, daily operation and management of the RMGP.

Management and coordination of overall RMGP activities will be overseen by a RMGP Steering Committee with participation of relevant representatives of UIM and the MFA, as well as the implementing partners. The Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the RMGP on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will recommend inclusion of new IPs into RMGP as well as approval of annual work plans and funds disbursements to IPs. The Steering Committee will meet bi-annually.

It is proposed to explore that the interventions at country level are overseen by a Country Steering Committee serviced by the Secretariat in Copenhagen as described below. Such a Country Steering Committee would meet annually and include participation of representatives of the partner countries, MTF, the relevant embassy, IPs funded by Denmark in the country, and any local Danish funded advisor(s). The Steering Committee will oversee the coordination of strategic priorities at country level, monitoring, learning and follow-up. ToR for the Steering Committee will be drawn up in collaboration between MIGSTAB/MTF, the RDE and the country.

A RMGP Secretariat will be established in MIGSTAB that will be overseen by the MTF. The Secretariat will manage the external MEAL consultant (see below) and other consultancy services necessary to support the RMGP. The Secretariat will coordinate activities with relevant remote resources from Danish embassies and in-country advisors funded by the RMGP or other relevant Danish-supported programmes (DAPP, Regional Development and Protection Programme - RDPP III etc.) and funds, including relevant foreign attaches in the migration area. The Secretariat will provide support to strategic planning, MEAL, in collaboration with TILSKUD to ensure adherence to the ODA requirements if new countries and partners are selected in relation to use of the adaptive reserve, operational management, and secretarial support to the RMGP Steering Committee. The Secretariat will be responsible for consolidating all reporting from IPs to monitor progress against both the overall consolidated RMGP results framework and the results framework at country level, the Secretariate will seek to harvest synergies across the portfolio of programmes will oversee adherence to MFA AMG⁴². The Secretariat will also oversee communication of results, see ToR in annex 7.

The programme will undertake *annual learning events* to draw out emerging outcomes and lessons learned. This will focus on both the programme's contributions to ensuring a fairer and more humane asylum system based on Government-to-Government dialogue, while also reflecting on the "ways of working" and programme modalities. Particular focus will be given to drawing out and documenting emerging impacts and outcomes throughout the programme period, including through undertaking outcome harvesting in collaboration with MEAL capacities vested in implementing partners. Learning events may be expanded over time to include counterparts from the EU and other EU member states who have a particular focus on migration programming. This provides the programme with an opportunity to showcase lessons learned

⁴² <https://amg.um.dk/bilateral-cooperation/guidelines-for-programmes-projects-country-strategic-frameworks-and-hard-earmarked-multilat-support>

and good practices, and in this way further position Denmark as a key actor in shaping the EU's approach to addressing migration through development programming.

The establishment of the management structure of the RMGP is initiated in parallel with the preparation, appraisal, and approval of the RMGP (*pre-inception*). A 6-months *inception phase* will be used to formalise agreements with partner countries and IPs. During the inception phase it is suggested that MIGSTAB examines the possibility to consolidate migration management arrangements under a joint umbrella (as described in section 2). Further activities in the inception period will include assessing and improving the ToC and Results Framework, tendering for the MEAL consultant, further develop partnerships in countries to strengthen activities against smuggling and trafficking of humans as well as explore further opportunities in the cross-cutting areas (environment, gender) and mobilization of programme advisor(s). These activities will be captured in a *inception review* in the second quarter of 2025 which will include a Value for Money evaluation of the parts results framework for each country.

An external *mid-term review* will be undertaken in the first half of 2027, to be commissioned and overseen by MIGSTAB, MTF and the RMGP Steering Committee. The mid-term review will cover all three migration-related programmes and focus on substantive outcomes (and emerging impacts), critically reflect on the coherence and complementarities across the three programmes, and the extent to which this programme is proving to be an effective instrument to advance and respond to Government-to-Government dialogue in line with the programme's objectives. The mid-term review will also consider operational issues, including allocation of remaining adaptive reserves and in terms of governance and management, as well as those pertaining to the partnership with implementing partners.

The RMGP Secretariat will be instrumental in securing improved coordination and knowledge of EU and other activities in the migration area, primarily through the already existing member state Neighbourhood, Development and International Cooperation Instrument –(NDICI) where Denmark is an active partner. At the regional and country level, strengthened coordination will be achieved through participation in (existing) and/or establishment of i) donor migration working groups and ii) country migration working groups (with participation of/chaired by the host government). The RMGP includes funding for posting of one or more advisors to all partner countries either in the form of one resource per country or in the form of “*rowing advisors*” which could cover several countries. The advisors should be posted in relevant hosting government institutions/ministries or with one of IPs with the overall objective to strengthen long term institution building and with the added objective to energise and/or establish the above-mentioned working groups.

A tender will be announced in the second half of 2024 to establish an **external MEAL unit**, which will be managed by a consultancy company for the duration of the programme period. The MEAL unit will be set up within the strategic portfolio management framework overseeing a range of Danish supported migration related programmes. The financing for the external MEAL will be centralised and covered by the “Whole of Route” programme, while the unit itself will service and support the three migration-related programmes. The external MEAL unit's role will be to monitor and oversee programme implementation of the programmes during the full programme period, harvest data across programmes, while also feeding into mid-term reviews undertaken by each programme. The external MEAL-unit will report to the inter-ministerial Migration Programme Steering Committee on findings and recommendations and will on a day-to-day basis report to the MIGSTAB-team.

The MEAL provider will thus report to the MIGSTAB Secretariat. Activities of the provider may, for example, include establishing tracking tools which monitor migratory flows and programme beneficiaries, feeding into contextual research and seeking to inform protection programmes along the routes. This will

help to ensure programme implementation can be adjusted to shifting mixed migration movements and political, economic and social factors. This could also help inform other protection partners of future needs, as much as possible. This was initiated by the Mixed Migration Centre with their 4Mi and could be further fine-tuned for this programme, taking advantage of past experiences.

In addition, the external MEAL provider is expected to work closely with MIGSTAB, IOM and ICMPD and, amongst other tasks, be responsible for maintaining and expanding mapping of key actors in the countries of focus and service providers (international and local NGOs, CSOs, governmental actors). This will be developed further during the inception phase, and could also position Denmark and the consortia to make a valuable contribution to overall coordination.

Prior to contracting the MEAL consultant MIGSTAB will review the Lessons-learned study commissioned by MFA (Learning) to examine options and scope of the MEAL consultant. The MEAL contractor should have a particular focus on serving as a “learning facilitator” for MIGSTAB and MFA.

A key objective of the strengthened Secretariat is to anchor learning in the MFA and to ensure that external actors, e.g. the MEAL consultant and advisors, do not replace MFA dialogue with implementing partners and partner governments. Also, monitoring of implementing partners will be strengthened to ensure absorption of funds and progression towards longer term outcome objectives aligned with the objectives of partner governments.

8.2 Management calendar

The following reporting schedule for each implementing partner covers the programme grant period and one extra reporting year. The RMGP Steering Committee will convene for the first time in November 2024 and approve initial disbursements to IPs. The RMGP Secretariat will consolidate reporting and provide secretariat support to the RMGP Steering Committee and to the country Steering Committees (initially Egypt and Tunisia).

MIGSTAB will work with the implementing partners to align the reporting schedule across the the migration programmes and also discuss with the implementing partners if reporting across the migration programmes can be merged.

Table 8.1 Reporting schedule for implementing partners

15 January, annually (during grant period)	<ul style="list-style-type: none"> Disbursement request covering January-June
30 April, annually (except year 1)	<ul style="list-style-type: none"> Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) Reporting on results framework (results indicators) Updated project budget including reallocations of any funds transferred from previous year
30 June, annually (except year 1)	<ul style="list-style-type: none"> Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. Stand-alone statement or as appendix to organisation audit

	<ul style="list-style-type: none"> • Disbursement request covering remaining calendar year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> • Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> • Updated work plan, strategies for next year. • Updated budget for the grant period. • Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
15 November 2029	<ul style="list-style-type: none"> • Draft final report, (draft completion report)
15 May 2030	<ul style="list-style-type: none"> • Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

9. Financial Management, planning and reporting

All IPs will adhere to the MFA’s Financial Management Guidelines. Denmark will align its support with the rules and procedures of IPs, while upholding sound international financial management and reporting principles. During the implementation period, MIGSTAB will carry out financial monitoring visits to implementing partners, which will be coordinated and agreed at steering committee level. A monitoring plan will be prepared.

Detailed arrangements pertaining to IPs are outlined in the project documents and will also be specified in grant agreements for the organisations. The guidelines encompass disbursements, partner procedures related to financial management, procurement processes, work planning, narrative progress reports, financial reports, accounting standards, and auditing practices (also see previous section on management arrangements and reporting schedule). Denmark maintains a zero-tolerance policy towards corruption.

Disbursements will occur in accordance with agreed schedules, which are based on approved budgets, taking into consideration any previously disbursed but unspent funds. Conditions for fund transfer generally include a formal request for disbursement from the partner; satisfactory utilisation of prior transfers; technical and financial reporting has been submitted on time; and work plans and budgets for the financing period approved by the Steering Committee.

Financial reports must be submitted bi-annually following agreed formats as set out in the partner agreements and detailed project documents. Individual grant agreements with IPs will stipulate reporting requirements, including annual audits for each partner, conducted in accordance with their respective procedures, with results available within six months of each year's end. Additionally, Denmark retains the right to a) conduct any necessary audits or inspections concerning the use of Danish funds and b) inspect the accounts and records of suppliers and contractors involved in contract performance, with the authority to conduct comprehensive audits.

MFA anti-corruption clauses relating to the management of the funds will be included in the grant agreements. Project documents are presented in annex for each implementing partner. The project

documents include procedures for how partners will adhere to Danida policies on; i) anti- corruption, ii) child labour, iii) prevention of sexual exploitation, abuse and harassment, and iv) counter-terrorism.

10. Risk Management

Overall, the RMGP will be implemented in a volatile and highly politicised environment where developments in the national, regional and international contexts significantly influence partner countries' priorities and agendas, as well as those of IPs. Main risks include donor-overcrowding and lack of sufficient donor coordination. Observance of human rights in the administration of regular and irregular migration continue to be a concern with special emphasis on human smuggling and trafficking as well as the conduct of border guards and law enforcement agencies. Consequently, IPs must demonstrate the capability to undertake on-going risk management and to update the risk management framework as necessary adapting to the evolving context. Most importantly, they must inform the RPMG of any major risks that arise. Of particular interest will be the preparation of safe-guards and measures to manage fiduciary risk and the risk of corruption.

These risks are mitigated by the strengthening of MIGSTAB programme management capacity, by establishing a Steering Committee to oversee RMGP implementation, and focusing on IPs' MEAL and management systems. At the operational level, a solid results framework and a corresponding MEAL system must be in place. This ensures the mitigation of risks such as result fragmentation, a tendency to focus on activities rather than outcomes, and a potential lack of strategic contribution to overall programme outcomes, all leading to limited impact of the RMGP.

The risk management framework has been prepared in consultation with key stakeholders, including MFA, IP's and key experts. Key contextual risks include further deterioration of violation of human rights and protection in countries, shifts in the political and social environmental conditions in the countries of origin and transit countries, which can affect and shape both the flow and the conditions of irregular migrants across migration routes and undermine the RMGP's ability to collaborate with governments in the region. Human rights are under pressure in several countries to be included in this RMGP. This underlines the need for a HRBA across immigration administration, not least in border management and in relation to law enforcement, to curb smuggling and trafficking of humans (see the How to Note on migration and the MFA HRBA Guidance Note). Likewise, there is a high risk of corruption.

Some programmatic risks include the risk that the adaptive and evidence-based programming approach cannot produce sustainable and longer-term outcomes. Donor overcrowding in certain areas remain a concern, e.g. within border management, which already receives significant EU funding and from other EU MSs. There are challenges in terms of donor coordination, but positive cooperation in the donor circle at the technical level in certain contexts (such as Egypt), while more challenging in other contexts (such as Tunisia).

There are also institutional and reputational risks, if the beneficiary actors such as border guards or law enforcement agencies are not capacitated or act in a way that is considered safe and orderly and contributing to adverse human rights impact. In this regard, it will be key to ensure that the IPs continuously assess the risks during their implementation, whether changes in identified risks or occurrence of new risks, is in itself a risk response. If the scenario in a given context and country change so significantly that it could lead to reputational risks for Denmark, the adaptive management and the DDD approach allows the programme to re-focus the activities to other countries in the MENA region. However, to prevent this continuous

assessment of risks during implementation are critical, whether changes in identified risks or occurrence of new risks, is in itself a risk response.⁴³

IPs are required to monitor risks and inform MIGSTAB about changes in their risk management framework. MIGSTAB will review the risk management framework on an annual basis. A detailed risk assessment is included at Annex 4. It is noted that the risk management framework will be further developed during the preparation of the detailed project documents.

11. Closure

At the end of the programme, IOM, ICMPD, UNHCR, EUAA and DIHR must submit final narrative and financial reports to MFA. Any additional IPs engaged during implementation of the RMGP must also prepare final narrative and financial reports.

MIGSTAB draft and complete final results reports (FRR) for all IPs which will include closure of financial accounts, final audit reports from partners, return of any unspent funds and accrued interest and administrative closure by reversing remaining provision.

12. Short summary of projects

Further details of implementing partners are provided in the project documents.

⁴³ <https://amg.um.dk/tools/guidelines-for-risk-management>

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Annex 1: Context Analysis

Global and regional overview

IOM estimates the number of international migrants globally at 281 million and they represent around 3.6 per cent of the world's population and are estimated to generate 9.4% of global GDP.⁴⁴ Internal displacements reached a record level at the end of 2022, with 71.1 million internally displaced persons (IDPs) around the globe. This is the highest number ever recorded – and this trend is anticipated to continue in the future.⁴⁵

The flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe during 2023 (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). The Central Mediterranean route increased in 2023 by 49%, illustrating how the countries along the route have for a long time been affected by ever changing mixed migration flows. From an all-time high on the Central Mediterranean route of 181.455⁴⁶ irregular crossing in 2016 to a low of 14.874 in 2019. The recent number of 157.479 in 2023 shows how migration routes change also because of the situation in countries of origin and the will and ability for transit countries to counter the smugglers' business. As an example, in 2023 migrant arrivals from Tunisia were at the highest level ever recorded by the EU border protection agency Frontex⁴⁷ (at around 98.000, roughly triple the figure for 2022), replacing Libya as the main departure country for the central Mediterranean migration route. Adding to complexity and making it less predictable how migration flows will be managed, Mali, Niger and Burkina Faso are now under military leadership having seized power from civilian leaders. According to information obtained during the mission, there are currently 9.5 million migrants in Egypt where about 1.4 million are vulnerable. The human rights and protection situation for migrants including refugees is challenged and has very significantly worsened since the onset of the civil war and conflict in Sudan in April 2023 and the large-scale forced displacement into Egypt. Moreover, Egypt is surrounded by conflicts, with both the situations in Gaza and Sudan unlikely to come to a resolution soon. Equally, in the past years, there has been an upsurge in arrivals of mixed migration movements⁴⁸ to Europe through Turkey or Central/Western Balkan.

Democratic principles, rule of law and human rights are under significant pressure in several of the Middle East and North Africa (MENA) countries, also impacting various categories of migrants' rights, detention, and gender based violence etc.⁴⁹ In general, there is a significant need to enhance *safe and orderly migration* through awareness raising, legislative and policy work and by operationalizing HRBA and gender across the MFA migration programming in accordance with the AMG and Danish human rights and gender priorities. Working on human rights requires a solid understanding of the political, social, economic, and cultural dynamics within the countries. These key challenges and opportunities are also relevant for other countries in the MENA region.

Not only is the MENA region affected by migration flows, but the local population is facing their own challenges: "As the [MENA] region continues to recover from the impact of the COVID-19 shock and tries to navigate the heightened volatility in its terms of trade stemming from Russia's invasion of Ukraine, the region's peoples are contending with the ramifications for their livelihoods of the global surge in interest rates, the depreciation of currencies, and the resulting inflationary pressures".⁵⁰ These challenges contribute to governments in the region increasingly question how much and how long they can absorb and handle migrant populations. For the same socio-

⁴⁴ IOM Global Appeal 2024.

⁴⁵ IDMC 2024.

⁴⁶ <https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-routes/central-mediterranean-route/>

⁴⁷ Frontex Annual Brief 2023.

⁴⁸ *Mixed migration* refers to actual "cross-border movements of people, including refugees fleeing persecution and conflict, victims of trafficking and people seeking better lives and opportunities".

⁴⁹ <https://uhri.ohchr.org/en/countries> and <https://uhri.ohchr.org/en/search-human-rights-recommendations?countries=78fe50f3-8dc2-4255-b905-4c41333d89f0&affectedPersons=5b6c3990-9faf-4d1f-9ec2-84c14e1c66e1>

⁵⁰ IBRD 2023. Balancing Act: Jobs and Wages in The Middle East and North Africa When Crises Hit.

economic reasons the governments are increasingly pushing for legal pathways, including circular migration,⁵¹ to Europe for their own citizens.

Many migrants end up in transit countries close to the EU. The mixed migration flows have a significant impact on public administration and key institutions regarding reception capacities, as well as migration and integrated border management, particularly in the transit countries. Most of these countries are thus in dire need of enhancing their asylum reception, integrated border management and migration management systems in an effective and safe manner that considers migrants' and refugees' vulnerabilities and human rights.⁵² This was confirmed by both governments, the IPs and all stakeholders met during the field mission.

It is important to acknowledge that overall trends and challenges to be addressed are conceptually and to some extent operationally inter-related/linked and some drivers are common to all *mixed migration routes*.

Stakeholders, drivers, and a resulting need for a holistic approach

The formulation of the RMGP needs to take into consideration stakeholders and drivers, including spoilers, affecting a complex operational environment, and thus posing obstacles and providing opportunities. There are various root causes of migration understood broadly (irregular, regular migration, asylum, family reasons, study reasons, reasons of employment, perceptions of a better life elsewhere etc.). Amongst the most important are loss of livelihood and opportunities due to conflict, repression, pervasive human rights violations, climate change, poverty and dysfunctional governance creating a considerable push factor towards the EU. As per the How-to-Note, the root causes of irregular migration are integrated into broader engagements of Danish development cooperation.

Spoilers may promote deliberate policies aiming at creating and amplifying this push factor, including Russian interventions in the Middle East and sub-Saharan Africa (e.g., “the Russian Expeditionary Corps” (previously known as the Wagner group) in Sahel), militant Islamic groups seeking to expel infidel population groups from conquered territory, etc.

As highlighted by several stakeholders, with a changing world order, the BRICS partnership,⁵³ major actors such as China and Russia are exploring collaboration and partnerships with countries in the region, which is why a strategic and comprehensive partnership with a country such as Egypt is of key importance for the EU not only in relation to migration, but also in relation to democratic governance, trade, security, green growth and development partnerships. It seems clear from the field mission that there is a genuine appetite to partner with a perceived neutral country such as Denmark in various areas including migration management.

The RMGP may not have a significant effect on the overall spoilers, yet it may be very helpful to enhance the dialogue and open doors to a closer partnership at various levels including with the EU and UN, especially if this modality develops into a multi-donor modality with like-minded donors. As expressed by the stakeholders met including not least the Governments of Egypt (GoE) and Tunisia (GoT), *government partners* on the Southern rim of the Mediterranean are increasingly affected by the destabilizing effect of the push factors and national brain drain of skilled nationals leaving for a perceived better future in the EU (and often providing for increasing and politically important remittances). This is also why governments in Egypt, Tunisia and across the region seek a *balanced and comprehensive partnership* when it comes to migration management that ideally includes livelihood and circular migration pathways for own citizens.

⁵¹ In this context, *regular circular migration* denotes an agreed inter-state regulatory framework allowing for individual time-limited immigration permits, including time-limited residence and work permits, to the EU and return to the country of citizenship upon expiry of work permits, in order to *reverse brain drain* migration and benefit the economic development of the returning citizen's country.

⁵² Terms of Reference guide for the 'Formulation of a Regional Migration Governance Programme (November 2024 – November 2029)' with a focus on the Mediterranean.

⁵³ <https://brics2023.gov.za/evolution-of-brics/>

Inter-governmental institutions have played and will play a great role in dealing with and, to some extent, managing migratory and refugee flows. The main actors are IOM and UNHCR, who have taken on large roles in Egypt, Tunisia, and regarded as some of the key players also in other MENA states.⁵⁴ ICMPD is also recognised for its role of working closely with the host government in Tunisia as well as facilitating close high-level regional policy dialogues between governments in the MENA region, which has been considered innovative and useful by governments and IPs. However, both IOM, UNHCR and ICMPD have to some extent, and more or less voluntarily become *proxy-governmental entities* taking on tasks that would normally be seen as core governmental responsibilities. This role is partly due to weak state migration governance structures overwhelmed by the influx, partly a result of government decisions to effectively *outsource the responsibility* to UN agencies or other international organisations/service providers and thereby also ensuring that donors will in fact shoulder a part/most of the financial costs.

Like in many EU MS, the migration destination, transit, and departure countries in the MENA region close to the EU are faced with sensitive political choices, in a resource constrained framework, weighing the internal domestic interests in maintaining social cohesion, livelihood and prevent tensions and xenophobia towards migrant communities while managing significant migratory flows. The national legislative frameworks for dealing with migration flows are weak and outdated and likely reflect a reluctance to formalise immigration matters and officially acknowledge the presence of different categories of migrants and of issuance of IDs, residence permits, work permits, access to public services etc. At the same time Egypt acknowledges their international obligations and has provided a degree of *de facto* protection and access to services for various categories of irregular migrants. Both governments stated that they support *burden sharing*, but *not burden shifting* when dealing with the EU. Certain institutions within the governments seem open to discuss the sensitive balance between strengthening own border and migration control and management mechanisms vis-à-vis continued outsourcing to UN agencies. The choices made and decisions taken are *particular* to each country – and so should the *dialogue be in the context of the RMGP with other MENA countries*, taking into account the national constraints and contexts to ensure political-buy in.

Livelihood was identified as an indispensable element in a holistic and balanced approach to formulation and design of RMGP engagements. Government representatives in Egypt and Tunisia emphasised that livelihood would:

- be a sign of a genuine partnership approach
- support local communities affected by migratory movements and asylum seekers
- prevent tension and conflicts between host communities and migrant communities
- ease the political and fiscal constraints faced by governments in coping with influx of large numbers of migrants and asylum seekers, and
- provide tax revenues as well as economic empowerment and income for both citizens, such as the youth who wish to migrate too, and foreign migrants.

The future manageability and flexibility of RMGP requires that the livelihood aspect of RMGP engagements can be implemented with a limited number of partners in the region. Additional funding dispersed to modalities, such as the World Bank social safety and livelihood programming may be relevant if benefiting both host and migrant communities. Livelihood support may be identified and discussed with partner governments and relevant IPs, and modalities may change during the implementation as part of the *Doing Development Differently* (DDD) and adaptive management approach. Livelihood support is explicitly provided for in the Finance Act authorising the grant to the RMGP.

Enhanced collaboration with the EU Commission and Member States

The EU Commission is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issue in the MENA region (and Eastern Neighbourhood) funding many of the same

⁵⁴ Including most significantly UNHCR in Lebanon.

IPs as Denmark. *DG ECHO* plays a role in mitigating short-term humanitarian crises giving rise to population flows towards the EU. *DG Near* is the main funder of external cooperation on migration and asylum seekers, while *DG Home*, with its agencies *Frontex* and *EUAA*, has the lead on common EU border control and asylum measures and procedures.⁵⁵ *DG Home*'s focus is on EU27 and its budget for its external dimension relatively minor. While border control and (granting of) asylum are still primarily under the control of MS, there is growing political will to coordinate through and align with EU Commission measures.

On 10 April 2024 the European Parliament approved the new *EU Migration and Asylum Pact*, which now awaits final EU Council approval. The Pact is a major reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.⁵⁶ The Pact will likely have a major impact on the Southern Neighbourhood. A part of the Pact is the embedding of migration in *international partnerships* by, inter alia,

- Preventing irregular departures: Capacity development in integrated border management authorities in priority partner countries, including through reinforced cooperation with *Frontex*.
- Fighting migrant smuggling: Dedicated and tailor-made Anti-Smuggling Operational Partnerships with partner countries and UN agencies, tackling smuggling in key locations.
- Cooperation on readmission: The development of legal migration goes hand in hand with strengthened cooperation on return and readmission.
- Promoting legal pathways: An EU Talent Pool establishes the first EU-wide platform to facilitate international recruitment, while Talent Partnerships allow non-EU citizens to work, study, and train in the EU.⁵⁷

Within the EU Commission coordination between DGs NEAR and DG HOME is of crucial importance. While *DG Near* is concerned with long-term considerations as part of its core development assistance mandate, *DG Home* is focused on law enforcement often with immediate needs in mind. As the executive arm of the EU, the Commission will reflect the cumulative will of the MS, which also means that domestic political agendas of MS regarding the politically highly sensitive issue of immigration play into the policies pursued by *DG Near* and *DG Home*. *DG INTPA's Directorate G* dealing with human development, migration, governance, and peace is not responsible for overall coordination issues in the geographical area covered by RMGP.⁵⁸

Due to the different mandates of DGs Near and Home and the policies pursued there is a certain intrinsic element of risk of friction between them which further underlines the need for coordination at Brussels' level and operationally in the field. This may also explain why in some *DG Near* units in EU delegations (in casu Cairo) key decision-making even regarding operational issues is *centralised* in Brussels. Furthermore, due to EU political priorities much of the support (funding, training, equipment) has gone into border control and law enforcement agencies in the Southern Neighbourhood, which, in turn, has led to friction with some of the partner countries, viz. the recent impasse with Tunisia, demanding a more holistic approach with a focus also on root causes, stabilization of communities, livelihood and promotion of regular (circular) migration to the EU.

The *rebalancing of the approach towards a more holistic engagement mode is a crucial task for the formulation and design* of the RMGP to achieve real partnerships with governments in the Southern Neighbourhood and obtain longer lasting and sustainable impact. The recent *key EU Commission instrument* for dealing comprehensively with population movements towards the EU related to/caused by recent crises (e.g., Syria and Sahel) has been *EU Trust Funds* (EUTFs). The EUTFs provide a platform for enhanced:

⁵⁵ The Danish reservation to the Maastricht Treaty with regard to Justice and Home Affairs applies, <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:41992X1231> (Edinburgh Agreement), see also <https://www.thedanishparliament.dk/en/eu-information-centre/the-danish-opt-outs-from-eu-cooperation>. This also means that Denmark has observer status in the board of the EUAA.

⁵⁶ <https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact>

⁵⁷ https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en

⁵⁸ https://international-partnerships.ec.europa.eu/policies/migration-and-forced-displacement_en

- resource mobilization, thereby also providing smaller MS with a meaningful funding avenue
- reduction of fragmentation and increased coordination among donors politically and operationally
- aligned policy development, and
- leverage vis-à-vis other stakeholders and partners, including non-EU governments and UN agencies.

Inclusion of a *similar facility within the RMGP* is a key issue to be considered which is likely to amplify the effect of the relatively considerable Danish investment. Moreover, among MS, Denmark can be considered a first mover regarding use of official development assistance (ODA) in relation to a long-term and comprehensive *whole of government migration approach* with meaningful financial volume, which would allow for a Danish leadership position and provide strategic space for EU-aligned engagements, incl. further funding for the external dimension of the EUAA.

Through the European Neighbourhood Policy, the EU works since 2004 with the ten Southern Mediterranean countries to promote stability and prosperity. The partnership does not only focus on migration, but aims to achieve economic development, uphold democratic values, and address migration challenges. The EU Emergency Trust Fund for Africa to support international partners in Africa in achieving the objectives of the Valletta Declaration officially ended in December 2021, with projects running until June 2025. The newly established Neighbourhood, Development, and International Cooperation Instrument – Global Europe (NDICI - Global Europe) is set to continue the engagement with the Partner Countries.⁵⁹ The EU has provided significant financial support (20.5 billion Euro from 2007-2020) and continues to invest (12 billion Euro planned 2021-2027) in the region.

Coordination, agenda setting and leveraging RMGP impact

The *volatility* in migrant flows will require flexibility and adaptability from the RMGP across the region, both regarding financial instruments and engagements. It might be too early to focus on specific instruments in the scoping phase, but it could be considered to dedicate some un-earmarked funds for support to partner countries experiencing sudden influx of migrants. One way of utilizing such funding could be to trigger the funding based on pre-defined migration thresholds, allowing for a swifter and predictable response to sudden increase. To track and document the migrant flows, adequate capacity to collect and analyse national and regional data would be an important step forward thus allowing for future proactive planning and resource allocation.

Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms should be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with government partners in the Southern Neighbourhood.⁶⁰ Although some donor coordination exists in the MENA countries, it is even less visible at the regional level. During the scoping mission, donor coordination on country level was encountered, but it was rather informal, or it was not clearly defined in terms of sector or, e.g., EU, non-EU or UN led. At regional level, donor coordination was even less prevalent. In a meeting among like-minded EU countries with the scoping mission, the MS present got inspired to agree on working towards closer donor coordination. Denmark has over the past 18 months led the work of an informal group of 15 EU Member States that on 15 May 2024 sent a joint letter to the EU Commission. This platform can also be used for further donor coordination of such engagements. Envisaged Danish participation in the Rome Process will equally be an opportunity to promote further coordination among donors and with partner countries in the Mediterranean.

Capacity to *set the agenda* and think strategically is a key issue. Not least due to lack of clear unified policy guidance from donors, IOM⁶¹ and UNHCR amongst others have stepped into the void and have not seldom been allowed to

⁵⁹ DG NEAR, Southern Neighborhood, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32021R0947>

⁶⁰ Donor fragmentation exist in many areas and Denmark is directing attention to this: “As a donor to many of the larger multilateral organisations, Denmark can help promote synergy and a sound division of labour. This can for instance be done by advocating for increased country level donor coordination in political dialogues with multilateral organisations”, see Strategy for Denmark’s engagement with the African Development Bank 2020-2025.

⁶¹ IOM MENA Regional Strategy 2020–2024.

set the agenda. To some extent, this was caused by a policy and operational guidance vacuum created by donors and the EU being preoccupied by changing ad hoc crises response policies/fragmentation and volatile domestic policy agendas in MS. The latest EU policy guidance is a European External Action Service (EEAS) Joint Communication from 2021 “Renewed partnership with the Southern Neighbourhood. A new Agenda for the Mediterranean”. In practice and as pointed out above, the migration agenda has been dominated by immediate and often short-term law enforcement needs and procurement of equipment sometimes to the detriment of more sustainable approaches and holistic involvement of partner governments.

Enhanced *resource mobilization and operational coordination* is another key issue, this could be achieved through establishment of a financial facility/instrument (trust fund or other appropriate vehicle) with like-minded donors and a steering committee(s) with donor and stakeholder representation. The approach should not work by dictating but by attracting/offering/complementing other initiatives. Some supporting features could be the mapping of needs (data collection), resource matching, diversification of funding, building resource mobilization capacity for stakeholders and finally, regularly monitor and evaluate the effectiveness of resource mobilization and operational strategies.

Other countries in the region and beyond

The focus of the RMGP is to strengthen migration management and through partnerships with countries within the Mediterranean region. At this inception stage, *Egypt* and *Tunisia* are the main countries of focus in the formulation of the programme with the vision that this will spread to other MENA countries. It is important to stress that the programme is indeed regional and will consider all relevant countries in the MENA region and regional migration cross-border and regional learning aspects. The migration dynamics are inherently intertwined in the region, as mentioned earlier Tunisia became the main departure country for irregular migrants on the Central Mediterranean Route to the EU in 2023, thus surpassing Libya only to experience a shift in 2024 where Libya⁶² again became the main departure point for sea-crossings toward Italy.

Another example of the dynamics is the flows to and from *Algeria*, many migrants seeking to reach Europe through Tunisia or Libya pass through Algeria or have Algeria as their destination. Unofficial figures from IOM point to more than 1 million migrants in Algeria. Ongoing instability in the Sahel region, expulsions of migrants from Tunisia to Algeria, and the repeal of an anti-migration law in Niger contributes to the migration flows in Algeria. The Algerian government has reacted to irregular migration by returning migrants to the border between Algeria and Niger. Algeria does not have an Asylum Law and UNHCR is responsible for the asylum process. The government is open to capacity development on migration governance, both at national and cross border level.

In *Morocco* migrants with an irregular administrative situation still face many challenges, i.e., access to health and legal assistance, education, housing, and basic needs, that said civil society reception structures for vulnerable migrants already exists and Morocco has pledged to enhance protection capacity on registration and documentation.⁶³ The government has developed the "Humanised Border Management" framework balancing security with respect for human rights. The framework outlines common procedures for reception, screening, and identification of migrants with irregular status. Morocco has proposed a regional adoption of this approach⁶⁴ facilitating regional dialogue in the Middle East and North Africa.

Libya remains a major destination country for migrants as well as a transit country with 706.509 migrants recently identified by IOM Displacement Tracking Mechanism Libya.⁶⁵ On a background of continued criticism of the governments lack of providing protection to migrants⁶⁶ there are initiatives to develop an effective migration

⁶² 29 February 2024, data provided by the Italian Ministry of Interior.

⁶³ GRF 00700

⁶⁴ Through a "Regional Charter for a Humanized Management of Borders".

⁶⁵ During round 50 of data collection (October - December 2023). Around eight in ten (78%) were adult males, 11 per cent adult females, and 11 per cent were children (among whom 4% were unaccompanied).

⁶⁶ A/HRC/52/83. Report of the Independent Fact-Finding Mission on Libya.

governance framework in Libya that is aligned with international standards and oriented towards accountable management of migration.

Lebanon has a refugee population of 1.5 million Syrian refugees and some 11,238 refugees of other nationalities⁶⁷ and an estimated 160,738 migrants.⁶⁸ Recently, flows of particularly Syrian refugees from Lebanon towards Cyprus have significantly increased. In the beginning of May 2024, EU Commission President Ursula von der Leyen traveled to Lebanon to announce a multi-year economic aid package worth €1 billion. Denmark is already strongly engaged in Lebanon through leading the RDPP for Lebanon, Jordan, and North Iraq and e.g., specifically IOM implementing a Danish-funded project aiming at strengthening integrated border management capacities to better address migrant smuggling and irregular migration.

By end of 2023, *Jordan* hosted over 720,000 refugees of different nationalities registered with UNHCR.⁶⁹ Jordan has been through extensive change management, which has erased silos and created a "Whole of Government" approach to migration. This is also thanks to Denmark's previous support to the Migration Data Management Solution Project for Jordan (MIDAM)⁷⁰ implemented by ICMPD and its Training Institute in Valetta.

Among the Danish MENA priority countries, Algeria, Lebanon, Jordan and Morocco may be particular relevant for inclusion in the RMGP.

There is still a lot of room for improvement in making the regional aspect of activities, truly regional with cross fertilization and building common capacity. Migration Data Management is one example of possible national and regional convergence. The investment into establishing comprehensive migration data systems, has been scattered across the region. Coordination structures emerged in some countries, such as Tunisia⁷¹ and with Morocco's High Commission for Planning active in advocating for good migration data at international level, both in the context of being a GCM champion country and in having pledged to support African partners in the methodological conception, collection, and analysis of national surveys on refugees.⁷²

Annex 2: Partner Assessment

Brief presentation of partners

The RMGP includes the proposed implementing partners⁷³ presented below. They have been assessed by the RMGP scoping mission (March/April 2024), by previous visits by the MFA and the partner assessments are also guided by findings and recommendations in the December 2023 MFA review of "Danish migration related engagements (2018 – 2022)". It should be noted that the scoping mission met and interviewed several other potential partners in Egypt and Tunisia but found that the proposed partners reflected the best mix of capacities, track records of collaboration with Danida, and justification and relevance.

IOM

The International Organization for Migration (IOM) was established in 1951 and is part of the United Nations System. IOM overall objectives are to promote humane and orderly migration for the benefit of all. It does so by providing support to migrants across the world, developing effective responses to the shifting dynamics of migration and providing advice on migration policy and practice. IOM collaborates with governmental, intergovernmental and non-

⁶⁷ As of December 2023. UNHCR LEBANON - NEEDS AT A GLANCE – 2024.

⁶⁸ Migrant Presence Monitoring (MPM) data collection exercise conducted by IOM in Lebanon from April to June 2023.

⁶⁹ UNHCR Operational Data Portal. Predominantly from Syria, with large groups from Iraq, Yemen, Sudan, and Somalia.

⁷⁰ <https://www.icmpd.org/our-work/projects/strengthening-the-evidence-base-for-migration-policies-advancing-the-central-migration-data-management-solution-for-jordan-midam-i>

⁷¹ With technical assistance and guidance from IOM. <https://www.iom.int/project/support-national-observatory-migration-tunisia>

⁷² GRF 06946.

⁷³ In the selection of implementing partners, the "Guidelines for awarding grants in Danish Development Cooperation", MFA, July 2019, have been observed.

governmental partners to improve the resilience of people on the move, particularly those in situations of vulnerability. It also works closely with governments to manage all forms of mobility, and their impacts. This work includes operations in some of the most complex emergency settings in the world.

IOM's work is focused on the following three objectives; i) Saving lives and protecting people on the move by putting the safety, dignity and protection of people first in the most challenging crisis response contexts in the world, ii) Driving solutions to displacement by reducing the risks and impacts of climate change, environmental degradation, conflict and instability for communities affected by or at risk of displacement, and iii) Facilitating pathways for regular migration by prioritizing whole-of-government, whole-of-society approaches to safely connect people, goods, services, knowledge and innovation.

IOM was pre-identified as an implementing partner and the selection of IOM is justified by the alignment of IOM objectives with RMGP objectives and the history of IOM achievements in the field of migration. IOM's relevance for the RMGP is underlined by the presence of IOM offices and activities in both Egypt and Tunisia.

ICMPD

The International Centre for Migration Policy Development (ICMPD) was founded in 1993 to serve as a support mechanism for informal consultations and to provide expertise and efficient services in the newly emerging landscape of multilateral cooperation on migration and asylum issues. ICMPD is an international organisation with 20 Member States and 498 staff members. ICMPD holds UN observer status and cooperates with more than 715 partners including EU institutions and UN agencies. ICMPD approaches migration management by linking policy & research, migration dialogues and capacity building to contribute to better migration policy development worldwide. ICMPD receives funding from its Member States, the European Commission, the UN and other multilateral institutions, as well as bilateral donors.

The objective of ICMPD is to build evidence-driven migration policy options and governance systems that engage and equip our partners with effective, forward-leaning responses to opportunities and pragmatic solutions to complex, regional migration and mobility challenges. ICMPD is present on the ground with capacity building activities in various areas of migration management.

ICMPD was pre-identified as an implementing partner and the selection of ICMPD is justified by the alignment of ICMPD objectives with RMGP objectives and the history of ICMPD achievements in the field of migration. ICMPD's relevance for the RMGP is underlined by the presence of the ICMPD training institute in Tunisia and Malta (both established with previous support from Danida) and with on-going training activities in Tunisia in collaboration with the Government of Tunisia.

UNHCR

The Office of the High Commissioner for Refugees (UNHCR) was established by the General Assembly of the United Nations in 1950 in the aftermath of the Second World War to help the millions of people who had lost their homes. UNHCR is dedicated to saving lives, protecting rights and building a better future for people forced to flee their homes because of conflict and persecution and lead international action to protect refugees, forcibly displaced communities and stateless people.

UNHCR works in 135 countries to provide life-saving assistance, including shelter, food, water and medical care for people forced to flee conflict and persecution. UNHCR's long term objectives is to work with countries to improve and monitor refugee and asylum laws and policies and ensuring that human rights are upheld.

UNHCR was pre-identified as an implementing partner and the selection of UNHCR is justified by the alignment of UNHCR objectives with RMGP objectives and the history of UNHCR achievements in the field of migration. UNHCR's relevance for the RMGP is underlined by the UNHCR activities in both Egypt and Tunisia where UNHCR has established offices and support facilities.

EUAA

The European Union Agency for Asylum (EUAA) was established by the EU Regulation 439/2010 to increase the cooperation of EU member states on asylum, improve the implementation of the Common European Asylum System, and support member states under migratory pressure.

The EUAA offers a wide range of operational and technical support to EU countries and is mandated to i) quickly deploy operational assistance to EU countries facing migratory pressure, ii) draw on a permanent Asylum Reserve Pool of 500 national officials who are available to the Agency and can be quickly deployed anywhere across the EU, iii) build a broad asylum training curriculum for national officials, to achieve its aim of becoming the EU's accreditation body for international protection matters, iv) protect the fundamental rights of asylum seekers, and v) improve coordination with countries of origin and transit by appointing liaison officers in non-EU countries and working with authorities in non-EU countries to help build asylum and reception capacity that is in line with international law.

EUAA was pre-identified as an implementing partner and the selection of EUAA is justified by the alignment of EUAA objectives with RMGP objectives and the history of EUAA achievements in the field of migration. EUAA's relevance for the RMGP is supported by the on-going programme by EUAA's external dimension in Egypt which is about to enter phase 2.

DIHR

The Danish Institute for Human Rights (DIHR) was established by parliamentary decision in 1987. The work of DIHR includes research, analysis, communications, education, documentation, as well as several national and international programmes. The DIHR is a national equality body, and as such has a mandate to promote equal treatment regardless of race, ethnicity, gender and disability.

In the international area DIHR works to engage with governments, NGOs and business and industry to strengthen their capacity to advance human rights in their countries. DIHR work to build sound justice systems abroad and to empower local populations to exert influence in their communities and assist private-sector enterprises in assessing how their corporate activities impact human rights. DIHR train police officers, schoolteachers, ombudsmen, judges and other actors in human rights.

The selection of DIHR as an IP supported by a grant under the RMGP is justified and relevant due to several factors. DIHR is already supported on the Danish finance act⁷⁴ as a self-governing institute. It is a close partner to the MFA and may also receive funding for the programme with reference to § 6.32.08.85.

Moreover, the FT has assessed that no other partner or NHRI can demonstrate the same unique international track record, skillset, experience and capacity to support national human rights institutions and state institutions and will be able to operationalise HRBA across the migration programme to ensure a safer and rights-based migration management. Other proposed implementing partners under the RMGP has requested support from and collaboration with DIHR. And DIHR is already established with an office in Tunisia and is working in the MENA region. It has already established MoU's with several government partners in Tunisia regarding capacity development and training in the area of human rights, human trafficking and smuggling. DIHR has already prepared plans to establish similar activities in Egypt where it is also supporting the NHRI.

Summary of partner capacity assessment

The below summaries have been prepared in collaboration between the formulation teams of the three Danish migration programmes currently under development. The assessments of IOM and UNHCR also builds on assessments by the Multilateral Organisation Performance Assessment Network (MOPAN)⁷⁵.

IOM

⁷⁴ DIHR is defined as a "Selvejende, statsfinansieret institution" under § 06.11.13 on the Danish Finance Act (resort area of MFA).

⁷⁵ <https://www.mopanonline.org>

The most recent MOPAN assessment of IOM (from October 2023⁷⁶) notes that IOM remains largely project-funded and this presents certain organisational constraints. Nonetheless, the organisation is an agile performer in emergency settings, and MOPAN notes that IOM provides quality services and capacity-building support on migration issues and tailoring its support to national needs and priorities. The assessment found that IOM was partnership-oriented working with a broad range of partners at both global, regional and international level. The assessment also notes that this focus results in 97% of its resources being earmarked for specific activities or locations. To rebalance its resourcing, IOM has negotiated a new financial framework with its funders, securing a commitment to increase the assessed contribution by USD 60 million over five years from 2023 (IOM, 2022). However, this will only marginally reduce its reliance on earmarked funding to 93%, and thus will not significantly change IOM's overall funding situation. In practice, this heavily earmarked financial framework, and its impact on the operating model, means IOM is geared towards the delivery of short-term projects – where it consistently delivers strong results.

It is also worth noting that, in terms of human resources, the MOPAN assessment finds that IOM's workforce has grown by 70% over the assessment period, to 32.000 people, including 7.000 non-staff and 5.000 consultants. Yet IOM's human resources functions are significantly under-resourced. Many key staff are on temporary contracts or graded lower than comparable positions in other UN agencies, contributing to poor staff retention and loss of institutional memory.⁷⁷

The 2023 Danish MFA's strategy assessment for IOM also found that IOM's dependency on project funding limits the opportunity to engage in more strategic long-term collaboration with partners and that the area needs attention and joint donor support. Further, while IOM has significantly improved in terms of funding channeled through local partners over the past years, this is still an area for improvement. The assessment found that IOM's entry into the UN system represents a significant opportunity. While IOM faces several challenges, there is no doubt that work fits very well with key Danish priorities related to migration. With the increase in Danish funding to IOM, both in terms of project and unearmarked funding, the possibilities for synergies between Danish engagements with IOM have become more evident as well as the need for coordination.⁷⁸

Following the discussions between the Scoping mission/formulation team and IOM in Egypt and Tunisia it was also assessed that IOM have adequate and satisfactory systems for financial management to comply with AMG guidelines and Danida requirements. It was, however, noted that there needs to focus on reporting on audited expenditures as IOM only reports high level costs and not per project. As noted by MOPAN, the SM also found that IOM is a project-oriented organisation, and thus has little overhead/core funding allowing to invest in cases of gaps, IT systems, Finance systems, MEAL and longer-term outcome-based planning. IOM is at an early stage in relation to localisation – working with partners is not their preferred modality.

The above aspects will need to be addressed in the partnership agreement with IOM and in particular when it comes to assuring sufficient MEAL capacity and capacity for longer term planning and planning of transformative change with IOM beneficiary partners.

ICMPD

ICMPD has been a Danida partner in the area of migration for several years and is a trusted partner. ICMPD has adequate policies, procedures and systems in place to manage Danish grants. They lack a whistle blower feature which is absent on ICMPD website but is to be established once the whistle blower policy is in place. ICMPD shared a recent fraud case and explained about steps taken including strengthening systems and conducting trainings. Budget formats and processes appear input-based but can be adjusted to MFA formats. ICMPD have 9 existing MFA grants under implementation and are thus used to MFA guidelines and formats. Localisation is a challenge but ICMPD have examples where funds are going directly to partners.

⁷⁶ IOM assessment, MOPAN, October 2023

⁷⁷ Ibid

⁷⁸ Strategy for Denmark's engagement with IOM, 2023-2026

ICMPD successfully passed the EU Commission's ex-ante⁷⁹ "pillar assessment" on its level of capacity of financial management and protection of financial interests and has been selected as the entity entrusted to implement EU projects based on its competence and successful implementation of previous programmes. Furthermore, ICMPD has established a strong network with EU Member States and partner countries relevant for migration engagement and has project-based offices in several partner countries. The Dutch MFA has recently assessed ICMPD with positive results. A financial monitoring visit was conducted by the Danish MFA on 3rd May 2024 which confirmed the above. MFA will conduct regular visits at HQ and field level during the implementation of the programme.

The assessment finds that Danida will need to pay particular attention to the establishment of sufficient MEAL capacity, capacity for longer term planning and planning of transformative change in Danida supported ICMPD programmes. This will be addressed in the partnership agreement with ICMPD.

UNHCR

UNHCR is a trusted Danida partner that have both received individual grants from Denmark as well as core support for several decades. UNHCR has adequate policies, procedures and systems in place to manage Danish grants. The findings of the scoping mission dovetail MOPAN findings⁸⁰ that UNHCR is strong with regards to UNHCR's special mandate and mission within the international architecture providing not only its *raison d'être* but also clarity on its role and remit. In addition, UNHCR's "closeness to the ground" enables it to develop highly relevant interventions for its populations of concern with a strong human rights and protection focus. This includes that UNHCR plays an important global role in developing knowledge products and conducting advocacy on behalf of persons of concern.

Following the discussions between the Scoping mission/formulation team and UNHCR in Egypt and Tunisia it was assessed that UNHCR has adequate and satisfactory systems for financial management to comply with AMG guidelines and Danida requirements. UNHCR applies a zero-tolerance policy on cases of misconduct. Any identified cases are reported via the Inspector General or Board of Auditors to the Executive Committee as well as the General Assembly. Neither UNHCR Egypt nor Tunisia have reported any recent case of abuse of funds.

On the other hand, the scoping mission/formulation team also observes that due to the humanitarian nature of the UNHCR activities the interventions are not necessarily systematically aligned with country development priorities and can lack a strategic perspective although it is recognised that UNHCR does work to build national institutional capacity in the migration area. Overall, this means that UNHCR's strategic architecture and associated corporate results lack complete clarity and that UNHCR has an operationally short-term, rather than medium-term, approach and mindset, thus showing less emphasis on longer term performance management systems. This is also evident from the most recent Danish strategy for working with UNHCR⁸¹ where it is noted that voluntary/project contributions from donors are crucial for UNHCR as only 3% of income comes from the regular UN-budget. The assessment of UNHCR found that Danida will need to pay particular attention to the establishment of sufficient MEAL capacity and capacity for longer term planning and planning of transformative change in Danida supported UNHCR programmes. This will be addressed in the partnership agreement with UNHCR.

EUAA

The scoping assessment of EUAA capacities is positive. Several years ago, the EUAA faced severe challenges in the administrative area. Based on informant interviews with EUAA staff and key external experts the change in leadership of EUAA has contributed to overcoming the challenges. Regarding the external dimension of the EUAA activities, the scoping mission found that these are underpinned by a well justified and sound rationale.

EUAA is preparing a second roadmap with the Egyptian authorities based on an evaluation of the first roadmap. In terms of coordination, it was found that coordination and policy setting is to a high degree done in Brussels with

⁷⁹ https://fondoseuropeospasaseguridad.interior.gob.es/pdf/Documentacion/AMIF_FD_WP_2021-2022_Annex.pdf (p.20)

⁸⁰ The fourth MOPAN assessment of UNHCR was presented in 2024.

⁸¹ Strategy for Denmark's cooperation with UNHCR, 2017 – 2021.

EUAA delivering these policy objectives and with only limited coordination carried out by assigned staff in EUDEL Cairo. When and where EUAA is relevant, its core business objectives are well aligned with RMGP, and its interventions are discussed and agreed with relevant country authorities.

The Scoping mission/formulation team discussed administrative procedures with EUAA in the EUAA HQ on Malta and found that the EUAA has adequate and satisfactory systems for financial management to comply with AMG guidelines and Danida requirements. In particular, it was found that the internal audit function is very rigorous following the financial issues EUAA faced some years ago. Recent audits have thus been unqualified. Procedures for planning, budgeting, accounting and reporting are well documented and adhered to.

It is also noted that EUAA external programmes define outputs and outcomes and that EUAA activities are subject to evaluations by the internal evaluation unit as for example the evaluation of the first Egyptian Roadmap. The evaluation findings were not shared with the mission as they have yet to be finally approved by EUAA. EUAA has not been subject to a MOPAN assessment. The assessment by the Scoping team/formulation mission did not identify any specific areas of concern.

DIHR

DIHR is a trusted Danida partner with solid experience with operating Danida funded programs with organisational and financial absorption capacity. DIHR has a unique NHRI mandate and specific and unique role and supports to the NHRIs and relevant state and human rights work and institutions in Tunisia, Egypt and in the MENA region for many years. It is thus able to build a specific trust with government institutions and have unique specialist human rights capabilities. As a NHRI it supports governments and government institutions in the MENA region and will also be able to support the other implementing partners on research, documentation, training and ensuring HRBA throughout the interventions to ensure safer, more orderly and rights-based migration management and play an important role in further capacity development in countering migrant smuggling/trafficking. DIHR has presented a well justified and sound rationale behind its interventions and partnership approach with the government in Tunisia. DIHR has defined longer-term core business objectives that would align well with the RMPG (and it is also present in other relevant regions for the migration portfolio). DIHR is well coordinated within their area of engagement and appears to be well connected with relevant counterparts and align with country priorities where possible.

In June 2024 MFA carried out an assessment of the DIHR⁸² which provided several recommendations to be addressed by DIHR. At the organisational level, DIHR has a well-functioning and clear governance structure and highly motivated and competent staff with considerable international experience. DIHR underwent a comprehensive restructuring recently to better align thematic and country support but results will only appear later. In terms of financial management, the MTR acknowledged that DIHR has made significant efforts to document how funding contributes to results, but also found that high level budgeting and reporting (at global outputs level) could be improved. The MTR has also identified some areas that need to be strengthened when it comes to financial monitoring and risk management as well as value for money.

During the scoping mission in Tunisia the Scoping mission/formulation team discussed administrative procedures with DIHR staff and found that administrative and financial management procedures and systems are adequate and satisfactory to comply with AMG guidelines and Danida requirements. While the MTR findings are not directly applicable to the engagement under this programme it is noted that particular attention must be given to the reporting of results and Value for Money. Funding for the entire programme period will be subject to a positive assessment after 15 months.

Summary of key partner features

⁸² MFA, "DIHR: Support under the Development Engagement Document 2021 – 2025 – Mid-term review", June 2024

Name of Partner	Core business <i>What is the main business, interest and goal of the partner?</i>	Importance <i>How important is the project/programme for the partner's activity-level (Low, medium high)?</i>	Influence <i>How much influence does the partner have over the project programme (low, medium, high)?</i>	Contribution <i>What will be the partner's main contribution?</i>	Capacity <i>What are the main issues emerging from the assessment of the partner's capacity?</i>	Exit strategy <i>What is the strategy for exiting the partnership?</i>
IOM	<p>Develop data driven national migration strategies and migration management systems. Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach. Countering migrant smuggling and trafficking.</p> <p>The objectives align with the IOM strategy and can be replicated by IOM across activities.</p>	<p>Medium.</p> <p>The funding from RMGP is attractive for IOM because it will allow IOM to work on longer term objectives.</p>	<p>High.</p> <p>The outputs to be delivered have been defined by IOM in dialogue with Danida.</p>	<p>Application of IOM expertise to deliver on RMGP outcomes.</p>	<p>Strength: High and relevant capacity and experience</p> <p>Weaknesses: Less experience in longer term planning and MEAL.</p> <p>Opportunities: Results can be scaled across region.</p> <p>Threats: Lack of traction with the authorities.</p>	<p>No special requirements after end of contract.</p> <p>However, learning and synergies will be important to harvest.</p>
ICMPD	<p>Strengthened capacities of migration management with practitioners and government institutions through access to recognised certifications and training.</p>	<p>Medium.</p> <p>The funding from RMGP is attractive for ICMPD because it will allow ICMPD to work on longer term objectives and</p>	<p>High.</p> <p>The outputs to be delivered have been defined by ICMPD in dialogue with Danida.</p>	<p>Application of ICMPD expertise and good government relationship to deliver on RMGP outcomes.</p>	<p>Strength: High and relevant capacity and experience</p> <p>Weaknesses: Less experience in longer term planning and MEAL.</p> <p>Opportunities: Results can be</p>	<p>No special requirements after end of contract.</p> <p>However, learning and synergies will be important to harvest.</p>

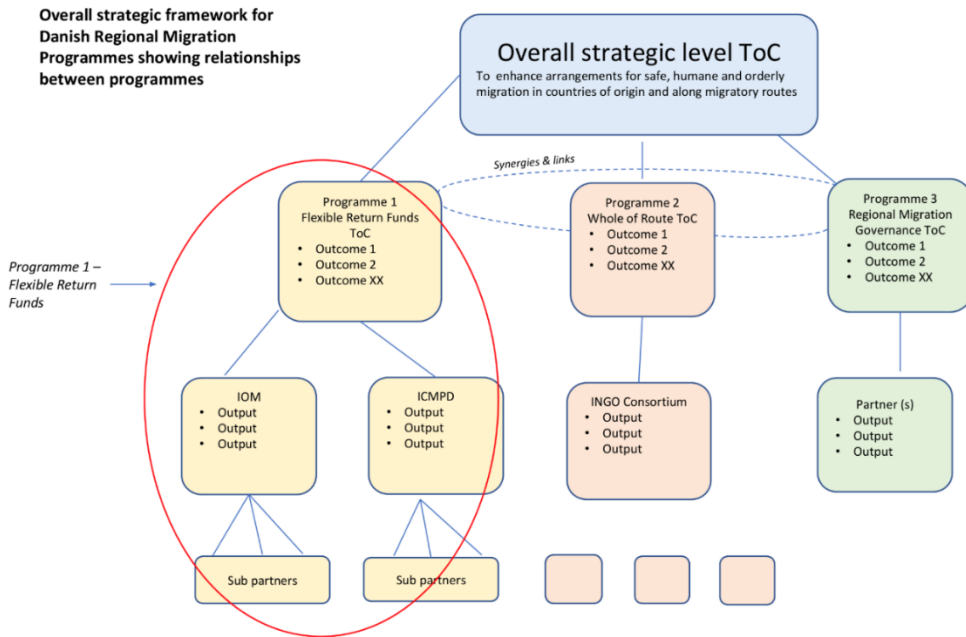
	Achieving objectives will strengthen ICMPD's fund raising opportunities with other partners.	strengthen training capacity.			scaled across region. Threats: Lack of implementation of adequate MEAL architecture.	
UNHCR	Provision of asylum capacity development in the adoption and implementation of a fair and efficient national asylum framework and provision of registration capacity. Achieving objectives will support UNHCR to build additional capacity in institutional development	Medium. The funding from RMGP is attractive for UNHCR because it will allow UNHCR to undertake longer term development activities.	High. The outputs to be delivered have been defined by UNHCR in dialogue with Danida.	Application of UNHCR expertise and mandate to deliver on RMGP outcomes.	Strength: High and relevant capacity and experience Weaknesses: Less experience in longer term planning and MEAL. Opportunities: Results can be scaled across region. Threats: Lack of implementation of adequate MEAL architecture and lack of traction with government.	No special requirements after end of contract. However, learning and synergies will be important to harvest.
EUAA	Building internationally recognised asylum management capacity in Egypt. EUAA will further build capacity in its external dimension.	Medium. The funding from RMGP is attractive for EUAA because it will allow EUAA to expand work on the external dimension.	High. The outputs to be delivered have been defined by EUAA in dialogue with Danida (TBD).	Application of member countries and EUAA expertise and mandate to deliver on RMGP outcomes.	Strength: High and relevant capacity and experience Weaknesses: Less experience on the external dimension. Opportunities: Results can be scaled across region.	No special requirements after end of contract. However, learning and synergies will be important to harvest.

					Threats: Lack of coordination in the EU and with other donor interventions.	
DIHR	<p>Create capacity development tools and processes for migration governance actors in Tunisia/Egypt and gather and analysis data on the human rights situation of migrants.</p> <p>Strengthening of institutional internal oversight mechanisms addressing human rights violations.</p> <p>DIHR will expand regional network and collaboration with other actors.</p>	<p>Medium.</p> <p>The funding from RMGP is attractive for DIHR because it will allow DIHR to expand work across the region.</p>	<p>High.</p> <p>The outputs to be delivered have been defined by DIHR in dialogue with MIGSTAB.</p>	<p>Application of DIHR expertise across implementing partners to deliver on RMGP outcomes.</p>	<p>Strength: High and relevant capacity and experience</p> <p>Weaknesses: None</p> <p>Opportunities: Results can be scaled across region.</p> <p>Threats: Lack of traction with authorities and other implementing partners.</p>	<p>No special requirements after end of contract.</p> <p>However, learning and synergies will be important to harvest.</p>

Annex 3: Theory of Change and Result Framework

Tentative overarching Theory of Change for Denmark’s migration portfolio

Denmark is financing a broad range of engagements on migration through the Fund for Migration and Regions of Origin (“Nærområde- og Migrationsfonden”) under the Danish Finance Act frame §06.32.10. with an annual budget of DKK 700 million. Due to the significant number of accumulated activities as well as the planned future multi-annual programmes, a strategic portfolio management framework for Danish migration engagements is established in order to ensure coordination, synergies and complementarities across the migration programmes and engagements. The linkages and complementarities across the three migration programmes are reflected in the chart below.



As the programmatic areas are highly interrelated and interdependent, it would be advantageous to manage all the programmes under a common strategic portfolio framework and an overall theory of change (see annex 3) and utilise common administrative structures to enhance coordination, learning, monitoring and evaluation whilst ensuring value for money, transformative change and impact with regard to safe and orderly migration in developing countries and along the migration routes.

Seeking to establish a joint overall strategic and ToC migration framework aligns with one of the key observations in the review to enhance the overall coherence amongst the three programmes, aid-effectiveness, and coordination, and ensure a leaner administration with focus on effectiveness, impact, and value for money.

Based on the findings of the preparatory analysis for the Danish regional migration programme along the Mediterranean migratory routes (undertaken by Altai), the scoping report to the Regional Migration Governance Programme and in support of Denmark’s Strategy for Development “The World We Share, 2021 – 2025”, the SDGs, the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees as well

international human rights standards, the overall strategic objectives of Denmark's migration related development programming can be considered as follows:

Overall objective: Migration management is enhanced, safe, orderly and rights-based in focus countries, transit countries and along migration routes.

This overall objective is supported by three **objectives**:

- Objective 1: Contribute to prevent refugees and migrants along the migration routes from ending up in vulnerable situations.
- Objective 2: Contribute to strengthened capacities of countries of origin and transit to handle irregular migration, cross-border crime, border management, and protection in line with international standards.
- Objective 3: Contribute to improved structures in countries of origin to accommodate safe and orderly and sustainable voluntary repatriation of rejected asylum seekers to countries of origin,

The objectives are underpinned by the following overarching ToC, which as it operates at the overall strategic level, seeks to provide a common framework to ensure coherence and complementarities across Denmark's migration related programming as shown in Box 1.

Box 1: Overarching theory of change for Denmark's migration related development programming

IF prospective migrants have access to the information required to make informed decisions, and **IF** migrants have adequate and timely access to protection services, and **IF** the authorities, civil society, and general public in countries of origin and in transit countries are sensitised towards the complexity and risks facing those that choose to migrate, and **IF** countries of origin, transit and destination enhance their protection-sensitive cooperation and referral services, **THEN** the risk for migrants to end up in vulnerable situations is reduced.

Furthermore, **IF** immigration/asylum/border and law enforcement authorities and other relevant stakeholders, (such as civil society, referral agencies, and service providers) in countries of origin and transit are adequately empowered, trained and equipped, **THEN** they will be able to handle mixed migration, cross-border crime, border management, and protection in a more safe, orderly and effective manner and in line with regional and international human rights standards, and

IF Denmark improves its return cooperation with countries of origin through providing flexible and responsive support to advance and sustain Government-to-Government cooperation and dialogue, and **IF** these countries have enhanced reception and reintegration capacities in line with international standards, **THEN** the voluntary repatriation of rejected asylum seekers will be more fair, orderly, humane and sustainable.

Finally, **IF** migration management by state authorities is improved in line with international standards, and **IF** voluntary return is safe, orderly, and with a focus on livelihoods and sustainable local reintegration prospects,

THEN the situation of returning women, men, girls and boys in their respective countries of origin is improved.

EVENTUALLY CONTRIBUTING TO improved knowledge and awareness about viable alternatives to irregular migration, stronger protection arrangements, improved international cooperation, and a fairer and more humane approach to addressing irregular migration, including voluntary return.

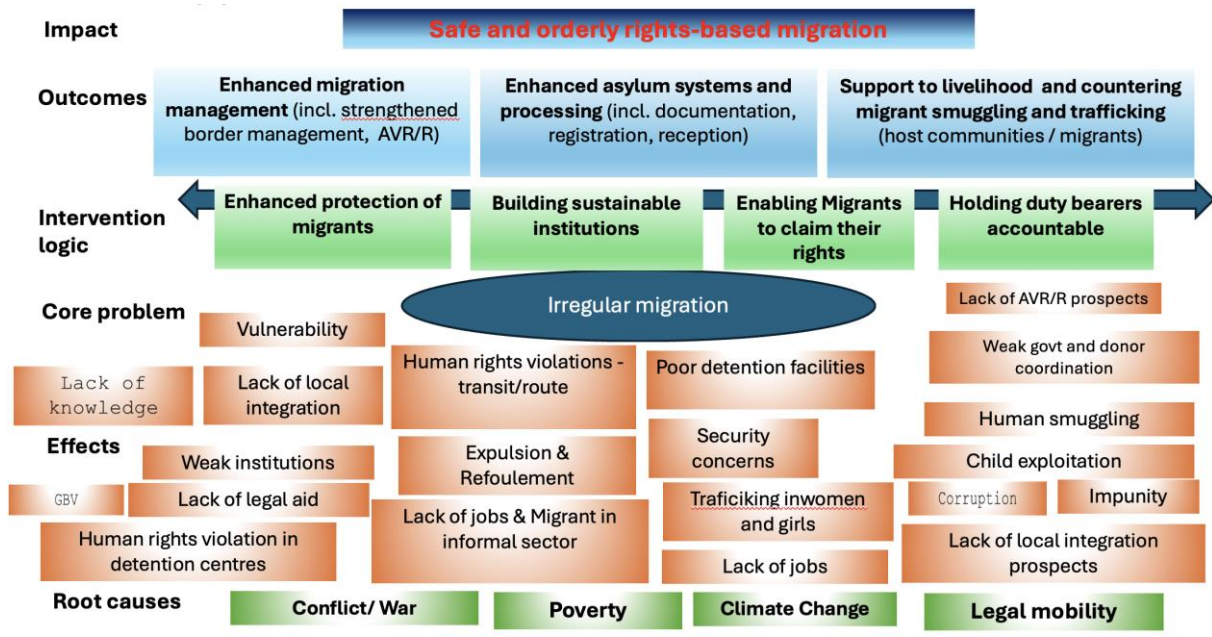
This ToC is based on a number of key assumptions, on which the Objectives and intended Outcomes of the Danish migration programmes are built:

- A comprehensive approach, which involves all relevant stakeholders and takes the whole migration process into account, including countries of origin, transit as destination, contributes to safer journeys, the integration of migrants in host countries, and enables their safe return and reintegration.
- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective migration management in line with international standards, including an improved success-rate fighting irregular migration and cross-border crime, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.
- The same is true for return processes and the support for sustainable reintegration for migrants readmitted to countries of origin.
- Many prospective migrants in countries of origin as well as migrants in transit lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to better plan their journey, and also to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.
- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants' access to the national referral mechanisms or other required services.
- Targeted support to reception and reintegration capacities of countries of origin will contribute to rendering the voluntary repatriation of rejected asylum seekers more fair, orderly, humane and sustainable.
- Cross-border crime, including trafficking and smuggling of humans, can be effectively fought through international cooperation of governments and law enforcement agencies not only among neighbouring countries but also on regional and international level.
- The strengthening of democratic principles, rule of law and human rights can have a positive impact on the various categories of migrants' rights, reception and detention conditions and gender-based violence.

Problem tree and theory of change in the RMGP

The figure below summarizes the root causes and underlying problems of irregular migration, its causes, and effects. The problems have been discussed and identified with governments, partners and key experts. The theory of change, pathways, risks, and assumptions will be further validated with the Ips during the preparation of the detailed project documents.

Fig: The RMGP problem tree and results framework



Source: The Scoping mission

The ToC explains the causality within a change process. The ToC includes relevant pathways, assumptions, risks. The problem tree and ToC identify the impact level, outcomes with relevant indicators. To be locally owned, it is important that both government partners and IPs feel a strong ownership to the ToC. Hence the problem tree and ToC is adaptive and should be subject to validation by the governments too.

The country/national results framework and ToC must be adapted to the partner countries’ particular circumstances, needs and priorities – both at regional level and country level – and are proposed to be articulated through the establishment of a Technical MoU to prevent and mediate fragmented and uncoordinated interventions without a long-term sustainable perspective. It is further noted that lessons learned point to the need to reverse the intervention logic so that IPs must be chosen according to whether they can deliver on the countries agenda as agreed with the countries.

The **theory of change** seeks to contribute to the outcomes through various outputs, where migration management face challenges, and where the IPs IOM, ICMPD, UNHCR, EUAA, DIHR can bring added value, and contribute to achieving the objective of the engagement. The outcomes and underlying outputs are also interlinked and have strong **cross cutting elements**, including on **HRBA and gender equality**. All interventions carried out by the selected IPs will have to align with HRBA and gender equality. DIHR will provide an operational help desk and ensure that HRBA, and protection of migrant children and women’s rights are integrated and operationalised into the capacity development, training curricula and across the support to ensure migrant rights are promoted, respected and protected and that migration management is safer and more orderly informed by human rights principles. Such an approach is fundamental to prevent adverse human rights impact and identify asylum seekers, refugees and migrants at-risk and/or with special needs. Additional topics to be addressed are:

Climate change is a significant driver of migration across the MENA region and from Sub-Sahara to the countries of transit and destination. Where relevant climate change should inform the programming. **Data collection, research and analysis** will cut across and help inform the intervention logic and the activities under the outcomes and outputs. ICMPD will play a role as a facilitator for **south-south approaches** and **regional learning** that will cut across the outcomes and outputs. **Youth** considerations will be addressed across the outcomes and outputs where relevant and have a focus with regard to the livelihood support to host communities and migrants.

The theory of change has as the objective that migration management can become more sustainable, safe and orderly leading to the below pathways:

- **If** strategies, systems, legislation and policies in relation to migration are put in place and safeguarded according to international and regional human rights standards, and
- **If** documentation of migrants is reliable and identifies migrants' profiles, needs and rights violations, and contributes to the knowledge of a broad variety of stakeholders, including duty bearers, and
- **If** national capacities and systems relating to all aspects of managing migration, incl. returns and readmission, as well as IBM, is strengthened in a protection-sensitive and rights-based manner and in accordance with international standards of human-rights and best practice
- **If** legislation and systems and national capacities are developed to gradually deal with asylum system, reception, registration and processing, and
- **If** rights-based migration management to counter migrants smuggling and trafficking is advanced, and
- **If** migrants, including girls/boys and women are empowered and receive direct support to exercise their rights
- **If** host communities and migrants are empowered and have more livelihood opportunities
- **Then** duty bearers will establish safe and orderly migration management practices
- **Then** ultimately, migrants, including migrant women, can advance in the exercise of their rights and experience a safer and more orderly migratory journey.

The theory of change is founded upon a **human rights-based approach** that combines **long-term consistent efforts** with **flexibility and swift-responsiveness** when needed, and works across and connects **multiple levels** (local, national, regional and international). Human rights are both a means and an end in the support to migrants as rights holders. Migrants are supported to claim their rights and hold duty bearers accountable. Duty bearers include government institutions at all levels as well as regional and international institutions. All strategies and interventions are framed by and informed at all stages by the HRBA principles, non-discrimination, participation, transparency and accountability.

This ToC is based on several key **assumptions**, including:

- GoE and GoT and other duty bearers in the countries in the region will support and include RMGP activities in their respective work plans. Although human rights are under significant pressure across the MENA region there are several entry-points to promote and protect international human rights vis-à-vis safer and more orderly migration management and in the field of countering smuggling and trafficking;
- The political, health and security situation in the regions/countries will allow the MFA and IPs to operate normally and IPs are welcome and not marginalised in the country
- Duty bearers, including governments, corporate businesses and communities, will provide space that, with time, allows migrants to stay in the country and contribute to the society accordance to their status
- The necessary capacity will be available among duty bearers and partners to engage, formulate, implement and carry out follow-up on key activities supported by the RMGP.
- A comprehensive approach – which involves all relevant stakeholders and takes the whole migration process into account – contributes to safer journeys, integration of migrants in host countries, and enables their safe return and reintegration.
- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective and orderly migration management in line with international standards. This includes an improved success-rate preventing irregular migration, cross-border crimes including smuggling and trafficking of humans, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.
- Many prospective migrants in countries of origin or in transit countries lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to

better decide how to proceed, and to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.

- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants’ access to the national referral mechanisms or other required services.
- Cross-border crime, including human smuggling and trafficking, can be effectively countered through international cooperation between governments and law enforcement agencies not only among neighbouring countries but also at the regional and international level.
- The strengthening of democratic principles, rule of law and human rights will have a positive impact on the various categories of migrant rights, reception and detention conditions and gender-based violence.

Results Framework for Implementing Partners

The below is based on the preparation of the project documents by each IP. Following the appraisal the project document for each IP may be subject to alteration just as the outcomes, outputs and indicators will be finetuned during the inception period.

IOM – Results Framework

Project	Regional Migration Governance Programme Integrated Migration Management: Fostering Migration Governance, Safeguarding Communities, and Ensuring Regular Pathways
Project Objective	To enhance migration management to advance safe, orderly and rights-based migration in Egypt and Tunisia
Impact Indicator	<i>Sustainable Development Goals (SDGs) Indicators</i> SDG 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. SDG 17.14: Enhance policy coherence for sustainable development. SDG 17.18: By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts. <i>Global Compact on Migration (GCM) Indicators</i> GCM Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies. GCM Objective 9: Strengthen the transnational response to smuggling of migrants. GCM Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration. GCM Objective 11: Manage borders in an integrated, secure and coordinated manner.
Baseline	Limited government capacity to address migration governance issues related to smuggling of migrants and trafficking in persons.

Project Title	Effective Migration Management		
Outcome 1	1. Enhanced migration management (including strengthened border management, documentation etc.)		
Outcome indicator	# of governments, development and humanitarian actors who collect use and share disaggregated data to inform mobility management systems, procedures, decisions or policies. [IOM internal indicator reference: SRF – 3b3a]		
Baseline	2024	0	Limited regional capacity to collect and utilize disaggregated data for informed mobility management decisions, resulting in fragmented migration management strategies.

Target	2029	12	Enhanced collaboration leads to robust data collection mechanisms, informing evidence-based mobility management strategies and allowing for a whole-of-government approach to migration at national and regional level
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Output 1.1		1.1 Developing data driven national migration strategies, and migration management systems	
Output indicator		# of whole-of-government coordination mechanisms developed and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use [IOM internal indicator reference: SRF – 3c22a]	
Baseline	2024	0	Limited or fragmented coordination mechanisms among government agencies involved in migration management
Target	2025	0	Establishment of initial whole-of-government coordination mechanisms facilitated by IOM to improve migration data collection, management, sharing, harmonization, and utilization.
Target	2026	3	Strengthened coordination mechanisms with increased participation and commitment from relevant government agencies, leading to enhanced collaboration and alignment in migration strategies and systems.
Target	2027	3	Further refinement and institutionalization of coordination mechanisms, resulting in improved efficiency and effectiveness in migration data management and utilization for evidence-based policymaking.
Target	2028	3	Sustained and well-functioning whole-of-government coordination mechanisms that have become integral to national migration strategies and management systems, demonstrating a long-term commitment to coordinated action.
Target	2029	3	Established and robust whole-of-government coordination mechanisms that continue to support ongoing efforts in migration data collection, management, sharing, harmonization, and use even after the conclusion of IOM's support.
Output 1.2		1.2 Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach, including through existing regional mechanisms.	
Output indicator		# of processes and initiatives supported to facilitate regional cooperation on migration data for evidenced-base policy development [IOM internal indicator reference: SRF- 3c22c]	
Baseline	2024	0	Limited cross-border cooperation and capacity to manage mixed migration flows, hindering evidence-based policy development
Target	2025	2	Increased support for cross-border cooperation and enhanced capacity, initial steps towards regional cooperation mechanisms.
Target	2026	6	Strengthened cross-border cooperation, reduced irregular migration, and improved regional data sharing.
Target	2027	10	Established cross-border cooperation, enhanced border security, and fruitful regional cooperation for evidence-based policy development.
Target	2028	14	Sustainable cross-border cooperation, effective border management, and thriving regional cooperation mechanisms.
Target	2029	18	Ingrained cross-border cooperation, operational regional cooperation, and continued evidence-based policy development.
Output 1.3		1.3 Promote adoption of E-Governance best practices to ameliorate migration management and curb irregular migration	
Output indicator		# of border management-related information sharing systems developed in line with international standards [IOM internal indicator reference: SRF – 3b31c]	
Baseline	2024	0	Limited E-Governance adoption hampers border management, impeding efforts to curb irregular migration. Outdated information sharing systems hinder collaboration between border authorities.
Target	2025	0	Progress made in developing border management-related information sharing systems. Foundational system established, improving communication among border authorities.
Target	2026	2	Refinement of information sharing systems enhances data exchange between agencies. Tangible improvements in collaboration observed.
Target	2027	3	Fully operational systems lead to increased border management efficiency, reducing irregular migration instances
Target	2028	3	Systems recognized as best practices, strengthening regional collaboration and enhancing border security.
Target	2029	3	Institutionalized systems sustain efforts to manage migration, leaving a lasting impact on border security and migration management practices.

Project Title	National Capacities for Migration Management
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Outcome 3		3. Support to livelihood and countering smuggling of migrants and trafficking in persons	
Outcome indicator		# and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes. [IOM internal indicator reference; SRF – 3b1a]	
Baseline	2024	0	Limited awareness and capacity among government officials regarding trafficking and smuggling.
Target	2029	200	Increased application of knowledge and skills by officials to prevent trafficking and smuggling.

Output 3.1		3.1 Promote vertical and horizontal stabilization, reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks.	
Output indicator		# of government institutions provided with knowledge, skills and tools to detect, investigate or prosecute organized crimes during the migration continuum [IOM internal indicator reference: SRF – 3b11a]	
Baseline	2024	0	Limited capacities within government institutions to detect, investigate, or prosecute organized crimes related to migrant smuggling and trafficking along the migration continuum.
Target	2025	2	Increased number of government institutions equipped with knowledge, skills, and tools to effectively detect, investigate, and prosecute organized crimes during the migration continuum.
Target	2026	4	Enhanced collaboration and coordination among government institutions in combating migrant smuggling and trafficking, resulting in improved efficiency and effectiveness in addressing organized crime in the migration context.
Target	2027	6	Strengthened institutional capacities have led to a noticeable decrease in incidents of migrant smuggling and trafficking, indicating a positive impact on mitigating these crimes and protecting vulnerable migrants.
Target	2028	6	Sustained progress in countering migrant smuggling and trafficking, with government institutions demonstrating continued proficiency in detecting, investigating, and prosecuting organized crimes throughout the migration continuum.
Target	2029	6	Government institutions are fully equipped and capable of independently detecting, investigating, and prosecuting organized crimes related to migrant smuggling and trafficking, contributing to a more secure and regulated migration environment.
Output 3.2		3.2 Preventing trafficking and smuggling by empowering migrants and supporting communities	
Output indicator		# # of persons who have directly participated in information and awareness raising activities on TiP, migrant smuggling, or other transnational organised crime [IOM internal indicator reference: SRF – 3b12a]	
Baseline	2024	0	Limited collaboration and trust, low awareness and capacity, high prevalence of smuggling and trafficking.
Target	2025	300	Trained community actors, initial stabilization efforts, increased awareness and reporting.
Target	2026	900	Strengthened collaboration and capacity, reduced prevalence of smuggling and trafficking.
Target	2027	1500	Sustainable mechanisms established, reinforced collaboration, enhanced community resilience.
Target	2028	2000	Deepened relationships, empowered community actors, sustainable initiatives.
Target	2029	3.000	Robust collaboration, empowered communities, significant reduction in smuggling and trafficking.

ICMPD – Results Framework

Project	ICMPD
Project Title	Delivering on migration governance in the Mediterranean through Capacity Partnerships

Outcome		Enhanced migration management: Relevant authorities demonstrate enhanced capacities for migration management	
Outcome indicator		% of project partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention	
Baseline	2024	TBC	To be measured during evaluation of current implementation phase
Target	2029	70%	Partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention (via surveys and workshops)
Intermediary outcome		Migration management practitioners and institutions have enhanced capacities to respond effectively and proactively to emerging migration priorities both at the national and regional levels	
Outcome indicator		% increase in the number of migration management practitioners and institutions demonstrating enhanced capacities	
Baseline	2024	TBC	To be collected during the assessment phase through surveys
Target	2029	75%	Within three years of ICMPD's intervention (via surveys and workshops)
Output 1.1		Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute	
Output indicator 1.1.1		Existence as an EU and ISO certified educational award issuing authority	
Baseline	2024	Level 4 with ISO 21001	Licensed as Further Education Institution with ISO 21001 obtained
Target	2029	Up to level 8 with ISOs 21001-45001--14001	Licensed as a Further and Higher Education Institution with ISO 21001 maintained and ISOs 45001-14001 obtained and maintained
Output indicator 1.1.2		Number of migration actors in the region with EU-recognised certifications (Disaggregated by gender and country)	
Baseline	2024	458	-80% Men, 20% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2025	590	-75% Men, 25% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2026	740	-70% Men, 30% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2027	890	-70% Men, 30% Women -90% nationals from SPCs and 10% nationals from other countries
Target	2028	1040	-65% Men, 35% Women

			-90% nationals from SPCs and 10% nationals from other countries
Target	2029	1040	-60% Men, 40% Women -90% nationals from SPCs and 10% nationals from other countries
Output 1.2		Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute	
Output indicator 1.2.1		% of training participants report a positive impact of the trainings on their job performance and responsibilities (Disaggregated by gender and by country)	
Baseline	2024	TBC	To be measured during evaluation of current implementation phase as well as during the assessment phase
Target	2025	60%	Per year
Target	2026	70%	Per year
Target	2027	70%	Per year
Target	2028	80%	Per year
Target	2029	80%	Per year
Output 1.3		Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards	
Output indicator 1.3.1		Degree to which relevant migration actors in Tunisia perceive an improvement in the organisational environment due to ICMPD intervention	
Baseline	2024	TBC	To be collected during the assessment phase via interviews, surveys and stakeholder consultations.
Target	2028	75%	Within three years of ICMPD's intervention
Target	2029	75%	Within four years of ICMPD's intervention
Output indicator 1.3.2		A human rights-based approach is mainstreamed within new Curriculum designed for Border Management institutions.	
Baseline	2024	TBC	To be collected during the assessment phase
Target	2029	Yes	A human rights-based approach is integrated

UNHCR – Results framework

Egypt – *note that targets are limited to what can be achieved with this Danish funding only*

Outcome 2: Egypt

Project Title		UNHCR	
Outcome		2. Enhanced status determination interventions, access to territory through registration & profiling, improved reception conditions, handover of procedures to the government, strengthening government capacity for asylum framework.	
Outcome indicator		Asylum-seekers have access to fair, efficient, and adaptable national reception, registration and refugee status determination procedures.	
Baseline	2024	Y/N	UNHCR carrying out fair, efficient and adaptable reception, registration and RSD procedures.
Target	2029	Y/N	UNHCR supporting State owned fair, efficient and adaptable reception, registration and RSD procedures.

Output A		Provision of asylum capacity development in terms of technical guidance and support to key government counterparts in furtherance of the adoption and implementation of a fair and efficient national asylum framework	
Output indicator		# GoE Counterparts trained on Asylum Capacity Development in the form of workshops and roundtables, as well as if possible, on the job trainings and study visits, to enhance knowledge on asylum management in line with international standards as well as through strengthened engagement and coordination with the GoE by secondment staff members to the GoE who will work to enhance asylum capacity development work, including in collaboration with key partners such as the EUAA and IHL, as possible	
Baseline	2024		N/A
Target	2024		0
Target	2025		150
Target	2026		200
Target	2027		250
Target	2028		250
Target	2029		250

Output B		Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE	
Output indicator		# Asylum-seekers receive registration services to access asylum in Egypt	
Baseline	2024		N/A
Target	2024		5,000
Target	2025		89,000
Target	2026		81,000
Target	2027		73,000
Target	2028		130,000
Target	2029		103,000

EUAA – Results framework

Project Title		EUAA Regional Protection Project for the Southern Neighbourhood	
Outcome		2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)	
Outcome indicator		<ul style="list-style-type: none"> Extent to which relevant partner Third Countries institutions display improved asylum-related practices or policies (1 = requires further progress; 2 = partially meets; 3 = meets; 4 = fully meets) <u>Means of verification:</u> EUAA activity reports, EUAA regional consultations/survey results, EUAA activity evaluations, etc.	
Baseline	2024	1	Partner Third Countries currently require further efforts in the use/adoption of improved asylum-related practices/policies (such as triggering of national efforts to improved policies and practices such as referral mechanisms for unaccompanied children; adoption/revision of national asylum/migration strategies; use of tools based on EUAA/EU MS examples; etc.).
Target	2029	2	By the end of the project in 2029, up to 2 partner third countries display the use/adoption of improved asylum-related practices/policies (see examples above).

Output 1		Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system.	
Output indicator		The activities will envisage that participating countries have access to asylum-related exchanges, knowledge, and products. <ul style="list-style-type: none"> (#) of conferences/seminars/networking opportunities organised. (#) of EUAA products developed/available in Arabic/French. Participants' level of satisfaction is of at least 80%. 70% of participants report that they can apply the acquired knowledge in their asylum-related work <u>Means of verification:</u> activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.	
Baseline	2024	5	So far, during the implementation of the EUAA regional pilot project (2020-2023), five activities were implemented under this Output (corresponding to Outcome 1 of the regional pilot project's logical framework).
Target	2025	1	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference), building upon the baseline of overall 11 ⁸³ activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	

⁸³ Eleven activities were implemented overall, considering both outlined Outputs and in the timeframe 2020-2023. Considering that the regional pilot project will conclude in June 2025, this baseline will change by then.

Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities (year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.
Output 2	Institutional capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups.		
Output indicator	<p>Development and delivery of tailored capacity building activities, with a focus on sharing experiences and strategies for effectively supporting vulnerable groups</p> <ul style="list-style-type: none"> • (#) of workshops/work visits and trainings organised. • (#) of EUAA products developed/available in Arabic. • Participants' level of satisfaction is of at least 80%. • 70% of participants report that they can apply the acquired knowledge in their asylum-related work. <p><u>Means of verification:</u> activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.</p>		
Baseline	2024	8	So far, during the implementation of the EUAA regional pilot project (2020-2023), 8 activities were implemented under this Output (corresponding to Outcome 2 and 3 of the regional pilot project's logical framework).
Target	2025	0	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference, reported as Target under Output 1), building upon the baseline of overall 11 ⁸⁴ activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	
Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities (year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.

DIHR – Results framework

Project Title	Promoting and Protecting the Human Rights of Migrants in Mediterranean Migration Governance (MediRights)
Outcome	1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)
Outcome indicator	<p>a- Evidence of facts-based dialogue on a human rights-based, WPS and gender approach to migration management</p> <p>b- Evidence of integration of human rights, WPS and gender equality in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches)</p> <p>c- Evidence of available qualitative data on the human rights and gender related challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights and sexual and gender-based violations faced by migrants in their journeys)</p> <p>d- Evidence of enhanced knowledge and capacity of state actors to strengthen/establish internal accountability and oversight mechanisms to monitor and address cases of institutional violence</p>

⁸⁴ Ibid.

		committed against migrants (disaggregated with all forms of discriminatory categories (e.g. sex, age, ethnicity, sexual orientation etc.)).
Baseline	2024	<ul style="list-style-type: none"> a- Migration is considered and managed through the angle of securitization. b- A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights and gender compliant. c- Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories. d- Institutional violence committed against migrants is on the rise.
Target	2029	<ul style="list-style-type: none"> a- Migration is considered and managed through a human rights, WPS, gender-based approach also including economic and social rights of migrants. b- Capacity development efforts of migration governance actors in the region include human rights, WPS and gender-based curricula and learning approaches. c- More disaggregated qualitative and quantitative data by age, sex and country of origin on specific discriminated categories and human rights violations experienced by migrants is produced and used by migration governance actors in the region. d- Selected migration governance actors have enhanced their knowledge and capacity to establish/strengthen internal oversight mechanisms to monitor and address cases of institutional violence and SGBV committed against migrants and specific discriminated categories.

<i>Output 1</i>		<i>Capacity development tools and processes for migration governance actors enable them to fulfil their mandate in a human right and gender-compliant manner</i>
Output 1 indicator		<ul style="list-style-type: none"> - # of HRBA, Gender and WPS curriculum development and ToT interventions - Effectiveness and impact of tools and training systems, including MEAL and documentation of learning effects, developed and implemented by migration governance actors (e.g., ICMPD, Ministry of Interior, and law enforcement academies in Tunisia) in promoting and protecting human rights and ensuring gender responsiveness. This includes assessments of the HRBA, Gender and WPS curriculum and ToT interventions through selection of participants, stakeholder feedback, case studies, and participant testimonials.
Baseline	2024	<ul style="list-style-type: none"> - A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches do not sufficiently integrate human rights, gender and WPS as central to the learning (both in terms of content and processes). - ICMPD has expressed there is lack of integration of HRBA and gender in their training curricula and learning methodology. - ICMPD has expressed the need to improve MEAL capacity and documentation of learning effects on HRBA and gender. - Migration governance actors in Tunisia (e.g. Ministry of Interior, and law enforcement academies) do not sufficiently integrate HRBA, gender and WPS in curricula and learning methodology. - Migration governance actors in Tunisia (e.g. Ministry of Interior, law enforcement academics) lacks MEAL capacity and documentation of learning effects on HRBA, gender and WPS. - Baseline studies will be carried out during the pilot phase to identify the capacity needs among identified migration governance actors to define a more detailed baseline.
Target	2025	<ul style="list-style-type: none"> - Assessment of existing training curricula and learning approaches has been developed and discussed with migration governance actors. - Assessment of MEAL capacity and documentation of learning effects on HRBA, gender and WPS discussed with migration governance actors.
Target	2026	<ul style="list-style-type: none"> - HRBA, gender and WPS curriculum development and ToT interventions undertaken. - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2027	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2028	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken

		<ul style="list-style-type: none"> - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2029	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken - MEAL and documentation of learning effects on HRBA, WPS and gender integrated in training methodology.

<i>Output 2</i>		<i>Human rights, WPS and Gender-based data collection methodology developed with partners in Tunisia and Egypt</i>
Output indicator		<ul style="list-style-type: none"> - # of human rights, WPS (including SGBV) and gender-based, data collection methodologies developed in Tunisia and Egypt - Evidence of state actors in Egypt and state and migration governance actors in Tunisia using human rights and gender-based methodologies to collect disaggregated human rights and gender data also including economic and social rights of migrants. - Evidence of migration governance actors in Tunisia using human rights, WPS and gender-based data on migration to inform/influence law reform and policy decisions to prevent and protect human rights violations of migrants.
Baseline	2024	<ul style="list-style-type: none"> - Representative human rights and gender data is not available in Tunisia and Egypt. Amongst the data that is available, there is little focus on the human rights and gender situation of migrants. <p>In Tunisia,</p> <ul style="list-style-type: none"> - The Ministry of Social Affairs /Observatoire National de la Migration (ONM) does not sufficiently disaggregate data to be able to address human rights violations, SGBV and gender discrimination against migrants and lacks the knowledge and methodology how to do so. - The independent institutions working on migration related issues, in particular the Instance National de Prevention de la Torture (INPT), lack capacity and methodology on how to collect human rights and gender based data. They also do insufficient reporting on the situation of migrants. <p>In Egypt,</p> <ul style="list-style-type: none"> - The Egyptian National Human Rights Council (ENCHR) engages on the thematic of migrant rights but does not use its mandate to contribute to the production of disaggregated data in Egypt on the human rights and gender situation of migrants as it lack knowledge and the methodology how to do so. <p>Lack of coordination with other key migration governance actors in Egypt such as National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) is not established to enhance disaggregated human rights and gender based data collection. Baseline studies will be carried out during the pilot phase to identify the capacity and needs with identified actors in Tunisia and Egypt on the collection of disaggregated human rights and gender related data to define the baseline.</p>
Target	2025	<p>In Tunisia, agreements between DIHR and:</p> <ul style="list-style-type: none"> - The Ministry of Social Affairs / Observatoire National de la Migration (ONM) to work on data collection and analysis on migrants and specific discriminated categories in vulnerable situations, thematic studies and research, and migration governance.

		<ul style="list-style-type: none"> - The Instance National de Prevention de la Torture (INPT) to work on independent reporting on the situation of migrants, and specific discriminated categories amongst them, in detention. - Explored possible collaboration with additional partner. <p>In Egypt,</p> <ul style="list-style-type: none"> - A dialogue between NCHR and NCCPIMTIP is in place on rights, WPS and gender based data and analysis regarding migration and trafficking issues, among other issues, with the aim of establishing a national database To be further developed during the pilot phase.
Target	2026	<p>In Tunisia, human rights, WPS and gender-based data collection methodologies developed with:</p> <ul style="list-style-type: none"> - The ONM on data collection using disaggregated data according to the prohibited grounds of discrimination also including economic and social rights of migrants - The INPT on the situation of migrants in detention and specific discriminated categories amongst them. <p>In Egypt,</p> <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have designed a plan to work on human rights, WPS and gender -based data collection using disaggregated data. To be further developed during the pilot phase.
Target	2027	<p>In Tunisia, further human rights, WPS and gender-based data collection methodologies developed with:</p> <ul style="list-style-type: none"> - The ONM which also starts using the qualitative human right, WPSs and gender-based data to inform fact-based dialogue and evidence-based policy and programming also including economic and social rights of migrants. - The INPT which also starts reporting on the situation of migrants in its annual report and developing a strategy to use the human rights, WPS and gender based data collected. - The INLCTP and the relevant stakeholders adopt the harmonized guidelines and methodologies to produce specific human rights, WPS and gender-based data on migration and trafficking in person. <p>In Egypt,</p> <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have developed methodologies to collect specific human rights, WPS and gender-based data. To be further developed during the pilot phase.
Target	2028	<p>In Tunisia, further human rights, WPS and gender-based data collection methodologies developed with:</p> <ul style="list-style-type: none"> - The ONM, launching a 2nd study and continuing to implement the human rights, WPS and gender-based data plan to inform fact-based dialogue and evidence-based policy and programming also including economic and social rights of migrants. - The INPT which continues to monitor and report on the situation of migrants and uses the human rights, WPS and gender-based data collected according to its strategy - The INLCTP has the tools to produce and use specific human rights, WPS and gender based data on migration and trafficking in person <p>In Egypt,</p> <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have further developed human rights, WPS and gender based-methodologies to establish a national database. To be further developed during the pilot phase.

Target	2029	<p>In Tunisia,</p> <ul style="list-style-type: none"> - Consolidation of data collection methodologies so that the ONM, INPT and INLCTP, produce data on the human rights, WPS and gender related violations experienced by migrants and the data is used by migration governance actors in Tunisia and including also economic and social rights of migrants <p>In Egypt,</p> <ul style="list-style-type: none"> - Consolidation of data collection methodologies so that the NCHR and NCCPIMTIP produce data on the human rights, WPS and gender-based violation experienced by migrants and the data is used by migration governance actors in Egypt. To be further developed during the pilot phase.
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Output 3		<i>HRBA, WPS and Gender knowledge and learning to migration management is strengthened across the deliverables of RMGP partners through DIHR's HRBA and Gender Support Desk.</i>
Output indicator		<ul style="list-style-type: none"> - # of HRBA, WPS and Gender-based dialogues with RMGP partners on human rights, WPS and gender challenges working with migration management in the relevant countries as part of ongoing cooperation to create a functional relationship. - Evidence of RMGP partners participating in quarterly task force/working group and utilizing DIHR's HRBA & Gender support desk/knowledge centre to integrate human rights, WPS and gender across interventions and deliverables also including economic and social rights of migrants
Baseline	2024	<ul style="list-style-type: none"> - There is lack of coordination and knowledge exchange between international actors working on migration management in the MENA region which often creates a siloed, sometimes a competitive, approach to implementation of initiatives and which could easily be influenced by political dynamics in the respective countries. Lack of coordination could also lead to different interpretations on how to streamline a human rights, WPS and gender-based approach. Insufficient MEAL systems are often in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging. - RMGP partners have expressed a need for improved coordination and knowledge exchange on integration of human rights and gender approaches in interventions and for the need to establish a common dialogue platform where human rights and gender challenges can be discussed. - There is also a lack of coordination among RMGP partners on integration of HRBA and Gender in migration related interventions and DIHR has thus identified a need for a HRBA and Gender support desk to be established and operate across the 3 outcomes of this programme. <p>A comprehensive baseline assessment is needed during the pilot phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and Gender support desk.</p>
Target	2025	<ul style="list-style-type: none"> - The task force/working group is functional and strategy for DIHR HRBA and Gender support desk approved. - Human rights, WPS and gender dialogue strategy for the DIHR HRBA and Gender support desk is drafted by task force/working group and discussed between the RMGP partners to commit to participation and regular dialogue also including economic and social rights of migrants
Target	2026	To be developed during the pilot phase
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase

Output 4		<i>Enhanced knowledge and capacity to strengthen / establish human rights, WPS and gender based internal oversight mechanisms with identified state actors/migration governance actors</i>
Output indicator		<ul style="list-style-type: none"> - # of knowledge exchange interventions with state actors and migration governance actors on human rights, WPS and gender aspects of internal oversight mechanisms - # decision makers participating in knowledge exchange on how to strengthen/establish human rights, WPS and gender based, internal oversight mechanisms - Evidence of RMGP partners discussing and sharing information relevant to internal oversight of migration governance actors - Evidence of state actors and migration governance actors express interest and discusses the establishment/strengthening of human rights, WPS and gender based, internal oversight mechanisms.
Baseline	2024	<ul style="list-style-type: none"> - Limited, if any, exchange of experience between domestic and international actors on setting up and managing internal oversight mechanisms. - Many international actors working on migration management do not have the knowledge and expertise on the importance and role of internal oversight mechanisms among state actors to prevent and address human rights violations and hold duty bearers accountable. - The issue of accountability through internal oversight mechanisms is often a sensitive issue among domestic actors and there is often a reluctance to establish/strengthen such internal oversight mechanisms among state actors both for political reasons but also because of lack of knowledge on how such accountability mechanisms can support the integration of human rights and gender approaches with migration governance actors. <p>Comprehensive baseline assessment is needed to assess the knowledge and understanding about internal oversight mechanisms among RMPG partners and the capacity and political will among state actors to establish/strengthen such mechanisms.</p>
Target	2025	<ul style="list-style-type: none"> - Dialogue with RMPG partners and with identified state actors in Tunisia (for example, Human Rights Department at Ministry of Internal Affairs) and Egypt (tbd) on knowledge sharing and exchange of experience on establishing/strengthening human rights based internal oversight mechanisms
Target	2026	<ul style="list-style-type: none"> - Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2027	<ul style="list-style-type: none"> - Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2028	<ul style="list-style-type: none"> - Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2029	<ul style="list-style-type: none"> - Knowledge exchange interventions undertaken. To be further developed during the pilot phase

Outcome	2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)
Outputs	No outputs for DIHR under outcome 2

Outcome	3. Support to livelihood and countering migrant smuggling and trafficking
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Outcome indicator		<ul style="list-style-type: none"> a- Evidence of a human rights,-and gender and WPS based dialogue on countering migrant smuggling, trafficking and SGBV among RMGP partners including economic and social rights of migrants. b- Evidence of available qualitative data on the human rights and gender related challenges including SGBV faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon from a rights and gender perspective at local level)
Baseline	2024	<ul style="list-style-type: none"> a- Insufficient disaggregated human rights and gender-based data available on human trafficking and smuggling in Tunisia and Egypt to report on and address human rights and gender violations against victims of trafficking, both among international actors working on countering migrant smuggling and trafficking and domestic anti-trafficking bodies
Target	2029	<ul style="list-style-type: none"> a- Human trafficking is considered through a human rights-based, gender and WPS perspective by migration governance actors. b- More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region to address human rights and gender violation against victims of trafficking, including economic and social rights of migrants.

<i>Output 1</i>		<i>Human rights, WPS and gender perspectives are central to the data collection, research, and analysis efforts of relevant antitrafficking bodies</i>
Output indicator		<ul style="list-style-type: none"> - # of qualitative data collection methodology developed - # of research studies /case studies to analyse the challenges, human rights and gender based violations, including SGBV, faced by victims of trafficking while in Tunisia conducted - Evidence of anti-trafficking bodies using human rights and gender-based data, including data on SGBV, and economic and social rights of migrants to inform/influence law reform and policy decisions to prevent and address human rights violations and gender discrimination against migrants.
Baseline	2024	<p>Tunisia:</p> <ul style="list-style-type: none"> - Insufficient knowledge, including research and case studies of the human trafficking phenomenon including from a gender perspective and at local level (i.e. Sfax) - The INLCTP does not use reliable disaggregated data on migration and trafficking in person in a systematic manner <p>Egypt:</p> <ul style="list-style-type: none"> - Insufficient use of reliable and disaggregated data on human trafficking by NCCPIMTIP in a systematic manner - Fragmented coordination among various governmental and non-governmental stakeholders involved in anti-trafficking efforts - Inefficient data collection and analysis systems to track anti-trafficking trends effectively. <p>A comprehensive baseline assessment is needed to identify the needs and capacity among anti-trafficking bodies in Tunisia and Egypt working.</p>
Target	2025	<p>Tunisia:</p> <ul style="list-style-type: none"> - DIHR has entered into agreements with INLCTP to work on human rights, WPS and gender based data collection and analysis and including economic and social rights of migrants and of victims of trafficking and smuggling - INLCTP launches a pilot study on t migration and trafficking from a human rights, WPS and gender perspective at local level. - DIHR has explored possible collaboration with other anti-trafficking actor in Tunisia <p>Egypt:</p> <ul style="list-style-type: none"> - DIHR has established a dialogue with NCCPIMTIP to work on human rights , WPS and gender data collection and analysis.
Target	2026	Tunisia:

		<ul style="list-style-type: none"> - The INLCTP develops guidelines and methodologies to harmonize the data collection on migration and trafficking from a rights, WPS and gender perspective for the relevant stakeholders including economic and social rights of migrants and victims of trafficking and smuggling. - Possible collaboration with other anti-trafficking body established (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2027	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP and the relevant stakeholders adopt the harmonized guidelines and methodologies to produce specific data on migration and trafficking from the rights, WPS and perspective including economic and social rights of migrants, and victims of trafficking and smuggling - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2028	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP has the tools to produce and use specific data on migration and trafficking from the rights, WPS and gender perspective including economic and social rights of migrants, and victims of trafficking and smuggling - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2029	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP uses collected and analysed data on migration and trafficking in its interventions with a WPS and gender perspective designed to prevent SGBV and protect human rights of victims of trafficking, including economic and social rights of migrants and victims of trafficking and smuggling. - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase

<i>Output 2</i>		<i>HRBA, WPS and Gender knowledge and learning on countering migrant smuggling and trafficking across RMGP partners is strengthened through DIHR's HRBA and Gender Support Desk in relation to human trafficking and smuggling.</i>
Output indicator		<ul style="list-style-type: none"> - # of HRBA, WPS and Gender-based dialogues, with RMGP partners on human rights and gender challenges working with migration management in relation to human trafficking and smuggling in the relevant countries as part of ongoing cooperation. - Evidence of RMGP partners participating in quarterly task force/working group and utilizing DIHR's HRBA & Gender support desk to integrate human rights, WPS and gender across anti-trafficking interventions and deliverables including economic and social rights of migrants
Baseline	2024	<ul style="list-style-type: none"> - Similar to outcome 1 output 3, there is also a lack of coordination among RMGP partners on integration of HRBA, WPS and Gender in anti-trafficking across the interventions and deliverables. - Lack of coordination and sharing of information creates a siloed approach which can lead to competition among international actors. Lack of coordination can also lead to different interpretations on how to streamline a human rights based and gender approach in initiatives. Insufficient MEAL systems are often in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging. - DIHR has thus identified a need for a HRBA and Gender support desk to be established and operate across the 3 outcomes of this programme.

		<ul style="list-style-type: none"> - A comprehensive baseline assessment is needed during the pilot phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and Gender support desk.
Target	2025	<ul style="list-style-type: none"> - Human rights, WPS and gender dialogue strategy includes strategic goals focused on countering migrant smuggling and trafficking including economic and social rights of migrants and victims of trafficking and smuggling - Develop a specific strategy for the HRBA and Gender Support Desk focused on countering migrant smuggling and trafficking from a rights, WPS and gender perspective including economic and social rights of migrants and victims of trafficking and smuggling - Establish a dedicated task force within the HRBA and Gender Support Desk to coordinate efforts and ensure targeted focus on countering smuggling and trafficking including economic and social rights of migrants and victims of trafficking and smuggling
Target	2026	<ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2027	<ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2028	<ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2029	<ul style="list-style-type: none"> - To be developed during the pilot phase

Annex 4: Risk Management

Below presents an assessment for several of the envisaged risks based on stakeholder consultations. The full risk matrix will be discussed with the relevant IPs after the appraisal, as it will build on the IPs own risk assessments as well as an updated understanding of context and ToC assumptions.

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Political					
Further deteriorating human rights and protection environment	Likely	Major	The situation is continuously monitored through national staff and local partners. Adaptations to the ICMPD project document highlights this risk and will be closely monitored.	There will continue to be a risk even with closer monitoring by implementing partners.	Following the appraisal and the development on ground, in particular in Tunisia.
Internal political conflicts escalate and cause unrest and instability, increasing pressures.	Likely	Major	The situation is continuously monitored through national staff and local partners. Adaptations to the project and revision of the planning according to the context will be made if necessary.	Where political changes cannot be mitigated, or no further cooperation is possible there is a residual risk.	IPs have worked in the MENA region for many years and has worked through political crisis and adapted accordingly. IPs remains aware of the risk of delays for certain activities and long-term political instability's consequences for the project.
Lack of political will at highest level	Likely	High	Several IPs have a long history of partnership with Tunisian state actors and will seek to find support at middle level management. It will be key to ensure continuous close dialogue and explore agents of change within the state institutions.	There may still be a risk of delays or incomplete implementation of the project.	
In the MENA region, there is continued and increased threats, restrictions on civil society existence and operations, shrinking of political space, increased surveillance of human rights activists	Likely	Major	The situation is continuously monitored through national staff and local partners. Adaptations of the project will be made if necessary and in accordance to the DDD approach as explained above.	The risk response can minimise but not completely eliminate the risk.	The space for civil society and other human rights actors has narrowed in recent years and include amongst others censorship and arrests.
Elections planned in Tunisia in 2024 may disrupt the implementation of the action.	Likely	Medium	The electoral calendar will be taken into account in the planning of the activities, so priority will be given to the activities least affected by the elections during these periods.	Long-term risk reduced, with project activities being adapted accordingly.	The election periods will be taken into account in the planning of the activities. IPs are aware of the need to work around elections and adapt to the potential upcoming elections in West Africa. In the lead up national election processes in the region and the target countries, drastic plans, approaches,

					and policies can be introduced as part of the political campaigning which would have an adverse impact on IP programming. This can also cause uncertainty with national partners to progress on agreed activities.
Deterioration of economic and political situation	Likely	Medium	This is likely to impact the vulnerability of migrants who are victims of racism and exclusion. IPs will endeavor to mitigate these risks by systematically deconstructing stereotypes and prejudices through comprehensive studies and data analysis.	It is likely that IPs cannot fully mitigate such economic and political risks.	The IPs will operate in a difficult context and cannot be expected to change overall economic and political situations. However, supplementary interventions of other programmes (national, EU, other) may help to stabilise the situation.
High level government turnover	Likely	High	Continue relationship-building and engaging with Tunisian stakeholders through existing related projects (IBG programmes), sharing information on planned activities and highlighting common interests and the value of Tunisian participation.	The Programme interventions cannot be expected to fully address this risk.	In a volatile context, high level government turnover may continue to take place.
Rapid Increase of number of migrants	Likely	High	This will also increase the likelihood of ill treatment and risks of vulnerable situations. IPs will thus strive to build a holistic approach to the human rights of migrants through the comprehensive studies starting from the beginning of their journeys.	IPs will be able to address the number of migrants indicated in their respective proposals.	Depending on how rapid the increase of number of migrants are, the IPs will be able to address some, but probably far from all, migrants.
Economic and societal					
General economic crisis in countries of origin and transit lead to further unemployment and deterioration	High	High	These factors will likely further push migrants into irregular migration	Livelihood activities can to a minor extent mitigate some of the effects.	Livelihood activities cannot solve the full scale of potential problems.
Community tensions and potential disruption to IPs operations	Likely	Moderate	IPs Egypt and Tunisia operations will aim to ensure effective, timely and accurate two-way communication with communities. Effective multi-channel feedback and response mechanisms will be maintained ensuring preferred and trusted communication channels and community consultations with diverse community members will be	Possible risks remain including mistrust of IPs and GoE/GoT services, reputational risks for IPs, illegal protests among refugee communities	IPs in Egypt/Tunisia maintain continuous dialogues with diverse communities

			undertaken. Capacity building for GoE will be provided on establishing/maintaining feedback and response mechanisms and CwC.		
Environment					
The international public health situation degrades significantly and restrictions on movement are put in place	Likely	Medium	For training-related activities, online and Hybrid formats will be held.		Resurgence of e.g. COVID
Climate change (deterioration of the environment, climate change and biodiversity with rise in drought, bushfires, floods and decline in rainfall) increases pressures in the countries.	Likely	Medium	Monitoring of the environmental situation through national staff and adaptation of activities in challenging areas of interventions.	The residual risk is reduced through adaptive risk response in consideration of the environmental context.	Climate change in the region has resulted in the loss of livelihoods, increase in the animal mortality and malnutrition. Ips are aware of the environmental context and takes it into consideration when programming activities.
Security					
Undue emphasis on national security over protection	Likely	Significant	IPs will draw upon its global expertise to ensure that the required safeguards are in place, maintaining the centrality of protection throughout the transition to government ownership of systems. This will entail a significant focus on capacity-development of key government stakeholders to meet their obligations as signatory of the relevant Conventions, as well as a robust data-sharing agreement	IPs will continue to monitor and raise any implementation of the Asylum Law which is contrary to the GoE's commitment to the Refugee Convention.	Ips have had a long-standing relationship with several government bodies and the assessment is based on current joint discussions and joint planning with the relevant entities.
Regional conflicts	Medium	Medium	Ongoing regional dynamics could progress to further escalation implicating neighboring countries. This could create security risks that could hinder cross-border cooperation.		
Terrorism, transnational organized crime, and border security.	Medium	Medium	Ensure constant liaison and navigate with the governments evolving priorities ensuring that all response to evolving trends address both immediate needs but also long-term objectives		Migration management intersects with broader security concerns, including Terrorism, transnational organised crime, and border security. Evolving trends in illicit activities may push the governments in the region to re-assess their priorities regarding border governance and to focus

					on a more security-oriented intervention rather than a whole-of government approach to migration management.
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Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Coordination Challenges	Medium	Medium	Putting interagency coordination forward and ensuring the oversight of a solid steering committee that will be accountable not only at country but also at regional level		Effective migration management requires whole-of-government coordination and cooperation, which may be difficult to achieve due to bureaucratic silos, interagency rivalries, and differing priorities among ministries and departments that can develop over the years due to changing political landscapes.
Political volatility deprioritises commitment to the implementation of the project	Medium	High	Continuous engagement with the stakeholders, and focus intervention on the technical level, with counterparts being less subject to political changes.		
Lack of cooperation between or responsiveness of targeted institutions and staff for capacity building activities.	Likely	Medium	The Action is designed to be fully modular, allowing the implementation of only those operational activities agreed by competent authorities. Continued dialogue with competent authorities will raise the interest for engagement in less sensitive cooperation areas.		
Activities are delayed due to conflicting priorities of the authorities.	Likely	Medium	Given that the Action is built on authorities' requests and is a follow-up to an existing project. The action will emphasise how the current action aligns with their requests and builds upon the success of the prior initiative		
The international public health situation degrades significantly and restrictions on movement are put in place	Likely	Medium	For training-related activities, online and Hybrid formats will be held.		
Potential funding shortfalls that could limit the project's scope or its continuation	Medium	Medium	Beyond developing multiple sources of income and marketing strategy as part of the sustainability plan endorsed by the Training Institute Governing Board, close attention will be paid to financial performance and		

			planning to enable scaling up or down to absorb any potential funding shortfalls in the long-term.		
Monitoring/Learning/Evaluation - Partners do not take ownership of the project, do not adhere to its objectives, and do not dedicate sufficient resources. This might take the form of making last-minute requests to change important key activities threatening the impact of the project.	Unlikely	Major	The start of the project will involve an inception phase where discussions with potential partners about their priorities, and more in-depth consultations will be held, based on which a final results framework will be presented to the MFA. This thus ensures that the work will be both strategic and responsive. A clear and accepted distribution of the roles and responsibilities as well as IPs local presence will further minimise this risk.	Major restructuring or strategic changes in especially state institution partners could affect the commitment to work on agreed activities.	As IPs many years of experience working in partnerships with both state and non-state institutions, the risks are not assessed to be very high.
Lack of incentive from international partners funding migration control to include a HRBA to migration	Likely	high	In its fundraising strategy IPs will incentivise all main international partners to apply their respective HRBA policies in the field of migration management		
Poor data protection standards	Possible	Significant	Ensure capacity building of government counterparts at the outset on IPs General Policy on Personal Data Protection and Privacy as well as Egyptian data protection laws and compliance on the same including by ensuring staff sign an undertaking to abide by such policies.	Individual refugee data will not be kept confidential leading to serious protection risks for refugee and asylum seekers; loss of trust in the asylum system including by refugees as well as donors.	IPs to continue to advocate for entering in to a data sharing agreement with the GoE and GoT and to underscore criticality of data protection principles as a key protection safeguard
Sustained capacity building	Possible	Significant	Ensure IPs are capacitated to support the transition by advocating for the GoE and GoT to enter into a multi-year interministerial transition plan during which IPs can carry out sustained capacity building activities including by seconding staff or having staff seconded to IPs and with clear benchmarks and safeguards so IPs can carry out its supervisory authority. To that end, galvanize multi-party and multi-level advocacy to ensure that IPs is capacitated to support the	Negative impact on the protection space in Egypt, thus forcing individuals to resort to harmful coping mechanisms which risks influencing further onward movements as without stability in Egypt-refugees and asylum seekers will be compelled to undertake the perilous journey onward to find stability.	IPs to underscore the criticality of ensuring they are involved in a transition plan.

			transition to government assumption of responsibility including by key donor counterparts and partners.		
Joint listing exercise not leading to equitable access or registration	Possible	Moderate to Major	UNHCR will carry out regular trainings and further carry out processes based on jointly agreed upon SOPs pursuant to global UNHCR guidance and recording of data based on integrity protocols including biometrics to deter fraud and ensure fair and transparent access to the Joint Listing Exercise so all Sudanese seeking international protection who are eligible and are civilians, for example, will be able to access the exercise and receive registration appointments. UNHCR will continue multi-party multi-level advocacy to ensure that the exercise leads to Registration in the South.	Risk exists that the exercise may result in reduced protection space in the South which would ultimately negatively affect the credibility and trust of UNHCR with refugees as well as donors.	
Livelihood - Mismatch between and training and market needs	Likely	Moderate	IPs with its partners will regularly conduct labor market assessments to ensure that training programs are responsive to job market needs and engage with local businesses and industries to tailor training programs that meet their employment criteria, especially in to align with criteria in third countries.	Lack of employment opportunities in the local market and inadequate third country solutions could still hinder the progress.	IPs to continue to advocate for self-reliance opportunities with the governments of Egypt and Tunisia and explore complementary pathways.
Livelihood - Refugees and asylum seekers drop out of the programs	Possible	Moderate	A robust and solid identification and profiling system is implemented to ensure all candidates selected for self-reliance programs have undergone several interviews, demonstrated their readiness to engage in training or work opportunities and will include a trial period before further investment is made.	Unforeseen circumstances and external events affecting their ability to effectively attend and achieve their objectives.	Through individual follow up with refugees, IPs and its partners will take all necessary measures to identify gaps and challenges they face and to address them to the best possible extent.

Institutional and reputational risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
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Institutional Capacity	Unlikely	Medium	Specific support will be developed by the implementing partners	Residual risk reduced through monitoring and support for the capacity building	IPs can draw from its experience of working with National Human Rights Institutions (DIHR) and capacity building of this type of institution.
Institutional Risk to misuse IPs names for 'human rights washing' of migration activities	Likely	Medium	IPs engagement will remain tightly linked to promoting and protecting the rights of migrants in vulnerable situations. IP partnerships include a commitment central to the partnership to the protection of human rights. Exit criteria exist to allow IPs to change partner if the commitment is no longer demonstrated.		
Fraud/Corruption/Exploitation	Likely	Moderate	In line with IPs Anti-Fraud Policy, operation aim to ensure a coordinated approach on the prevention and response to fraud and corruption including fraud committed by refugees and asylum-seekers, through various integrity and anti-fraud related activities. Ips are further committed to taking all necessary action to prevent, mitigate the risks of, and respond to sexual exploitation and abuse (SEA) and to put the protection, rights and dignity of victims at the forefront, in line with a victim-centred approach. The continued enhancement of internal processes and procedures as well as capacity-building of staff, including security guards, interpreters and partners, and enhanced community awareness and engagement on Integrity, Fraud and SEA remain key priorities – both for IP-led processes, when supporting the Government during the transition, and thereafter as part of IPs supervisory role.	The operation might face reputational risks as Fraud/corruption/SEA in project implementation processes undermines accountability, credibility & confidence, therefore jeopardizing project implementation	IPs will ensure capacity-building of the GoE and GoT on the prevention and response to fraud and corruption while advocating for the establishment of robust anti-fraud and anti-corruption mechanisms to mitigate any risks and preserve the overall integrity of the asylum space. IPs will monitor partners' compliance with PSEA requirements and provide support as needed.
Conduct of law enforcement agencies benefitting from the programme result in human rights violations	Possible	Medium	Funds can be redirected to areas across the region where activities and interventions can be implemented.		

Annex 5: Budget Details

Note: all partner budgets are tentative and will be finalised in the process leading up to the signing of the project agreement.

IOM (DKK)

DRAFT Template output-based engagement budget									
Identifying information - grant and partner									
Engagement	Flexible Return Funds								
Partner	IOM								
File no.	MFA file no.								
Engagement period	1 November 2024 - 1 November 2029								
Budget currency	DKK								
Original outcome (total budget/grant)	60,000,000 DKK								
Date	15.07.2024 (date of internal endorsement)								
Prepared by	Eyad ELEWA (Head of Resource Management, IOM Tunisia)								
Exchange rate (DKK/other currency)	6.957								
Unit	Unit Cost	Quantity	Budget	Year 1	Year 2	Year 3	Year 4	Year 5	
Total Outcome 1-3 + Operation and admin			60,000,000	11,356,399	11,758,558	13,076,515	12,269,505	11,539,023	
A. Outcome 1: Enhanced migration management (including strengths)									
Egypt									
Output 1.1	Per Year	48.699	5	243.495	48.699	48.699	48.699	48.699	48.699
Output 1.2	Per Year	507.861	5	2.539.305	507.861	507.861	507.861	507.861	507.861
Output 1.3	Per Year	75.136	5	375.680	75.136	75.136	75.136	75.136	75.136
Tunisia									
Output 1.1	Per Year	667.872	5	3.339.360	667.872	667.872	667.872	667.872	667.872
Output 1.2	Per Year	500.904	5	2.504.520	500.904	500.904	500.904	500.904	500.904
Output 1.3	Per Year	807.012	5	4.035.060	807.012	807.012	807.012	807.012	807.012
Regional									
Output 1.1	Per Year	482.199	5	2.410.995	-	402.159	913.106	913.106	182.624
Output 1.2	Per Year	-	5	-	-	-	-	-	-
Output 1.3	Per Year	-	5	-	-	-	-	-	-
Total direct cost Outcome 1				15,448,415	2,607,484	3,009,643	3,520,590	3,520,590	2,790,108
Total budget Outcome 1				15,448,415	2,607,484	3,009,643	3,520,590	3,520,590	2,790,108
B. Outcome 3: Support to livelihood and countering migrant smuggling and trafficking									
Egypt									
Output 3.1	Per Year	1,344.919	5	6,724.595	1,344.919	1,344.919	1,344.919	1,344.919	1,344.919
Output 3.2	Per Year	-	5	-	-	-	-	-	-
Tunisia									
Output 3.1	Per Year	913.534	5	4,567.670	913.534	913.534	913.534	913.534	913.534
Output 3.2	Per Year	221.495	5	1,107.475	221.495	221.495	221.495	221.495	221.495
Regional									
Output 3.1	Per Year	161.402	5	807.010	-	-	807.010	-	-
Output 3.2	Per Year	-	5	-	-	-	-	-	-
Total direct cost Outcome 3				13,206,750	2,479,948	2,479,948	3,286,958	2,479,948	2,479,948
Total budget Outcome 3				13,206,750	2,479,948	2,479,948	3,286,958	2,479,948	2,479,948
C. Operation and administration									
Monitoring & Evaluation	Per Year	201.753	5	1,008.765	201.753	201.753	201.753	201.753	201.753
Staff & Office (Tunisia)	Per Year	3,020.257	5	15,101.287	3,020.257	3,020.257	3,020.257	3,020.257	3,020.257
Staff & Office (Egypt)	Per Year	1,778.259	5	8,891.296	1,778.259	1,778.259	1,778.259	1,778.259	1,778.259
Staff & Office (Regional)	Per Year	483.651	5	2,418.253	483.651	483.651	483.651	483.651	483.651
Total direct cost Operations and administration				27,419,601	5,483,920	5,483,920	5,483,920	5,483,920	5,483,920
Total direct cost Operations and administration				27,419,601	5,483,920	5,483,920	5,483,920	5,483,920	5,483,920
Total direct cost				56,074,766	10,571,352	10,973,511	12,291,468	11,484,458	10,753,976
D. Indirect cost									
Administrative costs (max. 7% of direct cost)				3,925.234	785.047	785.047	785.047	785.047	785.047
MEAL				-	-	-	-	-	-
Total indirect cost				3,925.234	785.047	785.047	785.047	785.047	785.047
Total budget				60,000,000	11,356,399	11,758,558	13,076,515	12,269,505	11,539,023

ICMPD (DKK)

ICMPD	2024	2025	2026	2027	2028	2029	TOTAL
Outcome 1: Enhanced migration management							
Regional							
Output 1.1: Recognised Certifications and Training	DKK 111,750	DKK 3,394,485	DKK 3,670,135	DKK 2,472,974	DKK 2,033,424	DKK 1,914,940	DKK 13,597,707
Output 1.2: Practical Capacities in Migration Governance	DKK -	DKK 2,644,433	DKK 2,718,933	DKK 2,561,738	DKK 2,368,783	DKK 122,925	DKK 10,416,810
Tunisia							
Output 1.3: Integrated Border Management in Tunisia	DKK -	DKK 2,909,325	DKK 3,266,925	DKK 2,924,225	DKK 2,886,975	DKK -	DKK 11,987,450
Subtotal direct eligible costs of the Action	DKK 111,750	DKK 8,948,243	DKK 9,655,993	DKK 7,958,936	DKK 7,289,181	DKK 2,037,865	DKK 36,001,968
Audit/Expenditure verification	DKK -	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 260,750
MEAL	DKK 509,626	DKK 795,330	DKK 795,330	DKK 795,330	DKK 795,330	DKK 1,167,830	DKK 4,858,777
Total direct eligible costs of the Action incl MEAL and Audit costs	DKK 621,376	DKK 9,795,723	DKK 10,503,473	DKK 8,806,417	DKK 8,136,662	DKK 3,257,845	DKK 41,121,495
Administrative costs (7% total direct eligible costs of the Action)	DKK 43,496	DKK 685,701	DKK 735,243	DKK 616,449	DKK 569,566	DKK 228,049	DKK 2,878,505
Total eligible costs	DKK 664,872	DKK 10,481,423	DKK 11,238,716	DKK 9,422,866	DKK 8,706,228	DKK 3,485,894	DKK 44,000,000

UNHCR (DKK)

UNHCR	2024	2025	2026	2027	2028	2029	Total
							DKK 61.250.000
Egypt							
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							exchange rate
Output 2A Provision of asylum capacity development in terms of technical guidance and support to key government counterparts, including at local level, in furtherance of the adoption and implementation of a fair and efficient asylum framework, including with regards to access to territory	DKK 80.844	DKK 1.566.746	DKK 1.566.746	DKK 450.250	DKK 450.250	DKK 450.250	DKK 4.565.087
Assistant Capacity Building Officer National (AWF) - AQL	DKK -	DKK 257.409	DKK 257.409	DKK 257.409	DKK 257.409	DKK 257.409	DKK 1.287.045
Output 2B Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE in this regard	DKK 623.212	DKK 3.845.970	DKK 3.845.970	DKK 3.845.970	DKK 4.890.978	DKK 3.870.824	DKK 20.922.925
Output 2C (1) Provision of RSD capacity - SURGE exercise for backlog clearance (staffing) - AQL	DKK -	DKK 3.155.203	DKK 5.180.363	DKK 4.510.345	DKK -	DKK -	DKK 12.845.911
Output 2C (2) RSD regular staff and running cost (materials, and rent)	DKK -	DKK -	DKK -	DKK -	DKK 6.546.537	DKK 1.534.060	DKK 8.080.597
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to stabilize the refugee population in Egypt							
Output 3A: GBV survivors benefit from Village Savings and Loans Associations (VSLA programme)	DKK -	DKK 279.310	DKK 279.310	DKK 279.310	DKK 279.310	DKK 232.758	DKK 1.349.998
Output 3B: Livelihood support to refugees, asylum seekers and vulnerable host communities	DKK 74.710	DKK 647.173	DKK 647.173	DKK 647.173	DKK 647.173	DKK 508.033	DKK 3.171.435
Associate Partnership Officer - Secondment to GoE/ MoSS - AQL	DKK -	DKK -	DKK 556.560	DKK 556.560	DKK 556.560	DKK 556.560	DKK 2.226.240
MEAL Activities (5% of overall budget)							DKK 3.062.500
Subtotal Egypt							DKK 57.511.737
Indirect cost (6.5%)							DKK 3.738.263
Total Egypt							DKK 61.250.000
Tunisia							
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to enhance the protection of the refugee population in Tunisia							
Output 3A: Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand.							
Output 3B: Establish and enhance self-reliance opportunities that are directly linked to the local needs and in line with efforts to foster complementary pathways in third countries.		1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	8.215.962
Subtotal Tunisia							8.215.962
Indirect Support Costs (6.5%)							534.038
Total Tunisia							8.750.000
TOTAL UNHCR							70.000.000
Note 2: Please note that 2029 is: January to October (10 months)							
Note 3: Please note indirect Support Costs (ISC) ensures transparency, equity, and predictability in funding management, administrative, and program support costs. A fixed 6.5% ISC rate is applied to all							

EUAA (DKK)

	Inception period		Implementation phase					Closing phase
	Nov-Dec 2024 (2 months)	Year 1 Jan-June 2025 (6 months)	Year 1 June-Dec 2025 (6 months)	Year 2 Jan-Dec 2026 (12 months)	Year 3 Jan-Dec 2027 (12 months)	Year 4 Jan-Dec 2028 (12 months)	Year 5 Jan-Oct 2029 (10 months)	Nov 2029-Apr 2030 (6 months)
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)								
Inception period between November 2024 and June 2025, including HR recruitment, further assessment of needs/interests, workplan preparation	DKK 0,00							
Regional activities – implementation phase								
Output 1 - Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system. -Estimated two/three regional activities per year (with possibility of ad-hoc bilateral activities) supported by one Project Officer, One Thematic Officer and one Administrative Assistant. No capacity building activities will be implemented during the Inception phase and during the closing phase. The closing phase will be dedicated to evaluating results, impact and to informing future initiatives. All of which will be performed by the project team.			DKK 1.491.660,00	DKK 2.237.490,00	DKK 2.237.490,00	DKK 2.237.490,00		DKK 2.983.320,00
Output 2 - Capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups. -Estimated two/three regional activities per year (with possibility of ad-hoc bilateral activities) supported by one Project Officer, One Thematic Officer and one Administrative Assistant. No capacity building activities will be implemented during the Inception phase and during the closing phase. The closing phase will be dedicated to evaluating results, impact and to informing future initiatives. All of which will be performed by the project team.			DKK 1.491.660,00	DKK 2.237.490,00	DKK 2.237.490,00	DKK 2.237.490,00		DKK 2.983.320,00
Total DKK (per Year)	DKK 0,00		DKK 2.983.320,00	DKK 4.474.980,00	DKK 4.474.980,00	DKK 4.474.980,00		DKK 5.966.640,00
Total EUR (per Year, according to InforEur converter for July 2024)	EUR 0,00		EUR 400.000,00	EUR 600.000,00	EUR 600.000,00	EUR 600.000,00		EUR 800.000,00
Grand Total DKK								DKK 22.374.900,00
Grand Total EUR (according to InforEur converter for July 2024)								EUR 3.000.000,00

DIHR (DKK)

Annex 6: List of Supplementary Materials

Annex 7: Plan for Communication of Results

Plan for Communication of Results

Communication of results is an important aspect of the RPMG programme. The migration topic(s) addressed within the Programme can be highly sensitive and as such it should be decided by the RPMG Steering Committee at their first meeting how the below draft communication elements should be implemented [marked in yellow].

The communication plan should focus on:

- Communication mechanisms [which should be allowed], including social media, traditional media, reports, workshops public meeting, infographics etc.
- Target groups [which should be targeted]
- When to communicate; both ongoing but also in connection with finance act, at international summits and conferences etc.
- Who is responsible [Secretariat to vet/coordinate?]
- What modalities and resources are needed for implementation of the plan. It is important to note that communication is not one activity; it must be a multi-pronged effort communicating to, among others:
 - Decision makers in host country/region
 - Stakeholders in Denmark
 - Stakeholders/general public in host country/region
 - Thought leaders, i.e. engaging and influencing the expert communities and opinion makers in the relevant programme areas. Resources to implementation of the communication plan can be (prudently) budgeted for in the programme.
- The Secretariat will propose to the SC at their first SC meeting a communication plan for the implementing partners for the SC to decide on.

Draft Annex 1 Annual Communication Plan – key events

Name of project	
Administrative partner	
Key commercial partner	
Project country	
MFA file number	

Plan for year	20XX
Participation in larger events	(Name of event, location, expected participants and timing)
Videos	(Planned videos for post at website, social media etc. and timing)
Written articles	(Expected content, publisher and timing)




















































Social Media	(Strategy for using social media, type of posts, timing and frequency of posts etc.)
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Annex 8: Process Action Plan for programme formulation and implementation

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Program formulation			
Start consultant team tender process	31 January	MTF/MIGSTAB	Completed
Selection of consultant team	15 February	MTF/MIGSTAB	
Scoping Mission	7+8 and 11-22 March	MTF/MIGSTAB and 3 consultants (= formulation team)	Brussels, Malta, Egypt, Tunisia
Validation meeting with UIM/MFA	Mid-April	MTF/MIGSTAB/UIM	Completed
Circulation of scoping report	End April	Consultant team and MTF/MIGSTAB	Completed
Preparation of draft document	May	Consultant team and MTF/MIGSTAB	Completed
Submission of draft documents to PC	23 May	MTF/MIGSTAB	Completed
PC meeting	18 June	MTF/MIGSTAB	Completed
Documents finalised	End July	MTF/MIGSTAB	Completed
Appraisal start	Early August	LEARNING	Completed
Appraisal draft report	Mid-September	LEARNING	Completed
Appraisal final report	End September	LEARNING	Completed
Revise final report on basis of appraisal comments	1-14 October	MTF/MIGSTAB	Completed
Submission of documents to UPR	14 October	Consultant team and MTF/MIGSTAB	
UPR meeting	31 October	MTF/MIGSTAB	
Approval by Minister of Development Cooperation and Global Climate Policy	Beginning of November	MTF/MIGSTAB	
Partner agreements/project documents with each IP to be signed	Mid-November	MTF/MIGSTAB	
Programme to officially commence	End-November	MTF/MIGSTAB	
First instalments/payments to each IP to be made	End-November/beginning December	MTF/MIGSTAB	
Tender for MEAL consultant	Second half 2024	MIGSTAB	
Program implementation			
Inception report by IP's - Update of results frameworks	July 2025	IP's/MIGSTAB	
Inception Review and Value for Money analysis	August 2025	MIGSTAB	
Analysis of overall Migration Portfolio Management structure	July 2025	MIGSTAB	
Reporting by IP's - Budget monitoring report for 1 st semester - Disbursement request for 2 nd semester	July 2025	IP's/MIGSTAB	
Analysis of Disbursement request and disbursement	September/October 2025	MIGSTAB CFO	

IP Budget monitoring report previous year and disbursement request	January 2026-2029	IP's/MIGSTAB	
Analysis of Disbursement request and disbursement	January 2026-2029	MIGSTAB CFO	
DIHR stock-taking report	March 2026	DIHR/MIGSTAB	
IP Narrative report previous year	April 2026-2029	IP's/MIGSTAB	
RMGP-MED Steering Committee	May 2025-2029	MFA/UIM/MIGSTAB	
Mid-term Review	January - June 2027	MFA/UIM/MIGSTAB	
IP Audited financial statements for previous year, disbursement request	June 2026-2029	IP's/MIGSTAB	
Analysis of accounts, disbursement request and disbursement	July 2026-2029	MIGSTAB CFO	
IP update of next years work plan, budget	September 2026-2029	IP's/MIGSTAB	
RMGP-MED Steering Committee	October 2025-2029	MFA/UIM/MIGSTAB	
Country Steering Committees	October 2025-2029	IP's/MIGSTAB/Beneficiary countries	
IP draft final completion report	November 2029	IP's/MIGSTAB	
IP final completion report	May 2023	IP's/MIGSTAB	

Promoting and Protecting the Human Rights of Migrants in the Mediterranean Migration Governance (MediRights)

<p>Key results:</p> <ul style="list-style-type: none"> - Capacity development tools and processes for migration governance actors enable them to fulfil their mandate in a human rights and gender compliant manner - Human rights, WPS and Gender-based data collection methodology developed with partners in Tunisia and Egypt - HRBA, WPS and Gender knowledge and learning to migration management is strengthened across the deliverables of RMGP partners through DIHR's HRBA and Gender Support Desk. - Enhanced knowledge and capacity to strengthen / establish human rights, WPS and gender based internal oversight mechanisms with identified state actors/migration governance actors - Human rights, gender and WPS considerations are central to the data collection, research, and analysis efforts of relevant antitrafficking bodies - HRBA and Gender and WPS knowledge and learning on countering migrant smuggling and trafficking across RMGP partners and other international actors' deliverables is strengthened through DIHR's HRBA and Gender Support Desk <p>Justification for support:</p> <p>The purpose of a HRBA and gender approach to migration management is to make sure that migration governance policies are not only effective in managing migration and countering human trafficking and smuggling, but are also just, humane, and respectful of the inherent dignity and rights of all individuals, especially the most vulnerable amongst them, leading to systemic and transformational change in migration strategies, policies and practice that will emphasise the protection and promotion of the human rights of all migrants with a strong focus on the most vulnerable.</p> <p>Major risks and challenges:</p> <p>Political dynamics and the lack of commitment from state actors are likely to pose significant challenges. DIHR mitigates these risks through continuous engagement with state actors at multiple levels of government, adaptive project planning, and leveraging its established partnerships. Political unrest and instability, which have impacted project implementation, require continuous monitoring and flexible adaptation of project activities based on the current political climate.</p>	<p>File No.</p> <p>24/35259</p>																								
	<p>Country</p> <p>MENA region with a focus on Egypt and Tunisia</p>																								
	<p>Responsible Unit</p> <p>MIGSTAB</p>																								
	<p>Sector</p> <p>Migration</p>																								
	<p>Partner</p> <p>The Danish Institute for Human Rights (DIHR)</p>																								
	<p><i>DKK million</i></p> <table border="1"> <thead> <tr> <th></th> <th>2024</th> <th>2025</th> <th>2026</th> <th>2027</th> <th>2028</th> <th>2029</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Commitment</td> <td>39</td> <td>0</td> <td>10</td> <td>0</td> <td>0</td> <td>0</td> <td>49</td> </tr> <tr> <td>Projected disbursement</td> <td>10</td> <td>9</td> <td>10</td> <td>5</td> <td>10</td> <td>5</td> <td>49</td> </tr> </tbody> </table>		2024	2025	2026	2027	2028	2029	Total	Commitment	39	0	10	0	0	0	49	Projected disbursement	10	9	10	5	10	5	49
		2024	2025	2026	2027	2028	2029	Total																	
	Commitment	39	0	10	0	0	0	49																	
	Projected disbursement	10	9	10	5	10	5	49																	
	<p>Duration</p> <p>11/2024-11/2029</p>																								
	<p>Previous grants</p> <p>-</p>																								
	<p>Finance Act code</p> <p>§06.32.10.13</p>																								
	<p>Head of unit</p> <p>Nicolaj A. Hejberg Petersen</p>																								
<p>Desk officer</p> <p>Andrea Bruhn Bové</p>																									
<p>Reviewed by CFO</p> <p>YES: Antonio Ugaz-Simonsen</p>																									
<p>Relevant SDGs [Maximum 1 – highlight with grey]</p> <table border="1"> <tbody> <tr> <td> No Poverty</td> <td> No Hunger</td> <td> Good Health, Wellbeing</td> <td> Quality Education</td> <td> Gender Equality</td> <td> Clean Water, Sanitation</td> </tr> <tr> <td> Affordable Clean Energy</td> <td> Decent Jobs, Econ. Growth</td> <td> Industry, Innovation, Infrastructure</td> <td> Reduced Inequalities</td> <td> Sustainable Cities, Communities</td> <td> Responsible Consumption & Production</td> </tr> <tr> <td> Climate Action</td> <td> Life below Water</td> <td> Life on Land</td> <td> Peace & Justice, strong Inst.</td> <td> Partnerships for Goals</td> <td></td> </tr> </tbody> </table>	 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals								
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 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals																					

Objectives

The overall development objective for RMGP is that migration management is enhanced, safe, orderly and rights-based in several focus countries in the MENA region. DIHR will support *outcome 1* and *outcome 3* under the overall RMGP programme.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

DIHR is also recognised internationally as a leading institution on good practice and innovation in the application of HRBA. DIHR has led in the development of tools, methods and resource materials to assist development agencies and other institutions in applying the human rights framework in practice in their field of operation. DIHR was reviewed by MFA in June 2024. The review concluded that the DIHR is met with great respect from partners and is a good strategic match with the priorities of the MFA. The review further found that “DIHR’s global reach as a human rights learning platform combined with its work on the ground in partner countries constitutes a strong competitive advantage”.

Summary:

DIHR’s interventions under RMGP are structured under outcome 1 and outcome 3 in the overall RMGP and support initiatives to enhance human rights and gender perspective in migration management and countering of migrant smuggling and trafficking. DIHR’s interventions under the project will aim at strengthening the functions of migration governance actors and other state actors and duty bearers. The purpose of DIHR’s support to the RMGP is also cross-cutting by integrating a human rights-based (HRBA) and gender approach across the full programme under all three (3) outcomes and thus, stimulating a dialogue on and strengthening human rights and gender knowledge and learning.

Budget (engagement as defined in FMI):

Outcome 1: Enhanced migration management	26,5
Outcome 3: Support to livelihood and countering migrant smuggling and trafficking relevant)	11,0
Un-allocated funds	5,7
5% MEAL	2,2
7% overhead	3,2
Total	49,0

Note: In PMI, an interactive version of this appropriation cover note is available at the “Grant” page under “Budget”.

**Promoting and Protecting the Human Rights of Migrants in Mediterranean Migration
Governance (MediRights)**

2024-2029

The Danish Institute for Human Rights

Draft Project Document

11 October 2024

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List of acronyms and abbreviations

ACHPR	African Commission on Human and Peoples' Rights
AVR/R	Assisted Voluntary Return and Reintegration
CAPACITY	Capacity Building Programme
CSO	Civil Society Organization
DAPP	Danish Arab Partnership Programme
DDD	Doing Development Differently
DIHR	Danish Institute for Human Rights
DKK	Danish Krone
ESG	Environmental, Social, and Governance
ENCHR	Egyptian National Council for Human Rights
EU	European Union
HRBA	Human Rights-Based Approach
ICMPD	International Centre for Migration Policy Development
INLCTP	National Instance Against Human Trafficking
INPT	National Instance for the Prevention of Torture
LNOB	Leaving No One Behind
LGBTIQ+	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer, and others
MEAL	Monitoring, Evaluation, Accountability, and Learning
MFA	Ministry of Foreign Affairs
MENA	Middle East and North Africa
MIGSTAB	Migration Stabilization Programme
MoU	Memorandum of Understanding
MTA	Migration Task Force
NCCPIMTIP	National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons
NHRI	National Human Rights Institution
OH	Outcome Harvesting
ONM	Observatoire National de la Migration
RMGP	Regional Migration Governance Programme
SGBV	Sexual and Gender-Based Violence
ToC	Theory of Change
TOT	Training of Trainers
UIM	Ministry of Immigration and Integration

Introduction

This project document outlines the background, rationale and justification, objectives, and management arrangements for the project: “Promoting and Protecting the Human Rights of Migrants in Mediterranean Migration Governance (MediRights) 2024-2029” implemented by the Danish Institute for Human Rights (DIHR). The project falls under the Regional Migration Governance Programme (RMGP) which is jointly managed by the Danish Ministry of Foreign Affairs (MFA) and the Ministry of Immigration and Integration (UIM) through the inter-ministerial Migration Task Force (MTA). The timeframe of the project is from November 2024 to November 2029. The project will have a fifteen months pilot phase which will be subject to an assessment of results. The assessment will be carried out in February /March 2026, fifteen months following contract signature.

As outlined in the RMGP programme document, the overall objective of RMGP is that migration management is enhanced, safe, orderly, and rights-based in both focus and transit countries in the Mediterranean region. DIHR’s interventions under RMGP are structured under *outcome 1* and *outcome 3* in the overall RMGP and support initiatives to enhance human rights and gender perspective in migration management and countering of migrant smuggling and trafficking, encompassing both civil and political rights, and economic and social rights of migrants. The project will be unfolded primarily in Tunisia and Egypt, and if assessed feasible, with the option of scaling up to other countries. DIHR’s interventions under the project will aim at strengthening the functions of migration governance actors and other state actors and duty bearers, and will be anchored in the international human rights system, norms, and standards, including the Global Compact for Safe, Orderly and Regular Migration.

The purpose of DIHR’s support to the RMGP is also cross-cutting by integrating a human rights-based (HRBA) and gender approach across the full programme under all three (3) outcomes and thus, stimulating a dialogue on and strengthening human rights and gender knowledge and learning. In coordination and close consultation with RMGP partners and identified state actors, DIHR aims to create behavioural change among state and migration governance actors to prevent and address human rights violations against migrants and victims of trafficking in accordance with international norms and standards. DIHR will also ensure that gender is mainstreamed strategically throughout the project, including women peace and security (WPS) in line with the forthcoming Danish National Action Plan (NAP) on WPS. DIHR will thus integrate a strategic gender approach through support for the collection, analysis, and use of qualitative and quantitative disaggregated human rights data by domestic actors and that specific violations of women’s human rights, minors (girls and boys) and LGBTQI+ minorities and other vulnerable groups receive a particular focus, especially in relation to Sexual and Gender Based Violence (SGBV), countering smuggling and human trafficking.

DIHR’s approach to this project includes three key elements:

- Building on DIHR’s long standing partnership with state actors, work, strategy, and lessons learned on strengthening human rights governance actors and processes at the national level, with a tailor-made focus on migration governance actors - using experiences from other DIHR projects and interventions in the region and in sub-Saharan Africa.
- Incorporating a strong HRBA and gender approach to ensure migration management is anchored in principles of leaving no one behind, inclusiveness, rights and diversity and women peace and security.
- Adapting and iterating the project, based on continuous learning to respond to rapidly changing contexts, ensuring flexibility and relevance in implementation.

During the pilot phase, DIHR will, in addition to reaching a set of specific targets for year one, conduct a human rights and gender focused context analysis along with comprehensive assessments and baseline studies that will serve to guide the programming and further clarify baselines for the result framework and MEAL setup.

As per the RMGP programme document, DIHR will seek to create functional relationships with all RMGP partners as part of DIHR’s cross-cutting role to integrate HRBA and a gender approach across RMGP and develop synergies with other relevant international and domestic actors in the region working in migration management.

DIHR will also establish synergies with the “CAPACITY” Programme and the “Whole of Route” Programme under MIGSTAB.

The project will adopt a flexible and adaptive approach through learning, in line with Doing Development Differently (DDD). This approach ensures that DIHR will continuously assess the situation and the partnerships in the respective countries, allowing for necessary revisions and adaptations during project implementation.

Throughout the project period, no funds will be transferred directly to state partners.

The MediRights project complies with the OECD/DAC criteria for ODA as the funds allocated have the purpose of enhancing the capacity of Tunisia and Egypt state actors in migration strategies and policy development with the aim of protecting migrants' human rights, and that the allocated funds do not support border authorities with the aim of restricting migration, including support to the return of ‘third country nationals’ who have been rejected as well as border control, and security of the EU’s external borders as this would not be ODA-eligible according to the OECD DAC criterion 4) as well as OECD DAC Casebook on Migration cases 2, 3, 4, 6, 7 and 8).

1. Context analysis

This section presents briefly the political and legal context of the MediRights interventions in terms of migration and human rights protection in the two concerned countries and regionally building on the context analysis in the RMGP programme document. An extensive human rights and gender focused context analysis will be carried out in the inception phase of the programme.

1.1 Migration and migrants

Migration covers voluntary, forced, regular or irregular, international, domestic, documented and undocumented, temporary, seasonal or long-term and permanent migration, as well as labour migrants who move for employment, and economic migrants who seek to improve their standard of living. Migration is a human practice which has always existed and has been captured in more recent history as a manifestation of the fundamental right to *freedom of movement*. Root causes to migration are embedded in complex and multidimensional global or domestic crises (e.g., conflicts, authoritarian regimes, natural disasters, economic and social crises, climate change, etc.)

Building on the RMGP programme document, the MediRights project is concerned with (all/mixed) migration and the rights of migrants and is aware of the various protection regimes and regular and irregular migration situations.¹ The MediRights project refers generally to migration and migrants while specifying their legal regime where necessary.

¹ *Migrant* is an umbrella term not defined in international law and refers to a person who moves away from his/her place of usual residence, permanently or temporary, within a country or across international borders for a variety of reasons.

- *Refugee* is defined in international law. The 1951 Refugee Convention defines a refugee as a person who “owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of [their] nationality and is unable or, owing to such fear, is unwilling to avail [themselves] of the protection of that country.” A refugee qualifies for the protection of the United Nations provided by the High Commissioner for Refugees (UNHCR) under the Convention relating to the Status of Refugees from 1951.

- *Asylum seeker* is a person who seeks international protection and has a claim to become a refugee, but such decision has not yet been taken by the country he/she/they has/have submitted the claim to. Not every asylum seeker will become a refugee, but all refugees have previously been asylum seekers.

- *Internally displaced person (IDP)* is someone who has been forced to flee their home but never crossed an international border often due to violent conflict, social unrest, human rights violations or natural or human made disasters.

- *Labour migrant* is a person who moves within their state or across international borders for the purpose of employment.

- *Economic migrant* is a person who leaves his/her/their country of origin purely for economic reasons that are not in any way related to the refugee definition, in order to improve their livelihood.

- *Environmental migrant* is a person who is obliged to leave his/her/their home, or choose to do so, temporarily or permanently, inside his/her/their own country or abroad, for changes in the environment that impacts living conditions.

A human rights-based and gender approach to migration management

While each state has the sovereign right to control the admission of non-nationals into its territory, states, as duty bearers, have the responsibility under international law to respect and protect human rights of all rights holders, i.e., all individuals within their borders, regardless of their legal status, mode of travel, or country of origin. These rights include the right to life, protection from sexual and gender-based violence (SGBV) freedom from arbitrary arrest and detention, protection from torture and cruel or inhuman and degrading treatment, prevention of economic or physical exploitation and access to legal services but also economic and social rights such as right to education, health, employment opportunities etc For migrants, and particularly for the most vulnerable amongst them, women, girls, boys and LGBTIQ+ minorities and other most vulnerable categories, these rights also include the prompt examination of their circumstances by competent authorities and a full evaluation of their specific human rights protection and gender needs. With regard to the integration of WPS, the project will focus on two main tracks: 1) enhancing the protection of migrants against SGBV through enhanced protection systems on countering trafficking and smuggling of women, girls and boys and other rights-holders from heightened risks of trafficking/smuggling and 2) Mainstream a gender equality perspective into institutional strategies and mechanisms.

Despite the principle that all rights holders, both nationals and migrants, are entitled to human rights protection without discrimination, the reality is not without challenges. Migration governance is often characterised by a security approach with limited awareness, knowledge and practice of how to protect the human rights of migrants, and particularly the rights of the most vulnerable amongst them. In practice, security forces (internal, defence, border control and rescue) are the public officials mostly in contact with migrants. Migrants and organisations working on their behalf for their protection as well as regional and international human rights organisations give accounts of wide-spread discrimination, degrading treatment, police brutality during expulsion, transfer and confinement of migrants in detention centres often in inhumane conditions and in general of a widespread absence of HRBA and gender approach to the management of migration and migrants. In addition, vulnerable migrant groups, such as women, girls, boys, LGBTIQ+, are particularly at risk of becoming victim of degrading treatment, SGBV, exploitation, trafficking and smuggling, leading to tragic accidents during migration journeys and severe human rights violations, including organ trafficking, modern-day slavery, forced prostitution and torture.

The purpose of a HRBA and gender approach to migration management is to make sure that migration governance policies are not only effective in managing migration and countering human trafficking and smuggling, but are also just, humane, and respectful of the inherent dignity and rights of all individuals, especially the most vulnerable amongst them. A comprehensive HRBA and gender approach to migration management is expected to lead to systemic and transformational change in migration strategies, policies and practice that will emphasise the protection and promotion of the human rights of all migrants with a strong focus on the most vulnerable. As a result, all duty-bearers involved in migration governance must understand, respect, and protect the dignity, and fair treatment of all migrants, regardless of their origin, sex, sexual orientation, age, disability and status.

Key elements of a HRBA and gender approach to migration management would involve that duty bearers should:

- enable participation of migrants, including women, youth and LGBTIQ+ in decision making processes,
- hold decision makers and duty bearers accountable for human rights violations committed against migrants, especially women, minors and LGBTIQ+.
- strengthen policies on non-discrimination ensuring that all migrants are treated equally without discrimination based on race, nationality, ethnicity, sex, sexual orientation, age, religion, political affiliation, disability or other status,
- protect the fundamental rights of migrants such as life, liberty, security, and access to justice,
- provide access to socio-economic rights and services such as health, education and legal aid,
- enforce the right to seek asylum within their territory.

In contexts where democratic principles, the rule of law and human rights are under significant pressure, this also impacts the human rights of migrants as rights-holders and the role of duty bearers to address human rights and gender related violations committed against migrants. As primary duty-bearer, migration governance actors have a crucial role to play in the protection of vulnerable migrants. Migration governance is expected to be deepened and strengthened qualitatively using a HRBA and a gender approach through awareness raising, capacity building and

legal and policy reforms to create behavioural change and increase the focus on rights-holders and their specific protection needs.

The human rights of migrants is also closely linked to the Women Peace and Security (WPS) agenda, both when it comes to the importance of mainstreaming gender equality in migration governance institution, but also in contributing to preventive and protection measures against SGBV, such as training on SGBV for migration governance actors, and supporting the collection and analysis of disaggregated data on the number of migrants that are victims of SGBV.

1.2 Migration in the MENA region

Across the Middle East and North Africa region (MENA), significant proportions of citizens are leaving or considering leaving their home countries. Migration has long been a feature of the MENA region, with countries serving as points of origin, transit, and destination. It can be broadly characterized by three closely interrelated patterns: i) forced migration, including refugees and asylum seekers, and internal displacement, ii) complex and irregular migration flows and iii) labour migration. Migration dynamics in the MENA region are driven by several factors, including demographic and socio-economic trends, conflicts, and severe environmental and humanitarian crises in several countries as, for instance, in western African countries, Syria, Sudan, and Palestine causing large-scale displacement and threatening the regional stability. Migration dynamics are also interrelated. Forced migration can lead to irregular migration as displaced persons flee conflicts and other crises to seek better opportunities abroad. Similarly, economic migrants might become part of irregular flows due to restrictive immigration policies. The movement of labour migrants also ties into broader economic and social dynamics, reflecting the interconnected nature of migration in the MENA region. North Africa, due to its geographical location, is both a prevalent destination and a common transit region for many Sub-Saharan migrants wishing to travel to Europe via the Mediterranean. As of mid-2020, North Africa hosted an estimated 3.2 million international migrants. The countries within North Africa that serve as migrant destination, transit, and departure, include Algeria, Egypt, Libya, Morocco, Mauritania, and Tunisia.

The complex and multidimensional nature of migration in the MENA region requires a holistic approach which includes country-specific responses to address unique circumstances and challenges faced by each nation and regional cooperation to effectively manage migration flows and ensure protection of migrants' rights across borders, especially the needs of the most vulnerable amongst them. Often, overwhelmed by the influx of migrants, states with generally weak migration governance have outsourced responsibilities to UN agencies or other international organizations/service providers. Inter-governmental organisations such as the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and International Center for Migration Policy Development (ICMPD) thus play an important role in dealing with and, to some extent, managing migratory and refugee flows and facilitating regional policy dialogues in the MENA region.

1.3 Tunisia

The Tunisian revolution of 2011 ushered in positive political transformations, fostering a more engaged civil society, a fortified human rights advocacy, and expanded press liberties. However, over a decade later, these strides are in jeopardy amidst democratic backslidings. Following two years of political crisis, on July 25, 2021, President Saïed dismissed the head of government and imposed a freeze on parliament. On September 22, 2021, the president issued a Decree No. 2021-117, further consolidating his authority above constitutional law, sparking concerns among civil society and political parties about a significant authoritarian turn in Tunisia. In general, human rights are considered by the UN human rights organs, INGOs and NGOs to be under pressure in Tunisia. In the past three years, authorities have escalated their crackdown on political opponents, human rights defenders and peaceful activists, including arbitrary arrests, travel bans, and prosecutions.

Tunisia is a country of departure, transit and, more recently, temporary settlement for migrants, refugees and asylum seekers attempting to cross the Mediterranean Sea with the hope of reaching Europe. The number of Tunisians attempting to reach Europe has notably increased since mid-2017, making them the second largest nationality among migrants arriving in Italy through the Central Mediterranean route.

Tunisia has not ratified the International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (ICRMW) (1990) and the Africa Union (AU) Protocol to the Treaty establishing the African Economic community relating to Free Movement of persons, right of residence and right of establishment (2018).

Since February 2023, a climate of impunity has prevailed following Tunisia's President's hate speech against migrant communities. UN experts raised concerns in July 2023 about Tunisia's alleged discriminatory treatment of sub-Saharan migrants and urged authorities to take urgent measures to stop collective expulsions and protect the human rights of all migrants. Civil society actors, such as the OMCT (World Organisation Against Torture), denounce *institutional violence* which remains a daily occurrence for migrants, refugees, and asylum seekers in Tunisia. They also report occurrences of abuses and violations, including instances of torture which remain a grave concern. Additionally, human trafficking continues to pose a significant challenge in Tunisia. Vulnerable migrants, especially women, boys and girls, are particularly at risk of becoming victim of trafficking networks. There is insufficient law enforcement cooperation, victim identification and support services, and awareness-raising campaigns to meaningfully address these human rights violations and the systemic racism often undergirding them.

Tunisian independent state actors met in February 2024 and highlighted the lack of a unified management of migration in the country, lack of available data and serious concerns over the violations committed against migrants including in detention. Furthermore, the absence of genuine participation from civil society, including in agenda-setting and input collection, undermines the effectiveness and inclusivity of migration governance efforts.

In 2023, EU and Tunisia signed a 'Memorandum of Understanding on a Strategic and Comprehensive Partnership' emphasizing economic and migration policies. Of the total MoU sum of €950 million, the EU pledged €105 million to adopt measures to combat human trafficking, fortify border management, and facilitate migrant repatriation. This MoU is raising concern among stakeholders in both Tunisia and Europe (including the EU parliament and the EU ombudsman) as it is considered to prioritise a security approach over the respect and protection of the human rights of migrants.

The tragic situation of migrants in Tunisia was recently highlighted as reports came out in May 2024 about the so-called "desert dumps" in at least three North African countries, including Tunisia. The reports revealed that funds from European countries were used to finance operations where migrants, trying to get to Europe, were detained, loaded onto buses, and dumped in the desert, deprived of dignity and fundamental rights.

1.4 Egypt

For many years, the UN human rights organs, international NGOs and Egyptian independent civil society have denounced massive crackdown on journalists, peaceful activists, and human rights defenders, including arbitrary arrests, intimidations, travel bans, and freezing of assets. Grave human rights violations, including torture and forced disappearances, are committed by law enforcement with impunity. While this generally degraded human rights situation impacts many sectors of society, it also has repercussions on migration management by state authorities.

Egypt's migration landscape has shifted from being primarily a country of emigration to increasingly serving as a destination and transit point for migrants. As a country of origin, high unemployment rates, informal work, low wages, and declining job quality drive many Egyptians, particularly youth, to seek opportunities abroad. Recently, Egypt has become a destination and transit hub for migrants, including refugees from Syria, Sudan, and Eritrea,

due to its strategic position between Africa, the Middle East, and Europe. This influx strains the country's resources and governance systems, particularly concerning the forced returns of Sudanese refugees who often face unsafe conditions and human rights violations upon their return. Human trafficking and smuggling are additional challenges faced by Egypt as both a transit and destination country. These illicit activities exploit the vulnerabilities of migrants and asylum seekers, necessitating robust legal frameworks, law enforcement capabilities, and international cooperation to combat trafficking networks and protect victims. This complex situation has also revealed gaps in Egypt's legal and institutional frameworks for managing migration.

Migrants and asylum seekers in Egypt often struggle with legal and protection issues, hindering their access to basic services, employment, and legal rights. In addition, economic hardships compound difficulties faced by migrants and asylum seekers, who often find themselves in the informal sector with limited job security and exploitative working conditions. Access to essential services such as healthcare, education, and social services is also restricted, forcing many to rely on international organizations and NGOs for adequate support.

Egypt is a signatory to the 1951 Refugee Convention and its 1967 Protocol, as well as the 1969 Organisation of African Unity Refugee Convention. However, Egypt does not yet have a specific law to regulate the situation of refugees. Consequently, laws regulating the status of foreigners are applied to refugees. The UNHCR has until now been processing asylum claims and granting refugee status on behalf of the Egyptian government on the basis of the 1954 memorandum of understanding between the government and UNHCR. In June 2023, the Egyptian cabinet passed a draft law to regulate the rights of asylum seekers and refugees in the country. The draft law proposes the establishment of a Permanent Committee for Refugee Affairs as the primary legal entity on all refugee matters. Once established, the committee will collaborate with the UNHCR, other pertinent international organizations, and domestic authorities to provide services and assistance to all refugees.

The 2023 draft law also stipulates that refugees and asylum seekers must formalize their status within one year of the law's bylaws being ratified. Subsequently, Egyptian authorities introduced a decree requiring undocumented migrants or those with expired residencies to "legalize their status" by June 30, 2024, under a minimum fee of USD 1,000. Reports of ongoing arrests and deportation campaigns have heightened concerns among migrants, impacting their freedom of movement and access to essential services.

Finally, and overall, the lack of credible information and data on migration further complicates efforts to develop effective policies and programs to address the needs of migrants and asylum seekers in Egypt.

1.5 Relevance and justification of DIHR support to RMGP

As the National Human Rights Institution (NHRI) of Denmark, DIHR works mainly through human rights state actors and duty-bearers within their respective countries such as sister NHRIs and Governmental Human Rights Focal points (GHRFPs). In such engagement, DIHR applies a systemic approach with the understanding that change needs to be leveraged through key actors operating in the National Human Rights System to create long-term behavioural change that will impact policy decisions and implementation. Working with sister NHRI's and other national independent institutions is a core part of DIHR's work and such support remains vital in advancing the human rights agenda and strengthening the effectiveness of national human rights systems, particularly when their independence is at stake. Working with GHRFPs requires a deep understanding of the political, social, economic and cultural dynamics within the national and institutional context. Despite their central role as duty-bearers, programming with GHRFPs is often subject to internal government processes and constraints, which poses challenges to implementation.

DIHR is one of the few NHRIs that works internationally, which creates a unique combination of being an independent national state institution providing support to other state or sister institutions around the world and thus has the ability to develop relationships based on mutual understanding and trust, by "being in the same boat". This unique position has enabled DIHR to continue supporting state actors in complex political situations when other international actors have not been able to continue its support. DIHR is also recognised internationally as a leading institution on good practice and innovation in the application of HRBA. DIHR has led in the development

of tools, methods and resource materials to assist development agencies and other institutions in applying the human rights framework in practice in their field of operation. Between 2017-19 DIHR assisted the EU in operationalising its policy commitment to apply the HRBA in all European-financed development assistance. During 2023-2024 DIHR has worked with French development agency on an initiative to improve accountability around the application of the HRBA in practice. As part of this work, DIHR has developed a practical tool for policymakers, practitioners and M&E experts, inspired by the OECD/DAC gender marker, to monitor the extent to which HRBA has been applied in an intervention in practice. The tool was developed with the support of a reference group comprised of leading European and other development agencies and human rights and development experts. Like the HRBA itself, the tool can be adapted for use in multiple settings.

Drawing on its unique national and international expertise in human rights and equal treatment issues, DIHRs added value to the RGMP is to provide technical support via a dedicated HRBA and gender support desk - including undertaking of context analyses, development of tailored learning materials, and provision of guidance for MEAL teams - to the four implementing partners and to the programme stakeholders, so that they can more fully apply human rights and equal treatment standards in migration management in practice.

The support desk will be operational and proactive, combining ongoing provision of virtual HRBA and gender equality guidance with boots-on-the-ground engagement with implementing partners and local stakeholders. For those RMGP partners that have already developed HRBA and gender equality policies, DIHR envisages a peer-to-peer exchange, identifying operationalization gaps and challenges and how to address them, including through support from RMGP which could include generate thematic discussions and research on the different rights of migrants, including a focus on economic and social rights. For other partners and stakeholder institutions, it may be necessary to develop HRBA and gender equality policies from scratch or to conduct an institutional audit to identify any structural weaknesses and propose follow-up measures, within the spirit of programmatic partnership and solidarity including dialogues to identify different thematic needs. Where analytical or knowledge gaps exist in relation to different rights of migrants, including also economic and social rights, the support desk will undertake field visits and / or commission independent local expertise to ensure that HRBA and gender tools and training materials are adapted for use in each country / operational setting

A core component of DIHR's added value to RMGP is DIHR's *partnership approach*. The *partnership approach* supports sustainability and promotes long term engagement. The uniqueness of DIHR's *partnership* lies in the trust-based relationship between DIHR and its partners. Meaningful partnerships entail open dialogue, wherein both parties can address challenges and identify solutions collaboratively. Importantly, DIHR *partnerships* extend beyond capacity-building to encompass the broader goal of strengthening the entire national human rights system in the long term. The approach can be characterised by four main elements: i) understanding the partner and the context of the partner; ii) setting the ground and foundation for strategic engagement; iii) ensuring strategic engagement of the partner with other relevant stakeholders; and iv) confidential and trusted relationship-building. The partnerships are grounded in shared values, objectives, commitments to long-term sustainability, and mutual respect. The partner is the main driver that will create change, both in its own performance and in the context of the national human rights system where it operates. The partner's needs and strengths thus define the content of the *partnership*, within a given context. The learnings from DIHR's experience working with state human rights actors have underscored the necessity of continuous follow-up and constant efforts to sustain motivation over long-term strategic processes to achieve transformative systemic human rights-based policy change.

DIHR also engages with non-state actors, albeit often in a more indirect manner. The aim is to facilitate constructive human rights-based dialogue and interaction between state actors and civil society organisations, such as NGOs, think tanks, private universities, and research centres, thereby enhancing the overall effectiveness of human rights initiatives. DIHR also collaborates with regional and international human rights actors to jointly support projects and activities, and to participate in global agenda-setting.

DIHR recognizes the need to engage with a broad spectrum of actors to be able to address key human rights challenges holistically and create long term, systemic and behavioral change, in particular when navigating in politically sensitive contexts. This includes both duty-bearers and rights-holders whose roles and/or mandates are essential to the functioning of the National Human Rights System for the promotion and protection of human

rights. DIHR was reviewed by MFA in June 2024. The review concluded that the DIHR is met with great respect from partners and is a good strategic match with the priorities of the MFA. The review further found that “DIHR’s global reach as a human rights learning platform combined with its work on the ground in partner countries constitutes a strong competitive advantage”. The organisational level of DIHR was also reviewed and assessed as having “a well-functioning and clear governance structure and highly motivated and competent staff with considerable international experience”.²

1.5.1 DIHR’s work in MENA, regional Africa, central Sahel and coastal West Africa

DIHR has collaborated extensively with state actors and duty bearers in the MENA region for over a decade. Since 2012, DIHR has established partnerships with human rights state actors and has worked with international actors operating in the region. DIHR’s work has been funded by several entities and has evolved over the years. DIHR was part of the MENA Consortium for Human Rights and dialogue (2017-2022) funded by the Danish Arab Partnership Programme (DAPP) and is currently involved in the MENA Human Rights and Inclusion Consortium (HRIC) (2022-2027 /Dignity, KVINFO, IMS) funded by the DAPP, which focuses on Tunisia, Morocco, Jordan and Egypt. On 30 June 2024, DIHR, as the Lead, concluded the Tunisia TRUST Consortium (2019-2024 /Dignity, EuroMed Rights & Kawakibi) funded by the Swiss Development cooperation.

Despite evolving programmes and funding, DIHR’s core areas of work in the region remain consistent:

- Providing technical assistance to GHRFPs to help them fulfil their mandates, both regarding international obligations and domestic human rights implementation.
- Assisting domestic independent institutions in the MENA region, including NHRIs, to actively promote and protect human rights.
- Strengthening mechanisms for public participation and promoting human rights in national reform programmes.
- Generating knowledge, exchanging experiences, promoting awareness, and fostering networking for mutual capacity development and learning, including facilitating regional dialogues and exchange.

DIHR's extensive experience in the MENA has highlighted the effectiveness of its partnership approach in addressing several human rights challenges. Establishing and maintaining long-term partnerships has proven to be crucial as it requires time and resources to build trust, especially when working with state actors in a rapidly changing context. Working with duty bearers provides a unique opportunity to create behavioural change to enable human rights-based policy and law reform and enhanced human rights-based governance. Progresses are contingent on the prevailing political will and national priorities, but even when these are less favourable, DIHR has managed to continue working with the administration and key drivers of change within these actors to more effectively address human rights violations of rights-holders.

DIHR experience in the MENA region over the past decade underscores the importance of adaptable approaches, deep contextual understanding, and sustained engagement in navigating complex human rights landscapes. These lessons inform our engagement with state actors and emphasize the need for flexibility, collaboration, and strategic partnerships to drive meaningful change.

DIHR has been working in Tunisia for more than a decade and has an office in Tunis. As a result of its long engagement for more than ten years, DIHR has long-standing partnerships with catalytical actors of the national human rights system including “le Commission nationale de coordination, d’élaboration et de présentation des rapports et de suivi des recommandations dans le domaine des droits de l’Homme” - CNRDH (Tunisian GHRFP) mandated to report and coordinate the implementation of human rights for the government. The work with CNRDH, comprising representatives from all the ministries, has allowed the DIHR to establish a broad network and to facilitate its access to other state actors including the Ministry of Interior and the Ministry of Justice. DIHR also maintains an ongoing dialogue with the Tunisian ministries of Social Affairs and Youth.

² “Support under the Development Engagement Document (DED) 2021-2025”, 20 June 2024

DIHR also has partnerships with independent instances such as the INPT – Instance Nationale pour la Prévention de la Torture (agency for the prevention of torture) and INLCTP – Instance Nationale de Lutte Contre la Traite des Personnes (agency combatting trafficking), which are state actors with an independent mandate from the government. DIHR has been working with the two agencies under several projects.

The partnership with INPT has been strengthened over the years, particularly through the recently concluded TRUST project and collaboration through the DAPP including the development of a joint action plan to structure the partnership between DIHR and INPT for the next three years with plans to sign an MoU.

DIHR's support to state actors in Tunisia focuses on creating long-term change from within, including both thematic and structural support, to create a confidence-based dialogue platform where the partner feels confident to ask for support for issues and challenges that normally are not addressed by shorter and more theme specific interventions.

As a result of this long-term engagement approach in Tunisia, despite increasing restrictions on international actors in the country, DIHR continues to be a privileged interlocutor and a trusted partner on a range of key human rights issues.

Scoping missions in 2023 and 2024, under the DAPP, have prompted DIHR to consider resuming work in Egypt. DIHR has recently initiated dialogue with the NHRI, the Egyptian National Council for Human Rights (ENCHR). The ENCHR visited DIHR's offices in Copenhagen in June 2024 and showed great interest in establishing a long-term partnership. In October 2024 DIHR signed an MoU with the ENCHR and agreed, as a first step, to start working on the restructuring of the council in line with the Paris Principles and implementation of the agreed areas of collaboration is ready to start. Such restructuring is supposed to institutionally strengthen the ENCHR role to monitor and report on human rights violations, including the rights of migrants and DIHR. Such institutional support is in line with DIHR's partnership approach to support state actors to institutional change from within to more effectively implement their mandate. The next step is to initiate discussions with ENCHR on specific thematic issues, such as the rights of migrants, but anchored to the institutional reform process. Additionally, DIHR has started dialogue with the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP). The NCCPIMTIP serves as the central coordinating body for all policies, national guidelines, action plans, and programs related to irregular migration, acting as an advisory entity to relevant authorities and institutions and reporting directly to the Prime Minister. Beyond the identified actors in Egypt, DIHR is continuously exploring possible partnerships with other relevant migration and anti-trafficking actors in Egypt.

At the regional MENA level, DIHR collaborates bilaterally with human rights state actors in Morocco, Jordan and Palestine. In both Jordan and Morocco, DIHR has local staff leading the implementation of the DAPP. Throughout its work in the region, DIHR has developed a robust regional component that facilitates dialogue among its partners on relevant human rights issues and challenges.

At the regional Africa level, DIHR has long-standing and substantive expertise in human rights frameworks, including those specifically relevant to migration. DIHR conducts research, provides advisory services and technical assistance specifically to state actors, including NHRIs, governmental actors, justice, as well as law enforcement actors. The Institute has experience managing large and complex projects in North and sub-Saharan Africa with governmental and security actors. In 2018, DIHR supported the African Commission on Human and Peoples' Rights ("ACHPR") to conduct a pilot study on migration and respect for human rights, focusing on the responses provided by state authorities in Niger. The pilot study focused on the migratory route from Niger to North Africa and provided an overview of the key human rights challenges faced by migrants on their journey. In 2022/2023, DIHR conducted a second more extensive study on the human rights impact of law enforcement on asylum seekers, refugees and migrants in Africa, which remains confidential as it awaits adoption by ACHPR. The study examines the overarching normative framework at the ACHPR level, to be used to inform the daily actions and discretionary choices of law enforcement officials. It examines the key human rights challenges affecting migrants, drawing from relevant international human rights law, refugee law, humanitarian law, as well as relevant

soft law instruments. This framework is also informed by the African regional standards and norms relating to law enforcement and criminal justice.

DIHR has also more than 20 years of experience in building the capacity of security actors to respect, protect and promote human rights in Central Sahel, including Burkina Faso, Mali, and Niger, often countries of origin. The support includes the development of human rights training manuals for police, gendarmerie, national guard, penitentiary guards etc. The support also includes the inception of training programmes that became part of the curricula of the police, gendarmerie and penitentiary schools, and the establishment of well-functioning internal control mechanisms within these security institutions. All this was done through DIHR's partnership approach of advising and mentoring and ensuring local ownership and sustainability. Beyond working with sister NHRI's in Central Sahel, DIHR has also established a strong relationship with CSOs in those countries in promoting dialogue aimed at establishing or restoring trust between the population and the security actors and help these CSOs to strengthen external human rights monitoring systems to hold the security sector accountable, a crucial component also when it comes to migration management.

DIHR also has experience working in coastal West Africa States, including Ivory Coast, Benin and Ghana, focusing on human rights and security, among other thematic areas. The support includes human rights knowledge and awareness with security actors and human rights education through universities. Combining DIHR experiences from previous work in MENA and Africa, one of the key learnings is that there is an increased need for enhanced human rights-based governance, including enhanced HRBA and gender-based migration governance in the MENA/Africa region. This is also a priority for many of the state actors the Institute has engaged with. Throughout implementation of the RMGP, DIHR will use its experience from the central Sahel and coastal West Africa, in the MENA region, primarily when it comes to finding linkages and strengthening the development of well-functioning, holistic, national human rights systems, where migration governance actors and law enforcement agencies operates, within the framework of the rule of law, and respects, protects and promotes human rights and is accountable and responsive to the people it serves without discrimination.

Throughout project implementation, it is crucial for DIHR to carefully assess the political will in the countries where it operates, and what type of support it provides, to avoid being instrumentalized and used for so-called "human rights washing" so as to ensure that the targeted changes are transformative, systemic and ultimately improve the human rights situation of rights-holders.

2 Objectives, Theory of Change and Summary of the Results Framework

2.1 Overall objective

The overall development objective for RMGP is that migration management is enhanced, safe, orderly and rights-based in several focus countries in the MENA region. DIHR will support *outcome 1* and *outcome 3* under the overall RMGP programme. The purpose of DIHR's support to the RMGP is also cross-cutting by integrating a HRBA and gender approach across the programme under *all outcomes* and stimulating a dialogue on human rights and gender knowledge and learning in coordination with RMGP partners and identified state actors. The goal is to create the conditions for transformative, systemic and behavioural change among state and migration governance actors, to prevent and address human rights violations against migrants and victims of trafficking in accordance with international norms and standards.

2.2 Theory of Change explained

DIHR brings a unique added value to the migration governance space in Tunisia and Egypt by focusing on a holistic human rights-based approach (HRBA). DIHR's role fosters long-term systemic change, and its added value lies in the ability to integrate a comprehensive HRBA into the core interventions and practices of key institutions, including ministries, human rights institutions and other independent state actors, migration authorities, law enforcement bodies, and civil society organizations. The main objective is to ground migration policies, strategies, and actions in human rights to ensure that the rights of migrants are protected, and continuously respected. One of DIHR's key contributions is the technical expertise to ensure that migration governance systems adopt and institutionalize human rights and gender, including WPS, sensitive data collection and management practices. This includes developing frameworks for data disaggregation that capture key indicators such as sex, age, geographical

origins and migration status. Such methodologies are crucial for identifying the needs of vulnerable groups, detecting patterns of human rights violations, and shaping evidence-based policies. Another crucial contribution relates to technical expertise on the establishment of internal oversight mechanisms, with the purpose that migration governance actors strengthen their capacity to, as a first step, themselves monitor and investigate human rights violations within their own institutions. In addition, DIHR's focus on partnership building enhances the overall coherence and effectiveness of migration governance. This partnership approach not only strengthens institutional capacity but also enhances coordination between national and regional actors, ensuring a more unified and human rights-compliant response to migration challenges. The HRBA and Gender Support Desk will offer consistent advisory and technical assistance, serving as a hub of expertise that enables partners in Tunisia, Egypt, and beyond to effectively respond to complex migration challenges, including both civil and political rights and economic and social rights. Integrating gender-sensitive and rights-based perspectives into migration policy and practice makes governance systems more inclusive and responsive, addressing the specific needs of women, children, and marginalized communities.

As shown in the ToC diagram in annex 3, DIHR will provide support to *outcome 1* and *outcome 3* of the RMGP. Key actions and outputs leading to the two outcomes are explained below. DIHR's crosscutting role will *cut across all outcomes*, but without specific outputs under outcome 2.

Outcome 1: Enhanced migration management (including strengthened border management, AVR/R, documentation etc)

Output 1: Capacity development tools and processes for migration governance actors enable them to fulfil their mandate in a human rights and gender compliant manner

To reach this output, DIHR has initially identified ICMPD as a regional actor and the Ministry of Interior along with law enforcement academics in Tunisia as actors playing a significant role in migration management training. These actors have demonstrated a willingness to incorporate HRBA and gender in migration management in their educational interventions to further strengthen roles of duty-bearers and rights-holders. International support is already directed at capacity development of migration governance actors in the region but the curricula and learning approaches do not sufficiently integrate HRBA or gender approaches, including WPS, as central to the learning - neither in terms of content, nor processes and ICMPD has specifically expressed interest in collaborating with DIHR to enhance ICMPD's knowledge and expertise in this area part of ICMPD's training of migration governance actors, including border guards and law enforcement agencies. In light of this, DIHR will support the identified migration management actors in Tunisia on integrating HRBA and on how to address gender inequality, including WPS, in existing training and education systems. A key action here is to support the selected partners with planning, development and revision of training curricula. Moreover, training of trainers (TOT), as well as measuring and evaluating learning effects, will be some of the main activities in this chain of change to more effectively identify long-term systemic and behavioural change among migration governance actors. More concrete example of possible work with migration governance actors in Tunisia is with the two existing inter-agency border management training centres in Nefta (co-financed by Denmark) and Oued-Zerga. These centres, in partnership with the respective existing schools of each structure, namely, the Border Guard, Border Police, both under the authority of the Ministry of the Interior, and Customs, under the authority of the Ministry of Finance, aim to equip field staff with the skills needed to effectively carry out their joint operational activities and fulfil their respective mandates. By focusing on these two training centres, DIHR can leverage existing infrastructure and expertise improve the integration into border management practices and ensure compliance with international standards.

DIHR will as part of this output integrate knowledge and lessons learned experience from working with human rights and security actors in central Sahel and coastal West Africa.

If deemed possible, DIHR will also explore similar interventions with state actors and relevant RMGP partners in Egypt. The planned HRBA and Gender Support Desk also aims to contribute to this output.

Output 2: Human rights, WPS and Gender-based data collection methodology developed with partners in Tunisia and Egypt

To reach this output, a key strategy is to improve the collection and analysis of human rights and gender related data on migration. In Tunisia and Egypt, representative data on migration is sparse, with little focus on the human rights situation of migrants, the specific gender related discrimination vulnerable groups are facing and victims of human trafficking and smuggling. Thus, DIHR will support with research, training and sparring with different domestic actors including ministries, and NHRIs in Tunisia and Egypt to develop human rights-based and gender sensitive data, including economic and social rights of migrants, as well as including data on SGBV against migrants, collection methodologies that can inform for example policy decisions and awareness raising which can create behavioural change of duty bearers to prevent and address human rights violations against migrants- especially, women, girls, boys, LGBTIQ+ and other most vulnerable categories.

In Tunisia, the initially identified actors are Ministry of Social Affairs (MoSA), Observatoire National de la Migration (ONM), and the Instance National de Prevention de la Torture (INPT).

An agreement in principle has been reached to formalise the partnership through a memorandum of understanding (MoU) with MoSA and ONM to coincide with the launch of RMGP. Three possible areas of collaboration have been identified.

- collect and analyse data about vulnerable migrants, with a special focus on women, girls, boys and other discriminated categories.
- develop studies and research on the challenges faced by migrants during their journeys from a rights-based and gender perspective, including WPS and economic and social rights of migrants
- develop evidence-based, rights and gender-based interventions, programmes and policies in the field of migration governance.

Furthermore, the envisaged collaboration with ONM will extend to the reactivation of a group of technical and financial partners supporting migration governance in Tunisia. This group, initially reserved for donors and international implementing agencies, has existed in several forms and has been paused on several occasions. During discussions with the MoSA and international stakeholders involved in migration in Tunisia, DIHR noted a consensus emerging around the need to resume the group's work in a more structured form, to ensure Tunisia's ownership, represented by the ONM.

As part of the joint action plan agreed with INPT, DIHR will collaborate with INPT to produce thematic reports, including a report on the situation of migrants in detention centres as well as the support to develop methodologies on how to collect and analyse disaggregated data on the situation of migrants in detention and specific discriminated categories amongst them.

In Egypt, the initially identified actor is the Egyptian National Council for Human Rights (ENCHR). In October 2024, DIHR signed an MoU with the ENCHR and agreed, as a first step, to start working on the restructuring of ENCHR in line with the Paris Principles and implementation of the agreed areas of collaboration is ready to start. Such restructuring is supposed to institutionally strengthen the ENCHR's role to monitor and report on human rights violations, including the rights of migrants. Such institutional support is in line with DIHR's partnership approach to support state actors to institutionally change from within to more effectively implement their mandate which indirectly have an impact on all thematic issues part of ENCHR's mandate. The next step is to initiate discussions with ENCHR on specific thematic issues, such as the human rights of migrants, a gender approach to migration including WPS while continuing anchoring collaboration to the institutional reform process.

Leveraging ENCHR's pivotal location and its strong relationships with other state actors involved in migration management, the project aims to address the main challenge of sparse and inadequately detailed data on the human rights conditions of migrants and gender related challenges including SGBV. An initial assessment will help pinpoint gaps in existing data, particularly focusing on human rights and gender equality. Enhanced training programs will develop skills in research methods, data processing, and quality assurance among ENCHR staff and other key stakeholders. ENCHR will facilitate collaboration with other key stakeholders relevant to data collection on migration, such as the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP). This strategic approach will ensure alignment with broader interventions

under *outcome 3, output 2* aimed at improving migration-related human rights data, contributing to better protection of migrants and more informed policymaking.

In both countries, key actions will include providing training on both quantitative and qualitative human rights and gender, including WPS, data collection methodologies and offering technical support to enhance data disaggregation, harmonization, and overall quality including economic and social rights of migrants. Additionally, DIHR will offer human rights and gender-based analysis and evidence-based research to inform policy decisions. During the pilot phase, DIHR will also explore other partnerships and collaboration in Tunisia and Egypt under this objective with other state actors but also non-state actors such as research institutes and academia, if deemed possible and/or necessary.

Output 3: HRBA, WPS and Gender knowledge and learning to migration management is strengthened across the deliverables of RMGP partners through DIHR's HRBA and Gender Support Desk.

While mandates and operational involvement of the international actors intervening in the field of migration under the RMGP are complementary, they can sometimes be at odds. Initial contacts by DIHR indicate that the RMGP partners responded positively to a proposition to convene dialogue meetings or to create similar kinds of dialogue spaces on knowledge sharing and strengthening coherence with a specific focus on HRBA, human rights and gender equality, including WPS compliance in migration governance. These dialogue meetings/spaces will be fact-based and confidential to the partners (Chatham House Rule based), allowing for open discussion on the human rights and gender related challenges faced, compliance issues, sharing of lessons learned, and programme adaptations with regard to the rights of migrants, also including economic and social rights. Data collected and research conducted in Tunisia and Egypt will inform these dialogues. Initially, RMGP partners will be the main participants in these dialogues, possibly with MFA as observer, to build functional relationships between RMGP partners.

The creation of a dialogue space for RMGP partners, which aims to build confidence and trust among RMGP members, will also enable DIHR to work to establish a HRBA and Gender Support Desk to mainstream human rights and gender related issues. The main objective of the HRBA and Gender support desk is to strengthen the human rights component in the RMGP and to initiate the integration of HRBA and gender approach into the different interventions and deliverables of the RMGP partners with regard to the rights of migrants, including economic and social rights. The support desk will also create a space where RMGP partners can meet to discuss, learn and share experiences for a more coordinated approach to human rights and gender-based migration management, ensuring that evolving challenges related to human rights and gender are proactively addressed which could include generate thematic discussions and research on the rights of migrants and also engage in dialogue with actors and stakeholders specializing in the rights of migrants, including their economic and social rights. By providing ongoing feedback loops and fostering shared learning, the desk aims to support partners in adapting to emerging issues and maintaining compliance with HRBA and gender objectives.

The HRBA and Gender Support Desk will act as a central hub, supported both by DIHR project team based in Copenhagen, Tunisia and Egypt, by providing tailored support and resources for RMGP partners to embed human rights and gender-sensitive approaches within their migration governance strategies regarding the rights of migrants including their economic and social rights. This will include offering on-demand advisory support, technical assistance, and training programs aimed at reinforcing the partners' capacity to integrate these approaches across their respective operations.

To support the establishment of a HRBA and Gender Support Desk, DIHR will during the pilot phase establish a task force/working group of all the RMGPs with an aim to jointly develop the needed tools and knowledge in close cooperation with DIHR's research department with expertise on migration and human rights, senior HRBA experts, and senior human rights and gender advisors. This will include tools related to the integration of HRBA and Gender in terms of capacity development, training programmes, protection of migrants and more generally the governance of migration from a rights and gender perspective including economic and social rights of migrants. The aim of such a methodology is to ensure a participatory approach to the development of tools and the creation

of synergies between the RMGP partners. The kind of support provided through the support desk will also depend on the kind of collaboration DIHR will be able to establish with the RMGP partners.

After the pilot phase, DIHR aims to continue its role as coordinator of this task force/working group by updating the tools, alerting and proposing appropriate measures in case of non-compliance with the pre-established HRBA and gender objectives for each of the RMGP partners, and coordinating the capitalization and exchange of practices within the framework of the RMGP. This is with the view of creating long-term behavioural change among duty bearers to integrate human rights and gender in migration management to prevent and address human rights violations of migrants. The HRBA and Gender Support Desk will also serve as a platform to discuss evaluation of learning effects and outcome harvesting across RMGP. Furthermore, the HRBA and Gender Support Desk will serve as a key resource for monitoring and evaluating the effectiveness of the HRBA and gender integration efforts. Regular reports and assessments will be generated to highlight progress, challenges, and areas needing improvement.

Output 4: Enhanced knowledge and capacity to strengthen / establish human rights, WPS and gender based internal oversight mechanisms with identified state actors/migration governance actors

Another chain of change is to work with relevant migration governance actors to enhance their knowledge and capacity on human rights based internal oversight mechanisms. In Tunisia, the initially identified actors include the Ministry of Social Affairs, Observatoire National de la Migration (ONM), the Instance National de Prevention de la Torture (INPT), the National Instance against Human Trafficking (INLCTP) and, the National Guard (Ministry of Interior - border management agency). Following constructive and continuous dialogue with DIHR, the National Guard has expressed the need to establish an effective internal oversight mechanism to reinforce Tunisia's border management practices and to be able to measure its commitment to human rights. As part of the MediRights project, DIHR will deepen the conversation with the National Guard to explore how such internal oversight mechanism could look like in practice.

In Egypt, the key actors are the Egyptian National Council for Human Rights (ENCHR) and the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP).

During the pilot phase, a key action will be to conduct a comprehensive assessment to identify and evaluate the capacity, willingness, and openness of these actors to collaborate on integrating human rights and gender-based oversight practices. This assessment will strategically target efforts and resources to foster a cooperative environment conducive to meaningful progress in internal oversight and human rights and gender compliance. Enhancing the capacity of these identified actors in internal oversight will increase their ability to effectively engage in discussions with various government actors, including ministries and law enforcement agencies, to emphasize the importance of internal oversight mechanisms that are grounded in human rights principles. Strengthening these mechanisms is crucial for ensuring accountability and transparency within government operations to prevent and address human rights violations of migrants and holding decision-makers accountable. At present there is limited, if any, exchange of experience between domestic and international actors, including RMGP partners, on setting up and managing such internal oversight mechanisms and an initial action will be to initiate a dialogue with identified migration governance actors on this issue and building the knowledge of RMGP partners, through the HRBA and Gender Support Desk, on the role and responsibilities of human rights and gender based internal oversight mechanisms. Subsequently, when the specific actors involved have been identified, knowledge exchange interventions and capacity development on human rights and gender will be undertaken.

Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)

DIHR does not intend to engage directly under *Outcome 2* of the RMGP. No specific interventions or outputs are planned for this outcome. However, it is important to note that the HRBA and Gender Support Desk established under *Outcomes 1 and 3* are cross-functional. This means that DIHR will remain responsive to the requests from

RMGP partners that relate to the integration of Human Rights-Based Approach (HRBA) and Gender in their programming under *Outcome 2* also including economic and social rights, where relevant

During the pilot phase, DIHR will engage with RMGP partners on their needs under *Outcome 2*. If partners identify gaps or express a need for support in these areas, DIHR will assess whether it can provide targeted assistance through the HRBA and Gender Support Desk. This support may include guidance on best practices, training, and capacity-building initiatives aimed at ensuring that migration policies and programs are aligned with human rights and gender equality principles. DIHR's support under *outcome 2* will thus be on an ad hoc basis, with the aim to enhance the overall coherence and effectiveness of the RMGP through its Support Desk.

Outcome 3: Support to livelihood and countering migrant smuggling and trafficking

Output 1: Human rights, gender and WPS considerations are central to the data collection, research, and analysis efforts of relevant antitrafficking bodies

Similar to *outcome 1 output 2*, a key strategy to more effectively integrate HRBA and gender perspectives, including WPS in interventions to prevent human trafficking and smuggling is to improve the capacity of anti-trafficking bodies to collect and analyse human rights and gender related data on SGBV, human trafficking and smuggling with regard to the rights of migrants, including economic and social rights, such as access to health, education and employment opportunities as part of preventing human trafficking and smuggling of migrants. In Tunisia and Egypt, representative data on migration and trafficking is sparse, with little focus on the human rights situation of migrants and/or disaggregation by prohibited grounds of discrimination, including SGBV both in relation to migrants and victims of human trafficking and smuggling. Thus, DIHR will support with research, training and sparring with different domestic actors including ministries, NHRIs and anti-trafficking bodies in Tunisia and Egypt to develop human rights-based and gender sensitive data collection methodologies that can inform for example policy decisions and awareness raising. This also include enhancing capacity on SGBV prevention and protection management.

In Tunisia, the initially identified actor is the National Instance against Human Trafficking (INLCTP). DIHR will build on its existing cooperation with the INLCTP and will initiate discussions on signing of an MoU but will also further explore other possible stakeholders in Tunisia working on human trafficking and migration.

In Egypt, DIHR plans to collaborate with the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) to enhance data collection and secure data management. Additionally, DIHR will explore working with the Central Agency for Public Mobilization and Statistics and other relevant bodies to strengthen data analysis and facilitate dialogue on migration trends. A key focus will be capitalizing on these collaborative efforts to support the establishment of the Permanent Committee for Refugee Affairs, ensuring a coordinated approach to addressing the root causes of trafficking and evaluating the effectiveness of existing laws and policies. Additionally, possible collaboration with the NCCPIMTIP to coordinate and follow up on the implementation of the Global Compact for Migration (GCM) in Egypt, headed by the Ministry of Foreign Affairs, will ensure policy coherence and mainstream migration into all policies by coordinating with relevant national agencies. Furthermore, with representation from ENHCR, the project aims to integrate a human rights and gender approach, including WPS, into the Committee's work and amplify its influence on migration issues in Egypt. This comprehensive approach aims to strengthen the protection of migrants' rights, reduce SGBV, trafficking and smuggling incidences, and ensure that anti-trafficking measures are effective and human rights compliant.

In both countries, key actions will include providing training on both quantitative and qualitative human rights and gender, including WPS, data collection methodologies and offering technical support to enhance data disaggregation, harmonization, and overall quality with regard the rights of migrants, including economic and social rights. Additionally, DIHR will offer analysis and evidence-based research to integrate gender, including WPS, and HRBA in policy decisions to prevent and address human rights violations of migrants, such as SGBV, including the most vulnerable groups such as women, girls, boys, LGBTIQ+ and other vulnerable categories. During the pilot phase, DIHR will also explore other partnerships and collaboration in Tunisia and Egypt under this output

with other state actors but also non-state actors such as research institutes and academia, if deemed possible and/or necessary.

Output 2: HRBA and Gender and WPS knowledge and learning on countering migrant smuggling and trafficking across RMGP partners and other international actors' deliverables is strengthened through DIHR's HRBA and Gender Support Desk

Closely linked to *outcome 1 output 3*, there is also a lack of coordination among RMGP partners on integration of HRBA in anti-trafficking interventions. There is a need to strengthen HRBA and gender, including WPS, perspectives into dialogues amongst RMGP partners working on human trafficking with regard the rights of migrants, including economic and social rights. The dialogue meetings/spaces would be facts based and confidential to the partners (Chatham House Rule based). The purpose would be to build trust between RMGP partners and allow an open discussion on the human rights and gender challenges they are facing, discuss the human rights and gender compliance of their interventions and deliverables, share learning and adapt programmes accordingly. The HRBA and Gender Support Desk to be established will thus integrate cross-cutting thematic support, knowledge sharing and learning within the human trafficking and smuggling area, including discussing prevention of and protection from SGBV among migrants. The aim is to create the conditions for long-term systemic and behavioural change among duty bearers to introduce human rights and gender based anti-trafficking measures and protect victims of trafficking and smuggling.

Scope, limitation and key assumptions

The current project will initially focus on Tunisia and Egypt. If assessed possible, it will gradually expand to other relevant and strategic countries in the MENA region where DIHR has a track record and established long-standing and trusted partnerships with state actors, such as Morocco and Jordan where DIHR also has local staff based. During the pilot phase, all the above interventions will take point of departure in a baseline assessment to assess current capacities and conduct research on key human rights and gender challenges in each context to identify specific needs and opportunities.

The purpose of DIHR's support to the RMGP is also cross-cutting by integrating HRBA and gender approach across the full programme under all three (3) outcomes and thus, stimulating a dialogue on and strengthening human rights and gender knowledge and learning with regard the rights of migrants, including economic and social rights. In coordination and close consultation with RMGP partners and identified state actors, DIHR aims to create behavioural change among state and migration governance actors to prevent and address human rights violations against migrants and victims of trafficking in accordance with international norms and standards. However, DIHR is not responsible for the other RMGP partners' result but aims to ensure a collaborative approach and sharing of results to ensure alignment to maximize result.

Key assumptions:

- Duty bearers/state actors in the region are willing to build and strengthen partnerships with DIHR. This assumption is grounded in DIHR's over ten years of long-term partnerships with state actors in Tunisia and in other countries in MENA region. This project will build on these partnerships and strengthen them further.
- RMGP partners and other international actors are willing and open to collaborate with DIHR to integrate a human rights and gender approach to migrant management. This includes sharing human rights and gender data, developing training curricula, learning methodologies, participating in human rights and gender-based dialogue and integration of human rights and gender in their respective interventions and deliverables.
- DIHR is able to develop partnerships with other relevant actors (CSOs, academic institutions/research institutions, think tanks, etc.) to support implementation of activities.
- DIHR is able to access sufficient qualitative and quantitative human rights data and information to support development of research capacity, fact-based dialogue and training curricula. To verify this assumption, DIHR will conduct a stakeholder analysis and a thorough baseline assessment during the pilot phase on the availability of data and the data collection capacity among identified partners and other relevant actors.

2.3 Summary of the Results Framework

This results framework is based on the overall results framework prepared for the RMGP but is tailored specifically to support DIHRs overall purpose to integrate a human rights and gender-based approach in migration governance. The full results framework can be found in Annex 1. It should be noted that the results framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Project Title		Promoting and Protecting the Human Rights of Migrants in Mediterranean Migration Governance (MediRights)
Outcome		1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)
Outcome indicator		<ul style="list-style-type: none"> a- Evidence of facts-based dialogue on a human rights-based, WPS and gender approach to migration management b- Evidence of integration of human rights, WPS and gender equality in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches) c- Evidence of available qualitative data on the human rights and gender related challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights and sexual and gender-based violations faced by migrants in their journeys) d- Evidence of enhanced knowledge and capacity of state actors to strengthen/establish internal accountability and oversight mechanisms to monitor and address cases of institutional violence committed against migrants (disaggregated with all forms of discriminatory categories (e.g. sex, age, ethnicity, sexual orientation etc.)).
Baseline	2024	<ul style="list-style-type: none"> a- Migration is considered and managed through the angle of securitization. b- A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights and gender compliant. c- Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories. d- Institutional violence committed against migrants is on the rise.
Target	2029	<ul style="list-style-type: none"> a- Migration is considered and managed through a human rights, WPS, gender-based approach including economic and social rights of migrants. b- Capacity development efforts of migration governance actors in the region include human rights, WPS and gender-based curricula and learning approaches. c- More disaggregated qualitative and quantitative data by age, sex and country of origin on specific discriminated categories and human rights violations experienced by migrants is produced and used by migration governance actors in the region. d- Selected migration governance actors have enhanced their knowledge and capacity to establish/strengthen internal oversight mechanisms to monitor and address cases of institutional violence and SGBV committed against migrants and specific discriminated categories.

Outcome		3. Support to livelihood and countering migrant smuggling and trafficking
Outcome indicator		<ul style="list-style-type: none"> a- Evidence of a human rights,-and gender and WPS based dialogue on countering migrant smuggling, trafficking and SGBV among RMGP partners including economic and social rights of migrants. b- Evidence of available qualitative data on the human rights and gender related challenges including SGBV faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon from a rights and gender perspective at local level)
Baseline	2024	a- Insufficient disaggregated human rights and gender-based data available on human trafficking and smuggling in Tunisia and Egypt to report on and address human rights and gender violations against victims of trafficking, both among international actors working on countering migrant smuggling and trafficking and domestic anti-trafficking bodies
Target	2029	<ul style="list-style-type: none"> a- Human trafficking is considered through a human rights-based, gender and WPS perspective by migration governance actors. b- More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region to address human rights and gender violation against victims of trafficking including economic and social rights of migrants

2.4 DIHR pilot phase and RMGP inception phase

The first fifteen months of the MediRights project is designated as a pilot phase, coinciding with the RMGP 6/12 months inception phase. The pilot phase is DIHR's own internal preparatory phase based on a direct grant of DKK 10 million, culminating in a pilot phase report for the first fifteen months. The review of the pilot phase will take the form of an assessment, which will, inter alia, consider the degree to which HRBA and gender have been mainstreamed throughout RMGP activities and among RMGP partners. DIHR's own pilot phase report will be one of the background documents informing the assessment. The inception phase is the preparatory phase for establishment of the whole RMGP programme, of which the MediRights project is an integrated component, the results of which will be reviewed by the RMGP Steering Committee. Linkages between the inception phase and the DIHR pilot phase are needed to ensure coherence and efficiency under the programme as a whole and for DIHR to effectively plan the activities during the pilot phase in preparation for the assessment.

The DIHR pilot phase, guided by the results framework and the targets for year one, will focus on building functional relationships with RMGP partners, stronger partnerships with state actors and explore collaboration with other relevant actors. These efforts aim to foster trust among migration governance actors. DIHR plans to conduct necessary context analyses, including gender-based analyses, baseline studies and assessments to understand capacity needs among relevant actors and identify key human rights and gender challenges in each context, including identifying the capacity among actors to collect and analyse human rights data on migration, human trafficking and smuggling in Tunisia and Egypt. DIHR will utilise its accumulated knowledge from its presence in Tunisia for forward planning, while conducting more extensive assessments in Egypt during the pilot phase.

Based on the findings and analyses during the pilot phase, DIHR will establish clear benchmarks and a detailed results planning framework. This will be expressed in the pilot phase report, ensuring that progress and achievements can be meaningfully monitored.

Specific targets for the pilot phase (fifteen months) (*see indicative timeline for deliverables in annex 8*):

- 1) DIHR aims to establish a task force/working group to set up the HRBA and Gender Support Desk and draft a strategy with the priorities for the Support Desk approved by all RMGP partners. In addition, DIHR plans to discuss and agree with RMGP partners the framework for a HRBA and gender-based dialogue strategy including all RMGP partners.
- 2) DIHR aims to complete a review of existing training curricula with ICMPD and relevant state actors in Tunisia, to support the development of human rights, WPS and gender-based learning approaches with migration governance actors.
- 3) DIHR aims to complete a dialogue with RMGP partners and identified state actors in Tunisia and Egypt on knowledge sharing and exchange of experience on managing human rights, WPS and gender based internal oversight mechanisms.
- 4) DIHR expects to have entered into agreements with the Ministry of Social Affairs / Observatoire National de la Migration (ONM) in Tunisia to work on data collection and analysis on migrants in vulnerable situations, thematic studies and research, and migration governance, agreement with the Instance National de Prevention de la Torture (INPT) to work on independent reporting on the situation of migrants in detention and agreement with the National Instance against Human Trafficking (INLCTP) to work on human rights, WPS and gender data collection and analysis and launched a pilot study on the interrelation between migration and trafficking in person and a study on the human trafficking phenomenon at local level. During the pilot phase, DIHR will also explore possible collaboration with other anti-trafficking actors in Tunisia.
- 5) DIHR is expecting to have supported the creation of a dialogue between NCHR and NCCPIMTIP in Egypt on human rights and gender-based data and analysis regarding migration and human trafficking with the aim of establishing a national database on migration. DIHR aims to have established a dialogue with NCCPIMTIP to work on human rights and gender data collection and analysis related to human trafficking and smuggling.

The targets for the pilot phase have been identified based on initial assessment during the project development phase, which included discussions with state actors in Tunisia and Egypt and conversations with RMGP partners. However, as the project is adopting a flexible and adaptable approach, DIHR will continuously assess partnerships with state actors and other relevant actors. During the pilot phase, DIHR will also explore other partnerships if deemed necessary or if new opportunities emerge.

2.5 Synergies, collaboration and coherence

2.5.1 Synergies and collaboration with RMGP partners

As highlighted in the RMGP document, a core component of DIHR's cross-cutting role under the RMGP is to create functional relationships with the other RMGP partners. During the project development phase, DIHR identified lack of coordination and information sharing between international migration management actors in the region, including RMGP partners, and although all RMGP partners integrate human rights, WPS gender (to different extent) in their interventions in accordance with their internal policies and guidelines, DIHR sees there is interest and need among all RMGP partners for opening up learning hub to share respective lessons learned on HRBA and gender in migration management interventions and deliverables., including sharing of lessons learned. Through the HRBA and gender dialogues and the HRBA and Gender Support Desk, the DIHR will foster greater coherence, compliance and synergies on human rights and gender themes across the different international partners' interventions and deliverables.

Cross-cutting

As mentioned in the introduction, the purpose of DIHR's support to the RMGP is cross-cutting by integrating a HRBA, WPS and gender approach across the full programme under all three outcomes and thus, stimulating a dialogue on and strengthening human rights and gender knowledge and learning including economic and social rights of migrants. DIHR recognizes that while the other RMGP partners have human rights policies in place, the actual implementation, coordination and operationalisation of Human Rights, HRBA, WPS and Gender is often challenging for partners and actors working more operationally on migration issues including law enforcement and integrated border management. Lack of collaboration and coordination between international migration actors on human rights, WPS and gender related issues can contribute to inconsistencies and contradictions, even with very strong human rights policies in place, especially in contexts where migration is heavily politicized. DIHR aims to use its long-term expertise in working with state actors in MENA and regional Africa to strengthen the National Human Rights System and its unique position as NHRI to incorporate HRBA, WPS and gender holistically across the RMGP both to support learning and peer to peer dialogues. To be able to do so, collaboration and trust building between all the RMGP partners is key including creating a learning hub and safe space where RMGP partners can discuss and share experiences on how to strengthen the operationalization and implementation of Human Rights, HRBA, WPS and Gender, including economic and social rights of migrants. Such collaboration aims to strengthen integration of gender and human rights aspects through the HRBA and Gender Support Desk. The Support Desk is thus established based on trust and transparency among RMGP partners and will foster dialogue, learning, collaboration and build confidence between all RMGP partners. With all RMGP partners, DIHR aims to coordinate baseline studies, context analysis and assessments to ensure coherence and to be able to integrate and coordinate lessons learned from past and ongoing interventions in the region. DIHR will liaise with Danish Embassies in the region as needed.

ICMPD

DIHR aims to establish close collaboration with ICMPD for the development of capacity building interventions, including tools and processes for migration governance actors by integrating human rights and gender into the learning process in both Tunisia and together with ICMPD's regional training institute in Malta. Collaboration with ICMPD will be in line with ICMPD's planned interventions under RMGP and aims to include integrating HRBA and gender in curriculum development including a focus on the evaluation of learning effects to assess the impact of training support. Collaboration with ICMPD will also include the development of networking platforms with relevant partners in the region as part of the planned intervention to establish human rights and gender-based dialogue on migration management. DIHR sees many opportunities with the collaboration with ICMPD in particular as ICMPD has shown great interest in closely coordinating its work with DIHR. In this collaboration,

DIHR will include and build on experiences and knowledge from working with law enforcement agencies and other security agencies in central Sahel and coastal West Africa. Identified strengths include ICMPD's broad network of state and non-state actors and its evidence driven approach to migration management which will facilitate collaboration with DIHR on integration of HRBA, WPS and gender in learning processes. A possible weakness could be the lack of collaboration from state actors when strengthening the human rights component of ICMPD's training interventions. Further details of the collaboration will be developed during the pilot phase together with ICMPD.

EUAA

In dialogue with EUAA, DIHR aims to support dialogue on human rights, WPS and gender-based migration management by bringing together practitioners and other relevant actors. In addition, DIHR also aims to further discuss possibilities to provide support to EUAA on HRBA, WPS and gender in relation to their capacity building and research interventions under RMGP. EUAA has shown interest to collaborate and coordinate with DIHR on interventions in Egypt on human rights and gender data collection, research and capacity building initiatives, this will be further explored during the pilot phase. Possible collaboration with EUAA will be explored if the draft refugee law in Egypt is enacted. Identified strengths includes that the EUAA fully adheres to fundamental rights when delivering its task and has appointed a Fundamental Rights Officer which reports to the EUAA board. DIHR aims to explore possible coordination and knowledge exchanges with the Fundamental Rights Officer and other relevant human rights components under the EU, including the EU delegation in Cairo. Possible weaknesses include potential challenges to establish effective models of collaboration integrating DIHR's models in EU's established operating systems on human rights and gender integration.

UNHCR

DIHR plans to coordinate and establish synergies with UNHCR on dialogue initiatives and technical support to state actors in Egypt, and to discuss modalities to share information and data and have peer to peer exchanges about the situation of refugees in Tunisia that can feed into dialogues on gender, WPS including SGBV, and human rights. DIHR sees opportunities to learn from UNHCR approaches to human rights-based migration management working directly with state actors, refugees and host communities to better understand how such holistic approach can be used to impact policy change including economic and social rights of migrants. A possible weakness, identified in the RMGP document, is that UNHCR has less experience in long-term planning and MEAL which could prolong discussions on DIHR's cross-cutting contributions to RMGP. As UNHCR's interventions are mainly placed under outcome 2, DIHR sees an opportunity through the HRBA and Gender Support Desk to foster HRBA, WPS and gender compliance and learning.

IOM

IOM develops data driven national migration strategies and migration management systems and DIHR sees opportunities to contribute with knowledge on how to collect and analyse disaggregated gender and human rights data and discuss with IOM how to build human rights and gender data collection capacity with migration governance actors and anti-trafficking bodies and to have a peer to peer exchange on migration related issues, including economic and social rights of migrants, and WPS and gender issues including SGBV. Similar to UNHCR, IOM has less experience in long-term planning and MEAL which could prolong discussions on how to follow up on results and long-term impact.

2.5.2 Possible synergies with other actors and programmes

DIHR firmly anchors the programme within the international human rights framework and plans to liaise with the Special Rapporteur on the human rights of migrants, OHCHR and key actors within the field of human rights and migration. The project also aims to establish synergies with the "CAPACITY" programme implemented by ICMPD and IOM to share experiences on integration of a human rights-based approach in migration management in countries of origin, and with partners implementing the "Whole-of-Route" programme, in particular in relation to collection of disaggregated qualitative and quantitative human rights and gender data, including data on WPS and SGBV. Such data is critical in strengthening the role of duty bearers in responding to human rights violations of migrants. Given DIHR's long standing engagement in Tunisia and established partnerships with many state actors, DIHR will seek complementarity with ongoing activities under its other projects such as the DAPP but without duplication or overlapping of activities. This includes ongoing work with INPT and INLCTP and the

Tunisian GHRFP. However, DIHR will also explore other possible partnerships in Tunisia if collaboration with the suggested state actors does not progress as planned.

In Egypt, DIHR aims to establish synergies with the DAPP and the support plans underway for the ENHRC. Additionally, it will facilitate discussions with ENCHR and other pertinent stakeholders on the significance of enacting the refugee law.

As mentioned above, clear synergies will be created with DIHR's past and present work on human right and security in central Sahel and coastal West Africa.

DIHR will also seek complementarity and synergies with other international actors, including academia and research institutes present in Tunisia, Egypt and the region who have mandates for human rights data collection and management with other actors such as the Danish Refugee Council and the Mixed Migration Center (MMC) and with other actors working on the rights of migrants, both civil and political rights and economic and social rights

DIHR has long advocated for the strong nexus between human rights and sustainable development and will, whenever possible, reinforce the achievement of the sustainable development goals through this project.

2.6 Alignment with Danish crosscutting priorities

A crosscutting *Human Rights Based Approach (HRBA)* is at the core of DIHR's contribution through the RMGP programme, ensuring that migration governance actors, nationally and internationally, are engaged in HRBA to migration management and the countering of human trafficking and smuggling. This also includes supporting RMGP partners to integrate HRBA into their interventions under the programme, as described above and to be further developed during the pilot phase. The purpose of the HRBA and Gender Support Desk will be to provide RMGP partners advice and support on HRBA and Gender integration in migration management also including economic and social rights of migrants, with a strong focus on the different roles of duty bearers and rights-holders.

A *Gender approach* is at the core of DIHR contribution and is fully integrated within DIHR's HRBA. The gender approach focuses on specific gender needs and women's rights violations faced by migrants including SGBV, multiple and interrelated violations that affect the most vulnerable groups within migrants such as LGBTIQ+, minors, ethnic minorities and the disabled. The HRBA and gender approach will comply with *Leaving No-one behind (LNOB)* and *Inclusiveness* by supporting state actors to gather, analyse and use disaggregated qualitative and quantitative human rights data to identify the needs of the most vulnerable groups with the migrant populations. A gender and HRBA strategy will be developed based on the context analysis and baseline studies undertaken in the pilot phase and will serve to inform the work of the HRBA and Gender Support Desk.

In addition, the project will integrate key cross-cutting perspectives as follows:

Collaborative approach. The action will engage with various stakeholders such as state actors, regional and international organisations, civil society, think tanks, human rights institutions, private sectors and media. It is important to ensure a collaborative approach within the program to lend legitimacy to this action.

Communication Strategy. A communication strategy will be developed to define key audiences and target groups.

Result-based approach. The project will ensure good coordination among various stakeholders, to monitor progress, and to document results achieved. The project will have flexibility to adapt to emerging needs and challenges.

Research. Data collection and research will be a core component of the project. The data will serve as a basis both to prepare, implement and follow up in person dialogues/meetings, but also to support the identification of key stakeholders, their engagement and roles including gaps and challenges also including economic and social rights of migrants

Documentation of learning effects. All trainings, workshops and capacity building activities will have pre- and post-assessment questionnaires, which will provide information on the degree to which the understanding and

knowledge of the topic have improved or not. This will feed into the design of subsequent capacity development interventions and will document learning outputs.

3 Inputs/budget

	Nov 24 – Jan 26	Feb 26 – Dec 26	2027	2028	2029	Total (DKK)
<i>Outcome 1:</i> Enhanced migration management	6.247.674	4.898.829	5.242.498	5.328.683	4.787.543	26.505.227
<i>Outcome 3:</i> Support to livelihood and countering migrant smuggling and trafficking	2.633.120	2.116.006	2.250.617	2.286.508	2.064.700	11.0350.952
Unallocated funds to be decided during inception phase	0	1.546.424	1.428.668	1.451.882	1.310.593	5.737.566
5% MEAL	465.000	428.063	446.089	453.354	408.142	2.200.648
7% Overhead	654.206	629.253	655.751	666.430	599.968	3.205.607
Total	10.000.000	9.618.574	10.023.623	10.186.855	9.170.946	49.000.000

4 Institutional and Management arrangement

4.1 DIHR MEAL Set up

Progress Reporting

Progress reporting is an important component of DIHR’s MEAL framework. Conducted quarterly, this reporting aligns with either DIHR’s template or donor-specific templates, contingent on donor requirements. The progress reports are grounded in the project document and activity plan, encompassing a concise overview of output-level achievements, quantitative indicator tracking, financial status in relation to the budget, and an updated risk assessment from the project document. This systemic approach ensures a continuous overview of implementation progress and output-level results, providing a solid foundation for subsequent outcome harvesting.

Progress reporting is closely integrated with financial reporting. A monthly budget follow-up with the project controller is a standard practice to ensure internal compliance and monitor expenditure against the budget, facilitating timely budget revisions. The financial reflections included in the progress report are informed by ongoing dialogue between the project manager and the project controller, ensuring a comprehensive understanding of the project’s financial status.

Outcome Harvesting

Outcome harvesting is a nuanced monitoring and evaluation technique that sheds light on the achievements of change agents, including DIHR and its partners. This method is particularly advantageous in complex project and programming environments where results are not easily predictable, and multiple actors and factors influence outcomes. Integrated into the overall project management cycle, outcome harvesting occurs every six months, with each project detailing the outcomes achieved, their significance, and DIHR's contributions. The outcome harvesting process encompasses the following steps:

- Review of Documents: Outcomes are identified from various sources such as quarterly reports, emails, donor reports, newsletters, etc.
- Harvest Outcomes: This involves conducting an outcome harvesting meeting or workshop with project staff, department members, partners, and other relevant stakeholders.

- Report Outcomes: The outcomes and associated data are reported in DIHR’s Outcome Harvesting database (Podio) using a designated template that includes various categorizations.
- Quality Assurance: Each DIHR department is responsible for internally reviewing the reported outcomes and ensuring compliance with bi-annual deadlines. DIHR’s MEAL unit conducts the final quality assurance of outcomes in collaboration with the harvester.

4.2 Adaptive Project Management

The data from the Outcome Harvesting database is used to document, summarize and analyze outcome level results. Such analyses are used for donor reporting, for overall stock-taking and for informing DIHR leadership on results produced across all international projects and programmes. Moreover, the data from the OH database is used to understand and learn about how change is achieved to adapt and improve project interventions, revise the theory of change and update the context analysis. To produce these analyses, DIHR’s MEAL team provides analytical data based on the reported outcomes from the Outcome Harvesting database and facilitates ‘Sensemaking workshops’ with relevant project staff and stakeholders in order to analyze and decide on adaptations to the project strategy and Theory of Change. The assumptions and risk are also regularly revisited to inform adaptations of the project strategy. Moreover, DIHR emphasizes the documentation of learning effects throughout the project lifecycle to inform adaptation of the capacity development strategy. These approaches allow for dynamic and responsive adjustments to the Theory of Change and ensure that all interventions are responsive and strategically informed. The results harvested by DIHR will be developed and shared with a MEAL approach with the other RMGP partners to ensure collaboration and alignment of results and to maximize impact.

4.3 Reporting Calendar

When	What
<i>Project start-up</i>	Project start-up workshop
<i>End of pilot phase (152 months)</i>	pilot report
<i>Monthly</i>	Internal financial reporting
<i>Quarterly</i>	Internal quarterly Progress Reporting
<i>Bi-annually</i>	Internal bi-annual Outcome Harvesting
<i>Bi-annually</i>	Financial report
<i>Annually</i>	Audit report and annual donor report with output and outcome level reporting including reporting on quantitative indicators
<i>Annually</i>	Internal sensemaking workshop and report
<i>End of project</i>	Audited financial report
<i>End of project</i>	End of project review or evaluation

A communication plan will be developed to outline a plan to communicate results.

4.4 Organizational set-up

As described in the overall RMGP programme document, the management and coordination of the RMGP will be overseen by an RMGP Steering Committee, which includes participation of UIM, MFA, as well as the implementing partners. The Steering Committee will oversee strategic planning, allocation and reallocation of budget, monitoring and learning, risk management, etc. There is also a proposal to set up Country Steering Committees in each country and these would include representatives of partner countries, MTF, the relevant Embassy, and RMGP partners. A secretariat will be set up to provide support to the RMGP Steering Committee and the Country Steering Committees.

In relation to the RMGP Steering Committee:

1. DIHR will be fully accountable and responsible for the implementation of the MediRights project and for the management of the financial contributions of the Donor. DIHR affirms that the support of the Donor will only be used to cover expenditures included in the MediRights project budget as jointly agreed to by the Signatories. The Donor will not bear any responsibility and/or liability to any other party with regard to the implementation of the MediRights project beyond what is agreed upon in the annual action plans.
2. DIHR will make all reasonable efforts to facilitate the successful implementation of the MediRights project, and will hereunder:
 - have the overall responsibility for the planning, administration, procurement, financial management and implementation of the MediRights project.
 - maintain a financial management system complying with International Accounting Standards adequate to reflect the transactions, resources, expenditures and assets under the MediRights project and ensure that timely, relevant and reliable financial information for planning and implementation of the MediRights project;
 - maintain a project monitoring system that allows monitoring of the progress of the activities toward its results framework to allow the Donors to evaluate compliance with agreed performance indicators;
 - be responsible for the timely submission of the annual budget, the annual work plan, the annual narrative and financial reports, annual internal audit reports and the annual consolidated audits to the Donors;
 - keep for five years all project files including financial documentation of DIHR activities and reporting.
 - provide sufficient qualified personnel and do their utmost to release all financial and other resources that are required for the successful implementation of the MediRights project;
 - convene and make adequate arrangements and documentation as stated herein for joint consultations;
 - keep the Donor informed about plans for any major changes concerning the MediRights project. Changes to the project should be approved by the Donor in written form.
3. DIHR will immediately inform all Donors of any circumstance which may interfere or threaten to interfere with the successful implementation of the MediRights project with a view to resolve the issue and will in due time call for a meeting to consult with the Donor on remedial actions to be taken.

The MEAL unit shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project/programme. After the termination of the project/programme support, the MEAL unit reserves the right to carry out evaluations in accordance with this article.

5 Financial Management, planning and reporting

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting. During the project, it is the sole responsibility of DIHR to ensure that the key personnel working on the project at any point in time are qualified and capable of delivering in the quality required by the engagement. The rates and working time of such personnel will be regulated according to DIHR internal guidelines.

5.1 Procedures and minimum requirements pertaining to:

5.1.1 Disbursements

Disbursements, exempt from VAT, will be made based on requests for transfers made by DIHR and DIHR commits to spending the funds only on activities approved within the agreed budget. The first disbursement of funds will be made within (30) business days after signature of contract, subject to the MFA receiving complete banking information from DIHR. Subsequent disbursements shall be made on a 6-months basis in accordance with the disbursement schedule in annex 5. The disbursement plan is up for revision in instances of changes in project planning and required timing of funding.

DIHR commits to taking on any interest rate risk being both negative and positive in connection to the project. Hence, interest will not be reported during the project period. Unspent funds deducted any bank fees paid during the project, will be returned to the MFA after approval of final accounts for the engagement.

6 Partner procedures pertaining to financial management

At the current stage, DIHR is not expected to engage in any partnerships with financial transfers, however, in case this were to change, DIHR commits to:

- a) Establishing adequate procedures to assuring the professionalism and reliability of its contractual partners
- b) Conducting a proper due diligence review of each contractual partner prior to signing any contract
- c) Signing a written contract with the partner that requires that:
 - The funds are used for the intended purposes
 - The partner provides regular progress reports of activities and spending
 - Termination is possible with immediate effect in case of material non-performance, misrepresentation, or illegal activity
 - The partner complies with laws and policies, and principles of privacy, non-discrimination and safeguarding

7 Accounting and auditing

Costs and disbursements will be recorded in a manner in which the individual transactions can be clearly linked to the budget of the project. The chart of accounts for the project will be aligned to the budget and financial transactions will be recorded using double-entry bookkeeping. Accounting records will be kept in a safe and systematic manner to ensure maintenance of documentation.

Financial reports will be submitted based on the reporting schedule in annex 5 with the annual report being audited by an independent auditor. Upon completion of the project, DIHR will submit an audited final financial statement for the full project period. Exemptions for submission of deliverables are subject to approval by the MFA, but submission of deliverables can be delayed with up to one month without consequences if DIHR notifies the MFA about such delays.

Budget revisions will be submitted according to the reporting schedule in annex 5 which potential unspent funds from the previous year will be carried forward to the following years. Due to the time horizon of the project and in order to achieve the strategic targets of the project, operational flexibility is needed in budgeting and DIHR commits itself to not exceeding 10% reallocations between outcomes, and 25% reallocations between countries and outputs.

For cost relating to travel, DIHR will follow its own travel rules and tariffs with respect to rates for international transportation, accommodation and per diems whereas DIHR's per diem rates are set according to state rules.

In the event of potential extensions of the project, such extensions are subject to approval of both DIHR and the MFA. Cost relating to salaries and administration during such extensions are to be fully covered by additional funds.

8 Risk management

The MediRights project is set to be implemented in a politically and socially complex environment, with potential impacts stemming from the dynamic political and security developments in Tunisia, Egypt, and across the broader MENA region. DIHR has a decade-long history in the region, demonstrating an ability to adapt to rapidly changing contexts. This experience is foundational to our risk management strategy, which emphasises maintaining long-term partnerships and focusing on sustainable change, even when political commitment from state actors fluctuates. Our Theory of Change (ToC) is built on the assumption that state actors in the region are willing to build and strengthen partnerships with DIHR, which is vital for maintaining momentum and achieving sustainable outcomes.

Contextual risks are a primary concern for the MediRights project. Political dynamics and the lack of commitment from state actors are likely to pose significant challenges. DIHR mitigates these risks through continuous engagement with state actors at multiple levels of government, adaptive project planning, and leveraging its established partnerships. Political unrest and instability, which have impacted project implementation, require continuous monitoring and flexible adaptation of project activities based on the current political climate. These responses are grounded in the assumption that DIHR's established partnerships and adaptive capacity can navigate these political dynamics effectively.

Programmatic risks involve potential issues with partner engagement and adherence to project objectives. DIHR's strategy includes a comprehensive inception phase to align goals and clearly define roles and responsibilities, which reduces the risk of partners not taking ownership. The integration of a gender and human rights-based approach (HRBA) to migration management by RMGP partners is another potential challenge. DIHR will emphasise the tangible benefits of HRBA through persistent advocacy. Reluctance of RMGP partners to share data or participate in training necessitates clear data-sharing agreements and ongoing dialogue. Political and security challenges can also hinder cooperation with non-state actors; hence, engaging with a broad spectrum of actors and ensuring confidentiality is vital to maintaining collaboration.

Institutional and reputational risks are also significant. The misuse of DIHR's name for 'human rights washing' by state actors is a likely risk. This is mitigated by clear partnerships and defined exit strategies. DIHR establishes clear agreements and Memorandums of Understanding (MoUs) that emphasises human rights commitments. Capacity issues within DIHR and its partners are addressed through continuous capacity building and monitoring, ensuring that support programs are in place to mitigate these risks. Moreover, the potential reputational damage due to political affiliations or actions of partners necessitates thorough vetting and continuous assessment.

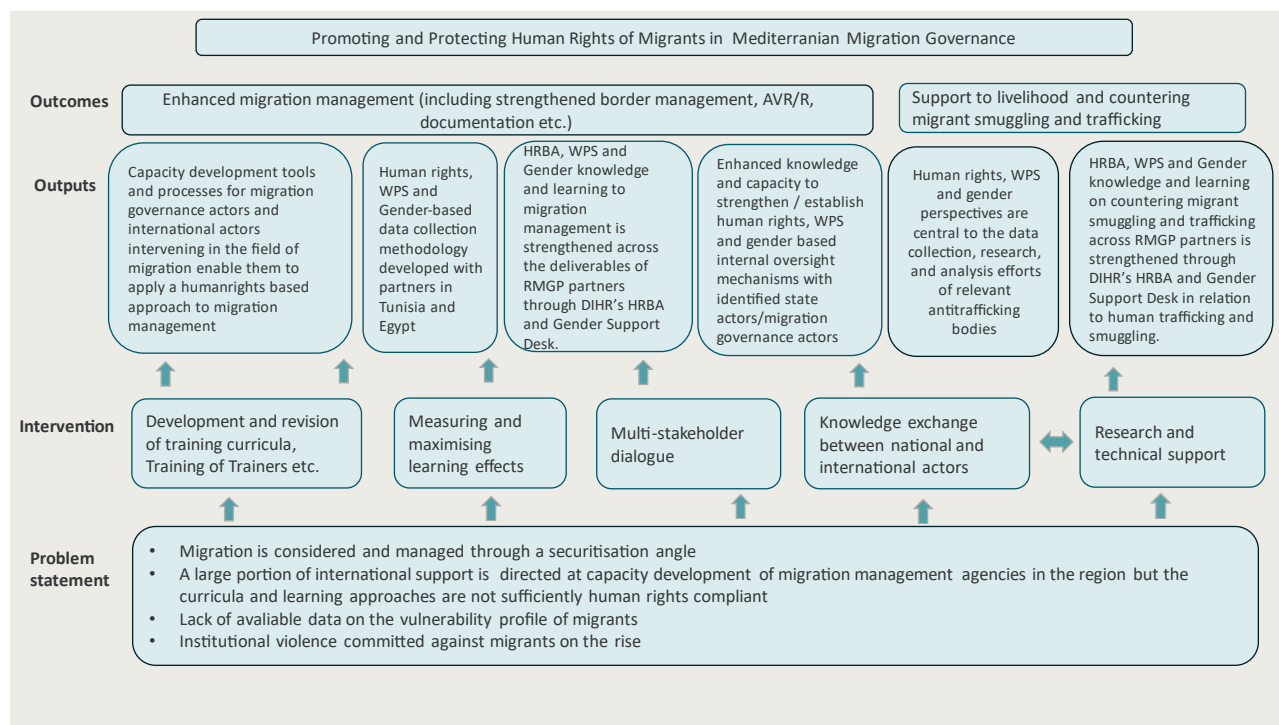
To manage these risks effectively, joint risk management arrangements will be established. This includes regular discussions as part of the annual report process, continuous monitoring and adaptive management. The detailed risk matrix, provided in the annex, outlines specific risks, likelihoods, impacts and responses, serving as a comprehensive guide for our interventions. The foundational assumptions of our ToC provide the necessary framework for these risk management efforts, guiding the project towards long-term impact and sustainability.

Annex 1 N/A

Annex 2 N/A

Annex 3 Theory of Change and Detailed Results Framework

Theory of Change



Detailed results framework

Note: the results framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Project Title	Promoting and Protecting the Human Rights of Migrants in Mediterranean Migration Governance (MediRights)	
Outcome	1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)	
Outcome indicator	<ul style="list-style-type: none"> e- Evidence of facts-based dialogue on a human rights-based, WPS and gender approach to migration management f- Evidence of integration of human rights, WPS and gender equality in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches) g- Evidence of available qualitative data on the human rights and gender related challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights and sexual and gender-based violations faced by migrants in their journeys) h- Evidence of enhanced knowledge and capacity of state actors to strengthen/establish internal accountability and oversight mechanisms to monitor and address cases of institutional violence committed against migrants (disaggregated with all forms of discriminatory categories (e.g. sex, age, ethnicity, sexual orientation etc.). 	
Baseline	2024	<ul style="list-style-type: none"> e- Migration is considered and managed through the angle of securitization. f- A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights and gender compliant. g- Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories.

		h- Institutional violence committed against migrants is on the rise.
Target	2029	<p>e- Migration is considered and managed through a human rights, WPS, gender-based approach also including economic and social rights of migrants.</p> <p>f- Capacity development efforts of migration governance actors in the region include human rights, WPS and gender-based curricula and learning approaches.</p> <p>g- More disaggregated qualitative and quantitative data by age, sex and country of origin on specific discriminated categories and human rights violations experienced by migrants is produced and used by migration governance actors in the region.</p> <p>h- Selected migration governance actors have enhanced their knowledge and capacity to establish/strengthen internal oversight mechanisms to monitor and address cases of institutional violence and SGBV committed against migrants and specific discriminated categories.</p>

<i>Output 1</i>		<i>Capacity development tools and processes for migration governance actors enable them to fulfil their mandate in a human right and gender-compliant manner</i>
Output 1 indicator		<ul style="list-style-type: none"> - # of HRBA, Gender and WPS curriculum development and ToT interventions - Effectiveness and impact of tools and training systems, including MEAL and documentation of learning effects, developed and implemented by migration governance actors (e.g., ICMPD, Ministry of Interior, and law enforcement academies in Tunisia) in promoting and protecting human rights and ensuring gender responsiveness. This includes assessments of the HRBA, Gender and WPS curriculum and ToT interventions through selection of participants, stakeholder feedback, case studies, and participant testimonials.
Baseline	2024	<ul style="list-style-type: none"> - A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches do not sufficiently integrate human rights, gender and WPS as central to the learning (both in terms of content and processes). - ICMPD has expressed there is lack of integration of HRBA and gender in their training curricula and learning methodology. - ICMPD has expressed the need to improve MEAL capacity and documentation of learning effects on HRBA and gender. - Migration governance actors in Tunisia (e.g. Ministry of Interior, and law enforcement academies) do not sufficiently integrate HRBA, gender and WPS in curricula and learning methodology. - Migration governance actors in Tunisia (e.g. Ministry of Interior, law enforcement academics) lacks MEAL capacity and documentation of learning effects on HRBA, gender and WPS. - Baseline studies will be carried out during the pilot phase to identify the capacity needs among identified migration governance actors to define a more detailed baseline.
Target	2025	<ul style="list-style-type: none"> - Assessment of existing training curricula and learning approaches has been developed and discussed with migration governance actors. - Assessment of MEAL capacity and documentation of learning effects on HRBA, gender and WPS discussed with migration governance actors.
Target	2026	<ul style="list-style-type: none"> - HRBA, gender and WPS curriculum development and ToT interventions undertaken. - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2027	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2028	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken - MEAL and documentation of learning effects on HRBA, gender and WPS integrated in training methodology.
Target	2029	<ul style="list-style-type: none"> - HRBA, Gender and WPS curriculum development and ToT interventions undertaken - MEAL and documentation of learning effects on HRBA, WPS and gender integrated in training methodology.

<i>Output 2</i>		<i>Human rights, WPS and Gender-based data collection methodology developed with partners in Tunisia and Egypt</i>
Output indicator		<ul style="list-style-type: none"> - # of human rights, WPS (including SGBV) and gender-based, data collection methodologies developed in Tunisia and Egypt - Evidence of state actors in Egypt and state and migration governance actors in Tunisia using human rights and gender-based methodologies to collect disaggregated human rights and gender data also including economic and social rights of migrants. - Evidence of migration governance actors in Tunisia using human rights, WPS and gender-based data on migration to inform/influence law reform and policy decisions to prevent and protect human rights violations of migrants.
Baseline	2024	<ul style="list-style-type: none"> - Representative human rights and gender data is not available in Tunisia and Egypt. Amongst the data that is available, there is little focus on the human rights and gender situation of migrants. <p>In Tunisia,</p> <ul style="list-style-type: none"> - The Ministry of Social Affairs /Observatoire National de la Migration (ONM) does not sufficiently disaggregate data to be able to address human rights violations, SGBV and gender discrimination against migrants and lacks the knowledge and methodology how to do so. - The independent institutions working on migration related issues, in particular the Instance National de Prevention de la Torture (INPT), lack capacity and methodology on how to collect human rights and gender based data. They also do insufficient reporting on the situation of migrants. <p>In Egypt,</p> <ul style="list-style-type: none"> - The Egyptian National Human Rights Council (ENCHR) engages on the thematic of migrant rights but does not use its mandate to contribute to the production of disaggregated data in Egypt on the human rights and gender situation of migrants as it lack knowledge and the methodology how to do so. <p>Lack of coordination with other key migration governance actors in Egypt such as National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) is not established to enhance disaggregated human rights and gender based data collection. Baseline studies will be carried out during the pilot phase to identify the capacity and needs with identified actors in Tunisia and Egypt on the collection of disaggregated human rights and gender related data to define the baseline.</p>
Target	2025	<p>In Tunisia, agreements between DIHR and:</p> <ul style="list-style-type: none"> - The Ministry of Social Affairs / Observatoire National de la Migration (ONM) to work on data collection and analysis on migrants and specific discriminated categories in vulnerable situations, thematic studies and research, and migration governance. - The Instance National de Prevention de la Torture (INPT) to work on independent reporting on the situation of migrants, and specific discriminated categories amongst them, in detention. - Explored possible collaboration with additional partner. <p>In Egypt,</p> <ul style="list-style-type: none"> - A dialogue between NCHR and NCCPIMTIP is in place on rights, WPS and gender based data and analysis regarding migration and trafficking issues, among other issues, with the aim of establishing a national database To be further developed during the pilot phase.
Target	2026	<p>In Tunisia, human rights, WPS and gender-based data collection methodologies developed with:</p> <ul style="list-style-type: none"> - The ONM on data collection using disaggregated data according to the prohibited grounds of discrimination also including economic and social rights of migrants - The INPT on the situation of migrants in detention and specific discriminated categories amongst them.

		In Egypt, <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have designed a plan to work on human rights, WPS and gender -based data collection using disaggregated data. To be further developed during the pilot phase.
Target	2027	In Tunisia, further human rights, WPS and gender-based data collection methodologies developed with: <ul style="list-style-type: none"> - The ONM which also starts using the qualitative human right, WPSs and gender-based data to inform fact-based dialogue and evidence-based policy and programming also including economic and social rights of migrants. - The INPT which also starts reporting on the situation of migrants in its annual report and developing a strategy to use the human rights, WPS and gender based data collected. - The INLCTP and the relevant stakeholders adopt the harmonized guidelines and methodologies to produce specific human rights, WPS and gender-based data on migration and trafficking in person. In Egypt, <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have developed methodologies to collect specific human rights, WPS and gender-based data. To be further developed during the pilot phase.
Target	2028	In Tunisia, further human rights, WPS and gender-based data collection methodologies developed with: <ul style="list-style-type: none"> - The ONM, launching a 2nd study and continuing to implement the human rights, WPS and gender-based data plan to inform fact-based dialogue and evidence-based policy and programming also including economic and social rights of migrants. - The INPT which continues to monitor and report on the situation of migrants and uses the human rights, WPS and gender-based data collected according to its strategy - The INLCTP has the tools to produce and use specific human rights, WPS and gender based data on migration and trafficking in person In Egypt, <ul style="list-style-type: none"> - NCHR and NCCPIMTIP have further developed human rights, WPS and gender based-methodologies to establish a national database. To be further developed during the pilot phase.
Target	2029	In Tunisia, <ul style="list-style-type: none"> - Consolidation of data collection methodologies so that the ONM, INPT and INLCTP, produce data on the human rights, WPS and gender related violations experienced by migrants and the data is used by migration governance actors in Tunisia and including also economic and social rights of migrants In Egypt, <ul style="list-style-type: none"> - Consolidation of data collection methodologies so that the NCHR and NCCPIMTIP produce data on the human rights, WPS and gender-based violation experienced by migrants and the data is used by migration governance actors in Egypt. To be further developed during the pilot phase.

<i>Output 3</i>		<i>HRBA, WPS and Gender knowledge and learning to migration management is strengthened across the deliverables of RMGP partners through DIHR's HRBA and Gender Support Desk.</i>
Output indicator		<ul style="list-style-type: none"> - # of HRBA, WPS and Gender-based dialogues with RMGP partners on human rights, WPS and gender challenges working with migration management in the relevant countries as part of ongoing cooperation to create a functional relationship. - Evidence of RMGP partners participating in quarterly task force/working group and utilizing DIHR's HRBA & Gender support desk/knowledge centre to integrate human rights, WPS and gender across interventions and deliverables also including economic and social rights of migrants
Baseline	2024	<ul style="list-style-type: none"> - There is lack of coordination and knowledge exchange between international actors working on migration management in the MENA region which often creates a siloed, sometimes a competitive, approach to implementation of initiatives and which could easily be influenced by political dynamics in the respective countries. Lack of

		<p>coordination could also lead to different interpretations on how to streamline a human rights, WPS and gender-based approach. Insufficient MEAL systems are often in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging.</p> <ul style="list-style-type: none"> – RMGP partners have expressed a need for improved coordination and knowledge exchange on integration of human rights and gender approaches in interventions and for the need to establish a common dialogue platform where human rights and gender challenges can be discussed. – There is also a lack of coordination among RMGP partners on integration of HRBA and Gender in migration related interventions and DIHR has thus identified a need for a HRBA and Gender support desk to be established and operate across the 3 outcomes of this programme. <p>A comprehensive baseline assessment is needed during the pilot phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and Gender support desk.</p>
Target	2025	<ul style="list-style-type: none"> – The task force/working group is functional and strategy for DIHR HRBA and Gender support desk approved. – Human rights, WPS and gender dialogue strategy for the DIHR HRBA and Gender support desk is drafted by task force/working group and discussed between the RMGP partners to commit to participation and regular dialogue also including economic and social rights of migrants
Target	2026	To be developed during the pilot phase
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase

<i>Output 4</i>		<i>Enhanced knowledge and capacity to strengthen / establish human rights, WPS and gender based internal oversight mechanisms with identified state actors/migration governance actors</i>
Output indicator		<ul style="list-style-type: none"> – # of knowledge exchange interventions with state actors and migration governance actors on human rights, WPS and gender aspects of internal oversight mechanisms – # decision makers participating in knowledge exchange on how to strengthen/establish human rights, WPS and gender based, internal oversight mechanisms – Evidence of RMGP partners discussing and sharing information relevant to internal oversight of migration governance actors – Evidence of state actors and migration governance actors express interest and discusses the establishment/strengthening of human rights, WPS and gender based, internal oversight mechanisms.
Baseline	2024	<ul style="list-style-type: none"> – Limited, if any, exchange of experience between domestic and international actors on setting up and managing internal oversight mechanisms. – Many international actors working on migration management do not have the knowledge and expertise on the importance and role of internal oversight mechanisms among state actors to prevent and address human rights violations and hold duty bearers accountable. – The issue of accountability through internal oversight mechanisms is often a sensitive issue among domestic actors and there is often a reluctance to establish/strengthen such internal oversight mechanisms among state actors both for political reasons but also because of lack of knowledge on how such accountability mechanisms can

		<p>support the integration of human rights and gender approaches with migration governance actors.</p> <p>Comprehensive baseline assessment is needed to assess the knowledge and understanding about internal oversight mechanisms among RMPG partners and the capacity and political will among state actors to establish/strengthen such mechanisms.</p>
Target	2025	<ul style="list-style-type: none"> – Dialogue with RMPG partners and with identified state actors in Tunisia (for example, Human Rights Department at Ministry of Internal Affairs) and Egypt (tbd) on knowledge sharing and exchange of experience on establishing/strengthening human rights based internal oversight mechanisms
Target	2026	<ul style="list-style-type: none"> – Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2027	<ul style="list-style-type: none"> – Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2028	<ul style="list-style-type: none"> – Knowledge exchange interventions undertaken. To be further developed during the pilot phase
Target	2029	<ul style="list-style-type: none"> – Knowledge exchange interventions undertaken. To be further developed during the pilot phase

Outcome	2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)
Outputs	No outputs for DIHR under outcome 2

Outcome	3. Support to livelihood and countering migrant smuggling and trafficking	
Outcome indicator	<ul style="list-style-type: none"> c- Evidence of a human rights,-and gender and WPS based dialogue on countering migrant smuggling, trafficking and SGBV among RMGP partners including economic and social rights of migrants. d- Evidence of available qualitative data on the human rights and gender related challenges including SGBV faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon from a rights and gender perspective at local level) 	
Baseline	2024	<ul style="list-style-type: none"> b- Insufficient disaggregated human rights and gender-based data available on human trafficking and smuggling in Tunisia and Egypt to report on and address human rights and gender violations against victims of trafficking, both among international actors working on countering migrant smuggling and trafficking and domestic anti-trafficking bodies
Target	2029	<ul style="list-style-type: none"> c- Human trafficking is considered through a human rights-based, gender and WPS perspective by migration governance actors. d- More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region to address human rights and gender violation against victims of trafficking, including economic and social rights of migrants.

<i>Output 1</i>	<i>Human rights, WPS and gender perspectives are central to the data collection, research, and analysis efforts of relevant antitrafficking bodies</i>
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Output indicator		<ul style="list-style-type: none"> - # of qualitative data collection methodology developed - # of research studies /case studies to analyse the challenges, human rights and gender based violations, including SGBV, faced by victims of trafficking while in Tunisia conducted - Evidence of anti-trafficking bodies using human rights and gender-based data, including data on SGBV, and economic and social rights of migrants to inform/influence law reform and policy decisions to prevent and address human rights violations and gender discrimination against migrants.
Baseline	2024	<p>Tunisia:</p> <ul style="list-style-type: none"> - Insufficient knowledge, including research and case studies of the human trafficking phenomenon including from a gender perspective and at local level (i.e. Sfax) - The INLCTP does not use reliable disaggregated data on migration and trafficking in person in a systematic manner <p>Egypt:</p> <ul style="list-style-type: none"> - Insufficient use of reliable and disaggregated data on human trafficking by NCCPIMTIP in a systematic manner - Fragmented coordination among various governmental and non-governmental stakeholders involved in anti-trafficking efforts - Inefficient data collection and analysis systems to track anti-trafficking trends effectively. <p>A comprehensive baseline assessment is needed to identify the needs and capacity among anti-trafficking bodies in Tunisia and Egypt working.</p>
Target	2025	<p>Tunisia:</p> <ul style="list-style-type: none"> - DIHR has entered into agreements with INLCTP to work on human rights, WPS and gender based data collection and analysis and including economic and social rights of migrants and of victims of trafficking and smuggling - INLCTP launches a pilot study on migration and trafficking from a human rights, WPS and gender perspective at local level. - DIHR has explored possible collaboration with other anti-trafficking actor in Tunisia <p>Egypt:</p> <ul style="list-style-type: none"> - DIHR has established a dialogue with NCCPIMTIP to work on human rights , WPS and gender data collection and analysis.
Target	2026	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP develops guidelines and methodologies to harmonize the data collection on migration and trafficking from a rights, WPS and gender perspective for the relevant stakeholders including economic and social rights of migrants and victims of trafficking and smuggling. - Possible collaboration with other anti-trafficking body established (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2027	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP and the relevant stakeholders adopt the harmonized guidelines and methodologies to produce specific data on migration and trafficking from the rights, WPS and perspective including economic and social rights of migrants, and victims of trafficking and smuggling - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2028	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP has the tools to produce and use specific data on migration and trafficking from the rights, WPS and gender perspective including economic and social rights of migrants, and victims of trafficking and smuggling

		<ul style="list-style-type: none"> - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2029	<p>Tunisia:</p> <ul style="list-style-type: none"> - The INLCTP uses collected and analysed data on migration and trafficking in its interventions with a WPS and gender perspective designed to prevent SGBV and protect human rights of victims of trafficking, including economic and social rights of migrants and victims of trafficking and smuggling. - Possible intervention with other anti-trafficking body (to be developed during the pilot phase) <p>Egypt:</p> <ul style="list-style-type: none"> - To be developed during the pilot phase

<i>Output 2</i>		<i>HRBA, WPS and Gender knowledge and learning on countering migrant smuggling and trafficking across RMGP partners is strengthened through DIHR's HRBA and Gender Support Desk in relation to human trafficking and smuggling.</i>
Output indicator		<ul style="list-style-type: none"> - # of HRBA, WPS and Gender-based dialogues, with RMGP partners on human rights and gender challenges working with migration management in relation to human trafficking and smuggling in the relevant countries as part of ongoing cooperation. - Evidence of RMPG partners participating in quarterly task force/working group and utilizing DIHR's HRBA & Gender support desk to integrate human rights, WPS and gender across anti-trafficking interventions and deliverables including economic and social rights of migrants
Baseline	2024	<ul style="list-style-type: none"> - Similar to outcome 1 output 3, there is also a lack of coordination among RMGP partners on integration of HRBA, WPS and Gender in anti-trafficking across the interventions and deliverables. - Lack of coordination and sharing of information creates a siloed approach which can lead to competition among international actors. Lack of coordination can also lead to different interpretations on how to streamline a human rights based and gender approach in initiatives. Insufficient MEAL systems are often in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging. - DIHR has thus identified a need for a HRBA and Gender support desk to be established and operate across the 3 outcomes of this programme. - A comprehensive baseline assessment is needed during the pilot phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and Gender support desk.
Target	2025	<ul style="list-style-type: none"> - Human rights, WPS and gender dialogue strategy includes strategic goals focused on countering migrant smuggling and trafficking including economic and social rights of migrants and victims of trafficking and smuggling - Develop a specific strategy for the HRBA and Gender Support Desk focused on countering migrant smuggling and trafficking from a rights, WPS and gender perspective including economic and social rights of migrants and victims of trafficking and smuggling - Establish a dedicated task force within the HRBA and Gender Support Desk to coordinate efforts and ensure targeted focus on countering smuggling and trafficking including economic and social rights of migrants and victims of trafficking and smuggling
Target	2026	<ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2027	<ul style="list-style-type: none"> - To be developed during the pilot phase
Target	2028	<ul style="list-style-type: none"> - To be developed during the pilot phase

Target	2029	– To be developed during the pilot phase
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Annex 4: Risk Management

Contextual Risks

Risk Factor	Likelihood	Impact	Risk Response	Residual Risk	Background to Assessment
Political dynamics or lack of commitment from duty bearers/state actors	Likely	Major	Continuous engagement with state actors; adaptive project planning; seeking support at different government levels	Some delays or incomplete implementation	DIHR has experience working through political crises in the MENA region since 2011, adapting strategies accordingly
Political unrest and instability in the MENA region	Likely	Major	Continuous monitoring through national staff and local partners; adapt project activities based on the political climate	Unavoidable delays and adaptations	The region has a history of political instability impacting project timelines and outcomes
State actors in Egypt and Tunisia restrict DIHR's data collection efforts	Likely	High	Advocacy and negotiation with state actors; seek alternative data sources through international organizations and other relevant actors	Incomplete data sets	Past instances of restricted access to data collection activities
Climate deterioration (drought, floods, etc.) impacting project areas	Likely	Medium	Monitor environmental changes; adapt activities to less affected areas	Reduced risk through proactive adaptation	The region's vulnerability to climate change impacts project execution
Disruption due to elections in Tunisia in 2024	Likely	Medium	Consider electoral calendar in planning activities	Reduced risk through planning adaptations and possible change of priorities	Awareness of election periods and their potential to disrupt activities

Programmatic Risks

Risk Factor	Likelihood	Impact	Risk Response	Residual Risk	Background to Assessment
Partners do not take ownership or adhere to project objectives	Unlikely	Major	Initial inception phase to align goals; clear distribution of roles and responsibilities	Major restructuring or strategic changes might still affect commitment	DIHR's experience in partnership management reduces this risk significantly
Lack of incentive for RMGP partners to apply HRBA in migration management	Likely	High	Advocacy for HRBA integration; highlighting benefits of HRBA in project outcomes	Moderate lack of adoption of HRBA	Historical challenges in integrating HRBA with migration control measures
Limited effectiveness of	Unlikely	Medium	Establishing a flexible support	Reduced effectiveness in	Hesitance and lack of cooperation by

HRBA and Gender Support Desk due to hesitance and lack of cooperation from RMGP partners			mechanism to adapt to RMGP dynamics; fostering relationships with IPs.	some areas; Moderate lack of integration of HRBA and Gender.	RMGP partners can limit the impact of human rights and gender initiatives, requiring adaptable support mechanisms.
RMGP partners or other relevant actors unwilling or unable to share data or engage	Likely	Major	Develop clear data-sharing agreements; engage in persistent dialogue and capacity-building efforts	Limited data availability and engagement	Previous reluctance from international actors to share data or participate in training
Liaising with non-state actors hindered by political or security reasons	Likely	High	Engage with a broad spectrum of actors; ensure confidentiality and security in cooperation	Reduced contact with non-state actors	Political and security challenges have historically limited CSO engagement
Lack of interest in developing or strengthening internal oversight mechanisms by state actors	Likely	Major	Persistent advocacy; demonstrate benefits through pilot projects	Limited adoption of oversight mechanisms	Historical reluctance of state actors to adopt oversight mechanisms
Partners request last-minute changes to key activities	Unlikely	Medium	Detailed consultations and clear framework agreements	Major strategic changes could still affect commitment	Past experience shows the importance of clear agreements

Institutional and Reputational Risks

Risk Factor	Likelihood	Impact	Risk Response	Residual Risk	Background to Assessment
Misuse of DIHR's name for 'human rights washing' by state actors	Likely	High	Strict adherence to human rights promotion; clear partnership agreements; exit criteria	Moderate risk of reputational damage	Instances of partners leveraging DIHR's reputation for non-human rights-friendly agendas
Capacity issues within DIHR and RMGP partners	Unlikely	Medium	Develop specific support programs; continuous capacity building and monitoring	Reduced through active support and capacity-building	DIHR's extensive experience with capacity building reduces this risk
Reputational damage due to political affiliations or actions of partners	Likely	High	Thorough vetting and continuous evaluation of partners; clear exit strategies	Moderate impact on DIHR's reputation	Political actions by partners can impact DIHR's perceived neutrality

Annex 5: Budget and Financial Details

See separate Excel file for detailed budget

Reporting schedule

15 January, annually (during grant period)	<ul style="list-style-type: none"> Disbursement request covering January-June
30 April, annually (except year 1)	<ul style="list-style-type: none"> Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) Reporting on results framework (results indicators) Updated project budget including reallocations of any funds transferred from previous year
30 June, annually (except year 1)	<ul style="list-style-type: none"> Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. Stand-alone statement or as appendix to organisation audit Disbursement request covering remaining calendar year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> Updated work plan, strategies for next year. Updated budget for the grant period. Financial reporting for organisation, including audited financial statement of accounts and management letter. Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
15 November 2029	<ul style="list-style-type: none"> Draft final report, (draft completion report)
15 May 2030	<ul style="list-style-type: none"> Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

Disbursement plan

Transfers – indicative instalments	Percentage	Amount DKK
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Upon signature of the contract and submission of an invoice/funds request	20%	10,000,000
January 15 th 2026	10%	4,900,000
June 30 th 2026	10%	4,900,000
January 15 th 2027	10%	4,900,000
June 30 th 2027	8%	3,880,000
January 15 th 2028	8%	3,880,000
June 30 th 2028	8%	3,880,000
January 15 th 2029	8%	3,880,000
June 30 th 2029	8%	3,880,000
After approval of the financial report covering the full project period	10%	4,900,000

Banking information:

Name of the bank:	Danske Bank
Town and country:	Denmark
SWIFT/BIC Code	DABADKKK
IBAN code:	DK6702164069173454
Account no:	Reg no: 0216 Account no: 4069173454
Currency:	DKK
Exact name of account holder:	INSTITUT FOR MENNESKERETTIGHEDER
Additional information	EAN number: 5798000009370 CVR number: 34481490

Annex 6 N/A

Annex 7 N/A

Annex 8: Indicative timeline for pilot phase deliverables and Process Action Plan for Implementation

	Dec-Feb-24	Mar-May	June-Aug	Sep-Nov	Dec-Feb-25
Baseline studies					
In Tunisia & Egypt and regionally					
<i>Outcome 1, output 3</i> A survey on complementarity, coordination and knowledge sharing among RMGP partners is conducted.					
<i>Outcome 1, output 1</i> A mapping of migration governance training and courses, including Human Rights, WPS and gender-based approach compliance assessment among migration actors (primarily identified actors in Tunisia and ICMPD) is conducted.					
<i>Outcome 1, output 2</i> A comprehensive review of quantitative, qualitative (thematic) studies conducted during the last five years in Tunisia and Egypt on migration and human rights, WPS and gender-based data collection methodologies, is elaborated including also economic and social rights of migrants					
<i>Outcome 1, output 4</i> An overview study to assess the knowledge of RMGP partners on the roles and responsibilities of human rights based internal oversight mechanisms and assessment of internal oversight mechanisms of identified state actors/migration governance actors.					
The HRBA and Gender task force/working group is set up and defined its strategy and priorities					
In Tunisia, Egypt and regionally					
<i>Outcome 1, output 3, Outcome 3, output 2</i> Coordination and knowledge sharing strategy is adopted by RMGP partners to oversee the task force/working group priorities.					
<i>Outcome 1, output 3, Outcome 3, output 2</i> Human rights and gender dialogue strategy for the DIHR HRBA and Gender support desk is drafted by the task force/working group and discussed between the RMGP partners to commit to participation in regular dialogue on HRBA, WPS and gender inclusion in initiatives on migration and countering smuggling and human trafficking					
<i>Outcome 1, output 3, Outcome 3, output 2</i> The work schedule of HRBA and gender task force/working groups is defined and adopted.					

<p><i>Outcome 1, output 1</i></p> <p>Guidelines and learning monitoring frameworks are planned and discussed through a collaborative process to identify, define and assess HRBA, WPS and Gender-based learning contents to be integrated to selected RMPG partners' training curricula.</p>																			
Partnership and dialogue with state actors in Tunisia and Egypt and with RMGP partners																			
In Tunisia																			
<p><i>Outcome 1, output 2</i></p> <p>Concluded agreement and development of a four-year action plan on data collection and analysis for specific discriminated migration groups with the Ministry of Social Affairs / ONM - Observatoire National de la Migration</p>																			
<p><i>Outcome 1, output 2</i></p> <p>Concluded agreement and a timeframe to elaborate independent, periodic reports on the conditions of migrants, including vulnerable and discriminated groups, in detention will be conducted as part of the partnership with Tunisia's National Instance for the Prevention of Torture (INPT)</p>																			
<p><i>Outcome 1, output 4</i></p> <p>A coordination mechanism will be planned and discussed involving DIHR (and possibly RMGP partners) and the Human Rights department of the Ministry of Interior to develop an action plan to integrate HRBA, WPS and Gender-based approach into Ministry's internal oversight frameworks.</p>																			
<p><i>Outcome 3, output 2</i></p> <p>Concluded agreement and a work plan discussed to carry out joint research/case studies including human rights data collection and analysis to highlight the challenges and human rights violations faced by victims of trafficking (also at local level) in collaboration with the National Authority to Combat Trafficking in Persons (INLCTP).</p>																			
In Egypt																			
<p><i>Outcome 1, output 3</i></p> <p>Concluded agreement and a work plan discussed to design and implement a national database on migration and trafficking, incorporating rights and gender-based data, through a collaboration between NCHR and NCCPIMTIP.</p>																			
<p><i>Outcome 3, output 1</i></p> <p>Concluded agreement and a joint coordination mechanism to be planned and discussed in partnership with NCCPIMTIP human rights to proceed to collect and analyse data related to human trafficking and smuggling.</p>																			

When	What
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September 2024	Prepare for recruitment of project staff
November	Signature of contract
November	Disbursement of funds Nov-Dec
November	Develop workplan
November	Prepare ToRs for baseline assessments and context analysis
November	Organize focus group discussions with RMGP partners
November	Organize focus group discussions with state actors
December	First assessment mission to Tunisia and Egypt
December	Initiate baseline studies and identification of key human rights challenges
December/January	Onboarding new staff members
January 2025	Reviewing training curricula and develop capacity development strategy
January	Draft research methodology strategy
February	Follow up focus group discussion with RMGP partners
February	Initiate research on human trafficking and smuggling
March	Finalized agreements with state actors in Tunisia
March	Finalized agreement with state actors in Egypt
July	Finalized discussions on the human rights dialogue strategy with RMGP partners
September	Updated workplan, budget and financial reporting
September	Budget monitoring report until 30 June
October	Concluded a dialogue on the development of a national data base in Egypt
October	Concluded dialogue with identified partners on human rights based internal oversight mechanisms

EUAA Regional Protection Project for the Southern Neighbourhood (RPSN)

<p>Key results: - By the end of the project in 2029, up to 2 partner third countries display the use/adoption of improved asylum-related practices/policies.</p> <p>Justification for support: More effective migration and asylum management in the region and beyond is a key EU priority given the geographic proximity to Europe. Against this background, the present project proposal intends to enable the sustainable continuation of cooperation between the EUAA, EU Member States and the Southern Neighbourhood countries to enhance the protection space of asylum seekers and refugees, building on the successes of the ongoing EUAA Regional Pilot Project (RPP).</p> <p>Major risks and challenges: - the lack or low level of collaboration from respective national authorities in partner TCs. To mitigate this risk, the EUAA will engage in proactive communication and relationship-building efforts with national authorities from the outset. - lack of support from DG HOME (the EUAA's partner DG) for the Agency's further engagement in the region or with specific partner TCs. To mitigate this risk, EUAA will work closely with DG HOME to ensure the alignment of our objectives, enhance awareness of the EUAA's mandate and added value, and garner support for our initiatives-</p>	File No.	24/35259									
	Country	MENA region with a focus on Egypt and Tunisia									
	Responsible Unit	MIGSTAB									
	Sector	Migration									
	Partner	European Union Agency for Asylum (EUAA)									
		<i>DKK million</i>	2024	2025	2026	2027	2028	2029	Total		
	Commitment	22,5	0	0	0	0	0	0	22,5		
	Projected disbursement	5	5	5	5	5	2,5	22,5			
	Duration	11/2024-11/2029									
	Previous grants	EUAA has previously received DK funding									
	Finance Act code	§06.32.10.13									
	Head of unit	Nicolaj A. Hejberg Petersen									
	Desk officer	Andrea Bruhn Bové									
	Reviewed by CFO	YES: Antonio Ugaz-Simonsen									
Relevant SDGs [Maximum 1 – highlight with grey]											
No Poverty		No Hunger		Good Health, Wellbeing		Quality Education		Gender Equality		Clean Water, Sanitation	
Affordable Clean Energy		Decent Jobs, Econ. Growth		Industry, Innovation, Infrastructure		Reduced Inequalities		Sustainable Cities, Communities		Responsible Consumption & Production	
Climate Action		Life below Water		Life on Land		Peace & Justice, strong Inst.		Partnerships for Goals			

Objectives

The RPSN is part of the “Regional Migration Governance Programme (RMGP) 2024 – 2029”, contributing to its overall objective: “migration management is enhanced, safe, orderly and rights-based in focus countries across the MENA region”.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

EUAA was pre-identified as an implementing partner and the selection of EUAA is justified by the alignment of EUAA objectives with RMGP objectives and the history of EUAA achievements in the field of migration. EUAA's relevance for the RMGP is supported by the on-going programme by EUAA's external dimension in Egypt which is about to enter phase 2.

Summary:

To enhance awareness and capacities on asylum matters through peer exchanges, networking, and knowledge sharing, the project will continue the delivery of regional activities targeting policymakers, practitioners, and duty bearers. These regional activities will foster South-South and North-South cooperation and will cover diverse aspects of asylum and reception procedures, aligning with common interests among EU MS and participating Southern Neighbourhood countries.

Budget (engagement as defined in FMI):

Human Resource costs, contributing to both output 1 and 2	22,5 DKK million
Total	22,5 DKK million

Note: In PMI, an interactive version of this appropriation cover note is available at the “Grant” page under “Budget”.



**Ministry of Foreign Affairs of Denmark and DANIDA's
Regional Migration Governance Programme (RMGP)
2024-2029**

With a focus on the Mediterranean region

EUAA Project Proposal:

***EUAA Regional Protection Project for the Southern
Neighbourhood (RPSN)***

Draft project proposal



1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements concerning the EUAA Regional Protection Project for the Southern Neighbourhood¹ (RPSN) from November 2024 to October 2029.

The RPSN is part of the “Regional Migration Governance Programme (RMGP) 2024 – 2029²” contributing to its overall objective: “migration management is enhanced, safe, orderly and rights-based in focus countries across the MENA region”.

The EUAA’s RPSN project proposal aims to sustainably continue cooperation between the EUAA, EU MS, and Southern Neighbourhood countries, building on the successes of the ongoing Regional Pilot Project scheduled to conclude in June 2025³.

To enhance awareness and capacities on asylum matters through peer exchanges, networking, and knowledge sharing, the project will continue the delivery of regional activities targeting policymakers, practitioners, and duty bearers. These regional activities will foster South-South and North-South cooperation and will cover diverse aspects of asylum and reception procedures, aligning with common interests among EU MS and participating Southern Neighbourhood countries.

Regional activities will complement any bilateral capacity building framework the EUAA has in place with specific countries involved in the project (e.g. the Roadmap for cooperation with Egypt), by providing additional space for exchange on asylum-related topics with other countries in the region, EU MS and relevant EU and regional stakeholders.

2. Context, strategic considerations, rationale, and justification

In 2023, the flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). The Central Mediterranean route (CMR) increased significantly by 49%, illustrating how countries along the route have been affected by sustained yet ever-changing mixed migration flows.⁴

Economic, environmental, and political instability contribute to the mixed migration patterns observed in the Middle East and North Africa (MENA) region. Whereas the five countries in Northern Africa – Algeria, Egypt, Libya, Morocco, and Tunisia – have historically been and remain significant countries of migrant destination, transit and departure, the military coups in Mali, Niger and Burkina Faso as well as the ongoing large-scale conflict and humanitarian crisis in Sudan have increased pressure on the Sahel and Maghreb region. Depending on how the situation evolves, it cannot be ruled out that the severe humanitarian crisis and massive displacement of more than 1.5 million Palestinians

¹ The European Union's Southern Neighborhood region refers to the countries and territories in the southern and southeastern part of the Mediterranean basin, including countries from North Africa, such as Morocco, Algeria, Tunisia, Libya, Egypt, and countries from the Middle East, such as Jordan and Lebanon.

² A total of DKK 300 million will be allocated to the RMGP in 2024 to 2027. The programme’s implementation phase will be 2024 to 2029.

³ Developed under the umbrella of the Regional Development and Protection Programme for North Africa (RDPP NA), the project, supported by seven EU MS (AT, BE, CZ, DE, DK, IT, and NL), has witnessed broad interest and participation from all participating southern countries (MA, DZ, LY, TN, EG and NE) in its regional activities since its inception in 2020.

⁴ <https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-routes/central-mediterranean-route/> [04/07/2024]



in the Gaza Strip could pose risks to the stability in the region and lead to regional migration / refugee flows.

Overall, democratic principles, rule of law and human rights are under significant pressure across the Southern Neighbourhood region. This impacts the fulfilment of migrants' human rights with reports of unlawful detention, smuggling of migrants, trafficking of human beings, labour exploitation in the informal sector, gender-based violence etc.⁵

Located on important migration routes towards Europe, the Southern Neighbourhood region is of crucial importance for the European Union (EU) and EU Member States (EU MS). The EU's New Pact on migration and asylum puts a renewed emphasis on the EU's partnerships with third countries, aiming at developing closer migration partnerships with North African countries as well as the countries along the migratory routes towards Europe.

More effective migration and asylum management in the region and beyond is a key EU priority given the geographic proximity to Europe. As stated by European Commission President von der Leyen (Letter on Migration, January 2023), it is important to achieve better migration management overall with neighbouring countries and to contribute to an enhanced international protection space across migratory routes. Within these frameworks, the EUAA supports partner third countries (TCs), as outlined in the EUAA's External Cooperation Strategy.⁶

Against this background, the present project proposal intends to enable the sustainable continuation of cooperation between the EUAA, EU Member States and the Southern Neighbourhood countries to enhance the protection space of asylum seekers and refugees, building on the successes of the ongoing EUAA Regional Pilot Project (RPP).⁷

Relevant stakeholders

Right-holders / Final beneficiaries

Final beneficiaries (right holders) of the project are asylum seekers and refugees in the Southern Neighbourhood and along its migratory routes, with a focus on vulnerable groups, especially unaccompanied minors (UAM) and women.

Duty-bearers / Target group

The target group (duty-bearers) of this project are policy officers/makers and practitioners in the field of asylum, reception, and international protection such as, first-contact officials (e.g. border guards, social workers).

Key target groups of institutional capacity building activities are policy officers working within relevant national authorities such as the Ministry of Foreign Affairs, the Ministry of Interior, and the Ministry of Justice (depending on the activity and country context).

⁵ <https://uhri.ohchr.org/en/countries> and <https://uhri.ohchr.org/en/search-human-rights-recommendations?countries=78fe50f3-8dc2-4255-b905-4c41333d89f0&affectedPersons=5b6c3990-9faf-4d1f-9ec2-84c14e1c66e1>

⁶ https://euaa.europa.eu/sites/default/files/publications/2023-05/EUAA_External_Cooperation_Strategy.pdf

⁷ The Regional Pilot Project for North Africa and Niger is scheduled to conclude in June 2025.



Currently, the list of Southern Neighbourhood countries part of the RPP (see footnote 9) will be maintained and might be extended, depending on needs and resources and as appropriate (e.g. Lebanon, Mauritania).

Therefore, the partner Third Countries targeted by this regional project will be the following: **Egypt, Tunisia, Morocco, Algeria, and Libya**. The possible participation of also **Jordan, Lebanon and Mauritania** will be assessed during the Inception period, and it will depend on the countries' willingness to participate as well as on other external factors beyond the control of the Agency (such as EU External Policy priorities; Political situation in the countries; etc.).

Other relevant stakeholders

Other relevant stakeholders that will actively take part in the exchange of best practises, knowledge, dialogue, and networking activities, are EU MS, EU institutions and bodies, international organisations, academia, and relevant civil society organisations.

As per the current EUAA Regional Pilot Project, interested EU MS will be considered as participating countries alongside the Southern Neighbourhood countries. During the inception period, a list of EU participating countries will be drawn following consultations and expressions of interests via the EUAA's Third Country Cooperation Network.

Coordination and the establishment of partnerships with relevant regional stakeholders such as the International Association of Refugee and Migration Judges (IARMJ) and the League of Arab States⁸ (LAS) will be further explored.

Key achievements and lessons learnt

The proposed action builds on the ongoing Regional Pilot Project for North Africa and Niger⁹. This project was developed within the framework of the Regional Development and Protection Programme for North Africa (RDPP NA) and is implemented by the EUAA with the contributions (funding and expertise) of seven EU Member States (AT, BE, CZ, DE, DK, IT, and NL). The pilot project commenced in November 2020 and will come to an end on 30 June 2025.

Achievements

A key achievement of the pilot phase has been the participation of all North African countries in the eight regional activities organised since its inception in 2020. While the EUAA initially aimed to involve mostly Egypt and Niger as the two countries that had shown strongest interest in the initiative, the Agency successfully managed to reach out to and obtain the interest and participation of all North African countries. The different regional activities organised so far, paved the way for the creation of

⁸ LAS member states include all countries from the sub-region of Northern Africa. With a general objective of strengthening cooperation of member states, the LAS has focused on the improvement of migration policies through enhanced dialogues and mainstreaming migration within declarations. The LAS is the permanent Chair and Secretariat of the Arab Regional Consultative Process on Migration and Refugees Affairs (ARCP). The ARCP brings together 21 countries from the Arab region with a view to tackling questions arising from migration issues.

⁹ The RPP currently covers North African countries: Algeria, Egypt, Libya, Morocco and Tunisia. Following the coup d'état in Niger on 26th July 2023, the cooperation with Niger is currently suspended.



an increasingly structured platform for exchanges on asylum and reception matters geared to target policy makers from North Africa, Niger (on hold) and participating EU MS.

Another positive spill-over effect of the Agency's work at regional level is the increased interest by partner Third Countries in cooperating with the Agency at bilateral level on the topic of asylum and reception. The Regional Pilot Project channelled interest for the establishment of the pilot Roadmap with Niger (now on hold) and the interest of Morocco to scope the possibility of a closer cooperation with the Agency. Additionally, it contributed to reinforcing the excellent EUAA's ongoing bilateral cooperation with Egypt. The EUAA-Egypt cooperation, including the EU-Egypt roadmap¹⁰, will continue for the next three years also thanks to a recently obtained EU funding.

Finally, the pilot phase gave the opportunity to the Agency to assess the needs of the project's counterparts in the region related to asylum and reception. All activities implemented in 2022-2025 were built around the following main areas of interest which were consistently confirmed during discussions in each regional activity: transitioning to a national asylum and reception system; access to procedure; persons with special needs; and appeal systems.

Lessons learnt

The establishment of the EUAA Regional Protection Project for the Southern Neighbourhood as the successful outcome of the pilot phase is crucial to ensure that the foundations built between 2020 and 2025 can be further developed and consolidated.

Migration and asylum are politically sensitive topics and the carefully established relations with participating partner countries require continued diplomatic sensitivity. Exchange and networking activities through conference, specialised seminars and training helped to foster a respectful and collaborative environment and create trust between the EUAA, EU Member States and partner TCs. At the same time, the very good and close coordination with DG HOME, DG NEAR and EU Delegations was essential to navigate through a volatile political context and adopt adaptive measures when necessary. In this view, placement of an EUAA project staff member in long-term mission to Cairo within the premises of the EU Delegation to Egypt, has greatly helped the Agency address the need to be more present on the ground, as well as to be more context aware and create meaningful networks to ease technical communication and diplomatic relations.

Activities are organised to be mutually beneficial for EU MS and partner TCs. The active involvement of participating countries in the organisation of the activities via chairing and co-chairing roles proved successful and will be investigated this set-up further as part of the RPSN. Additionally, the inclusion of other EU or third countries in the exchanges of knowledge and best practices is perceived as enriching for all participating countries.

Finally, the involvement and collaboration with regional actors, such as the Africa Chapter of the IARMJ, proved to be fruitful as they enable the Agency to capitalize on existing thematic or policy-oriented networks to bring in the asylum perspective from the EU point of view. Therefore, the Agency will enhance its work towards building other similar synergies and partnerships with other

¹⁰ The 2nd EUAA-Egypt cooperation: "Enhancing the protection space for asylum-seekers and refugees in Egypt" is funded with EUR 1.5m by NDICI and will be implemented from 01/11/2023 – 31/10/2026.



regional actors, such as LAS, the African Union and the Cairo International Centre for Conflict resolution, Peacekeeping & Peacebuilding (CCCCPA).

Expected synergies, complementarities with own and other activities

The EUAA actively coordinates its external actions with the EU Commission, the External Action Service – via the EU Delegations in partner TCs – as well as with EU MS and international organisations, underscoring its commitment to transparent collaboration and information sharing.

The Agency will coordinate with UNCHR and DIHR for the implementation of Outcome 2 “Enhanced asylum systems and processing” and with UNCHR, DIHR and ICMPD on (regional) capacity building activities under Outcome 1 “Enhanced migration management”. EUAA stands ready to investigate potential cooperation for the implementation of Outcome 3 as regards capacity building activities to counter migrant smuggling and trafficking of human beings (although the mandate of the EUAA is very limited in this respect).

Further coordination and synergies will be explored with relevant DK-funded programmes under the responsibility of MIGSTAB such as the Whole of Route Programme 2024-2029.

To achieve this, the Agency maintains open and ongoing dialogue with international organisations, as well as with EU MS operating in partner TCs where the Agency is active or intends to engage. This mutual exchange of information and coordination is essential for complementing interventions and maximizing impact. By leveraging synergies with other actors' activities and, when appropriate, aligning efforts, we can collectively work towards common objectives in the countries concerned (e.g. Team Europe approach with EU/EU MS). The Agency advocates reciprocal cooperation among partners as a guiding principle throughout its engagements.

The EUAA’s RPSN will continue to be implemented in coordination with the Regional Development and Protection Programme for North Africa (RDPP NA¹¹ - led by IT Ministry of Interior), including in view of potentially encompassing other countries relevant for the whole-of-route approach (such as Mauritania for instance). Thanks to the RMGP, cooperation with international partners, will be further intensified and expanded to enhance synergies between the activities of the RMGP implementing partners UNCHR, IOM, ICMPD and the Danish Institute on Human Rights (DIHR). This, in combination with the future phase of the RDPP NA in 2025-2027, will continue enhancing coordination and synergies among implementing partners in both Programmes.

This coordination aims to harness synergies and leverage the specialised expertise of these organisations to address the needs and interests of both participating EU and partner TCs effectively. By collaborating closely with these partners, the project seeks to maximise its impact and build upon existing expertise and knowledge in the region.

To achieve this, the Agency will continue to use the existing regular coordination mechanisms in place with these organisations that stem from the overarching frameworks agreed between the EUAA

¹¹ The RDPPs North Africa has funded 57 projects in Algeria, Chad, Egypt, Libya, Mauritania, Morocco, Niger and Tunisia since 2015. Projects under the RDPP-NA provide support, via international organisations, to capacity building in third countries: establishing, developing and improving an effective refugee status determination procedure, registration, reception arrangements and conditions for the most vulnerable migrants, access to international protection, and by helping develop a legal, policy and institutional framework.



and UNHCR, IOM and ICMPD¹². Through its presence at the EU Delegation in Cairo, the EUAA has established an open, two-way communication with UNHCR and IOM which will continue to facilitate coordination of efforts and complementarities between the EUAA's national and regional initiatives (e.g. by leveraging Egypt's engagement on asylum-related matters to the regional level for enhanced impact of the EUAA regional project).

With ICMPD, the EUAA has very good coordination with EUROMED Migration as well as close cooperation between respective training efforts. The overarching agreement is that ICMPD consults and coordinates closely with the Agency whenever an interest on asylum-related capacity development or dialogue is identified among its networks in the region. Likewise, the Agency refers any broader interest to ICMPD or IOM depending on relevance. ICMPD will be involved in the EUAA's regional activities wherever its expertise will be considered of added value.

With the Danish Institute on Human Rights (DIHR), the Agency will establish relevant coordination mechanisms based on the activities they will envisage under the Programme. As mentioned above, the Agency will scope cooperation avenues with DIHR to contribute to ensuring a strong rights-based approach is in place across the RMGP. Such cooperation could already start in the first year of implementation by contributing the EUAA's input in the DIHR's efforts to create a baseline for future assessment of the RMGP's rights-based approach. Additionally, the EUAA and DIHR could cooperate in the organisation of national or regional capacity building activities involving National Human Rights institutions in the participating countries, to foster best practices exchanges related to human rights and asylum matters.

In the case of Egypt, the EUAA will ensure that activities under this project will be coordinated with and complement the activities implemented under the EUAA-Egypt Roadmap.

3. Project Objective

The project's objective contributes to the overall development objective (i.e. Impact) of the RMGP ("Migration management is enhanced, safe, orderly and rights-based in focus countries across the MENA region") and to the Specific Objective (i.e. Outcome 2): "Enhanced asylum systems and processing (including documentation, registration, reception etc.)".

The Agency will focus on enhancing institutional development on asylum in priority TCs through regional and national capacity building activities through a multifaceted approach aimed at strengthening legal frameworks, improving administrative processes, and building the capacities of institutions and personnel involved in asylum and reception procedures.

Overall, the EUAA intervention will be designed and implemented by considering – as a crosscutting focus across the Outputs - the specific situation of asylum seekers which belong to vulnerable groups and particularly vulnerable sub-groups such as children on the move, including unaccompanied children, pregnant women, victims of gender-based and sexual violence, survivors of trafficking in human beings (THB).

¹² [International Stakeholders | European Union Agency for Asylum \(europa.eu\)](https://www.europa.eu)



A holistic and whole-route approach will be applied as appropriate, further intensifying the cooperation with international and regional stakeholders at all levels to identify sustainable solutions and to enhance the protection of asylum seekers and refugees. In this regard, the project will continue to further develop the platform of exchange on asylum and reception with the ambition of becoming a regional EU asylum knowledge hub for Southern Neighbourhood countries and beyond.

4. Theory of change and key assumptions

The proposed action seeks to strengthen the protection environment for asylum seekers and refugees throughout the Southern Neighbourhood participating countries and along its migratory routes, prioritising vulnerable groups, and in line with EU standards. This will be reached by focusing on two strands of interventions.

Output 1: Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system.

Under this output, expertise on asylum-related matters will be enhanced, encompassing a deepened understanding of the process and steps necessary for the establishment of a national asylum system. The activities will envisage that participating countries have access to asylum-related exchanges, knowledge, and products.

Output 2: Institutional capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups.

Under this output capacities on managing asylum procedures will be bolstered, with a particular focus on vulnerable groups. This includes strengthening institutional capacities for asylum and reception-related legislation development and promoting awareness and adherence to EU standards and asylum procedures.

The two outputs are also interlinked and have strong cross cutting elements. Underpinning the efforts under each of the outputs, the project will gradually establish a stable regional EU asylum knowledge network, facilitating the exchange of expertise and best practices to uphold the protection of asylum seekers and refugees within the region and beyond.

The theory of change suggests that the situation of asylum seekers and refugees in the Southern Neighbourhood can be improved via mutually reinforcing efforts:

- IF expertise on asylum-related matters in participating partner third countries is enhanced, and
- IF the understanding of the processes and steps necessary for the establishment of a national asylum system is increased, and
- IF capacities on access to procedure, with focus on vulnerable groups are enhanced, and
- IF capacities on second instance determination and appeal procedure are enhanced, and
- IF knowledge on reception standards and procedures is increased,
- THEN asylum systems in participating partner third countries are enhanced.



The theory of change is founded upon a needs and rights-based approach that combines regional and bilateral long-term efforts. This is based on a participatory approach, to ensure local ownership, coupled with the Agency's capacity to secure sustainable actions thanks to its core staff, budget, and mandate. This, in conjunction with a flexible approach (i.e. to engage with more interested countries at regional and/or bilateral level), makes the project and the Agency well equipped to adapt to the unpredictable and changing environment in the Southern Neighbourhood (see paragraph on closure for more details).

Key assumptions – cross-cutting

- National authorities in participating partner third countries are willing to enhance the protection space of asylum seekers and refugees in their country and apply the knowledge acquired.
- National authorities in participating partner third countries and EU MS are willing to engage on asylum-related exchanges.
- Political developments in the EU and in the Southern Neighbourhood do not hamper the implementation of the project.
- Participating partner third countries continue to cooperate with the EU and EU MS on migration and asylum.

Key assumptions – Egypt

- The national asylum law is adopted, which increases capacity and institutional development needs in the country.
- Egyptian national authorities are willing to cooperate with the EU and EU MS.
- Political developments in the EU and in Egypt do not hamper the implementation of the project.
- Adequate human and financial resources are available on both sides (EUAA and Egypt).

5. Summary of the results framework (Annex 1)

Under Output 1, the EUAA will contribute to institutional development by enhancing the participating partner TCs' expertise on asylum-related matters, including understanding the process and steps necessary for the establishment of a national asylum system (i.e. from the law-drafting to the law implantation phase).

Within the overarching Theory of Change and the objectives outlined above, the EUAA's RPSN aims to bolster expertise in asylum legislative frameworks, fostering a deeper understanding of the processes involved in establishing national asylum systems (under Output 1).

Regional activities involving multiple countries will facilitate knowledge exchange on topics of common interest, with emphasis on sharing experiences and best practices. Topics will focus on asylum legal frameworks providing best practise examples on successful transitions to national asylum systems and fostering collaboration with international partners and regional stakeholders.

Under Output 2, the EUAA will enhance institutional capacities on managing asylum and reception procedures, with a focus on vulnerable groups.

The RPSN's second output will prioritize enhancing capacities in managing asylum and reception procedures, with a focus on vulnerable groups. Through regional activities, participating countries



will work together to find workable solutions to improve the management of asylum processes, ensuring that regional and national contexts, as well as the needs of vulnerable groups are effectively addressed along migratory routes and within the specific asylum context in the Southern neighbourhood. Networking will be a cornerstone of the project's success, facilitating collaboration and knowledge sharing among participating countries and stakeholders.

Additionally, the Agency remains flexible to address specific, ad-hoc needs or interests that may arise from individual countries that can be addressed under the two identified outputs. This ensures that the project remains responsive to evolving circumstances and maximizes its impact at both regional and bilateral levels.

This will be particularly relevant for Egypt as the present project directly complements the EUAA's bilateral cooperation with Egypt, thereby enhancing the EUAA's efforts to achieve this result in the country. Egypt will maintain its pivotal role in the regional project poised to serve as a distinguished model of regional leadership in this critical field, while the EUAA will increasingly work towards complementing its bilateral cooperation (EUAA-Egypt Roadmap) in view of Egypt's endeavour to establish a national asylum system.

At regional level, synergies in the organisation of regional exchanges will be sought with the Cairo International Centre for Conflict resolution, Peacekeeping & Peacebuilding (CCCPA) as one way in which Egypt could put in practice its pivotal role.

At national level, in case of adoption of the national asylum law in Egypt (currently pending Parliament's approval), the EUAA will be able to allocate one human resource from the RPSN to the enhancement of bilateral support to Egypt in view of the establishment of the newly adopted asylum framework. In this way, the RPSN will be contributing directly to the delivery of key capacity and institutional development activities in Egypt, such as (as a way of example) technical/expert assistance in the development of secondary legislations and institutional frameworks needed for the functioning of a national asylum system. The details of the activities that will be implemented under this framework will be developed jointly with Egypt and in coordination with the other implementing partners.

Finally, the EUAA confirms that the funds allocated to the Agency will not be used for case processing nor other asylum-related procedures where the asylum seekers' freedom of movement is restricted. The primary purpose of the activities is the promotion of the welfare of the recipient countries benefitting from the activities in the interest refugees' and migrants' rights.

6. Inputs/budget (Annex 3)

The overall budget foreseen is of 22,487,908.90 DKK (3,014,465.00 EURO) which will cover for all the project's human resources. The project foresees the hiring of 7 project staff, as follows:

- Two Project officers in charge of coordinating the implementation phase and the delivery of the activities linked to the identified outputs/outcomes.
- Two Project officers with thematic expertise. These positions will provide key thematic input in the implementation of activities, by actively delivering activities and designing



agendas/content of the activities in close cooperation with the rest of the project team and taking a whole of Agency approach.

- Three Project assistants to support with administrative and financial matters directly linked to the implementation of activities and the achievement of the set outputs/outcomes.

It is important to note that the budget allocation specifically covers the salaries and associated costs (such as missions to EU MS and partner TCs for the implementation of activities) of these human resources, without any additional charges for overhead or Monitoring, Evaluation, Accountability, and Learning (MEAL) costs. The Agency will cover overhead and MEAL costs as part of its co-funding contribution to the project.

The project foresees an inception period between Nov 2024 and June 2025 (depending on the final starting date of the project) during which the EUAA will identify all relevant human resources and further assess the needs of the participating countries to design activities using a rights/needs-based and participatory approach. During this phase the EUAA will hire the first human resources funded by the project (i.e. one thematic expert and two project assistants) who will work - together with the Team Leader and under the guidance of the Head of Sector - towards the establishment of a solid project baseline via a needs assessment approach which will include an analysis of the pilot phase results, as well as consultations with partner TCs and other relevant stakeholders. The results of these efforts will be reflected in an updated results framework and included in the Inception report. In this view, as mentioned in the synergies paragraph below, the EUAA will work in consultation and cooperation with the DIHR in view of complementing its efforts to create a programme baseline for future assessment of the RMGP's rights-based approach.

For the implementation of activities under Output 1 and Output 2, the EUAA will recruit 2 additional project officers, one additional thematic expert and one additional project assistant. Please see in the above paragraph how these profiles will work towards the achievement of the set project Outputs, and thereby to the successful accomplishment of RMGP's Specific Objective 2.

The project also includes a reporting period beyond its closing date on 14 November 2029 (tbc), which will run for six additional months until 15 May 2030 (see reporting calendar below). In this period, a reduced number of staff will be working on the final narrative and financial report. Therefore, the indicated budget for both the Inception and the Reporting periods are lower than in the implementation period.

Additionally, all costs related to the organisation of activities, such as event services and interpretation services, will also be covered by the Agency's co-funding contribution. The latter is estimated to be of around 2m EURO over 5 years. The Agency reserves the right to adjust this amount according to the actual delivery of activities during the implementation period. Finally, the Agency does not foresee any additional external funding for regional activities during this period. As mentioned earlier, the Agency is currently implementing a three-years project funded by the EU via the NDICI instrument for the implementation of the second EUAA-Egypt Roadmap (currently being finalised for the period Q4 2024- Q4 2026).

In summary, the budget allocation ensures that the necessary human resources can be recruited to implement the activities which will be outlined in the project plan, while the Agency's co-funding



contribution includes core staff contributions (e.g. see Team Leader and Head of Sectors time mentioned above) and it also covers overhead and MEAL costs, other related expenses, and all project activities over the five years implementation period. This structure ensures efficient use and allocation of resources and effective project implementation.

7. Institutional and Management arrangement

The Agency's regional project will appoint a Project Manager (i.e. one of the foreseen project staff mentioned in the list above) responsible for overseeing the project's intervention logic, planning, implementation, budget, monitoring, and risk management. This role will include a comprehensive management arrangement to ensure a coordinated and effective approach to the project's objectives. The Project Manager will facilitate internal dialogue with technical focal points across the agency (a whole-of-agency approach) to ensure a rights and needs-based methodology is consistently applied. The Project Manager will also engage in continuous reporting and dialogue with management, including the Head of Sector and the Team Leader (the latter two profiles as core Agency staff), to guide strategically the implementation process. In cases requiring significant changes or major decisions, such as the initiation of potential bilateral activities, these matters will be escalated by the Head of Sector to senior management, up to the Executive Director if necessary.

As outlined in the previous section, the project team will be composed of two project management specialists and of two thematic specialists. The Project Manager together with the other project management specialist, will handle horizontal aspects including stakeholder management, ensuring a needs-based and participatory approach, overseeing organisational and logistical arrangements, and managing monitoring and reporting processes. The thematic specialists will focus on aligning the content of activities with the Agency's mandate, on delivering the content and on ensuring a rights-based approach is adopted. In line with the intervention logic (as outlined in the results framework), the two project management specialists will each oversee the implementation of activities under one of the three key thematic elements: (1) legislative aspects, (2) asylum and reception procedures and (3) vulnerable groups. They will be supported by the three project assistants, while the two thematic specialists will advise on the needs to be addressed and the related content to be developed for each area and capacity building activity. They will also be able to deliver the content, in consultation with thematic Centres in the Agency and with the involvement of EU MS, partner TCs as well as of other relevant stakeholders. One of them will have expertise and focus on asylum and reception, while the other will have expertise on vulnerable groups. Both will work together on the legislative side, as this is relevant for both thematic areas.

To maintain flexibility and responsiveness, designated project staff will also be available to provide ad-hoc bilateral support to countries as needs arise. This includes potential support to Egypt, contingent upon the passage of its asylum law, and in alignment with the ongoing EUAA-Egypt cooperation (currently until 31 October 2026). This structure will enable timely decisions and ensure that the project remains adaptive to emerging needs and opportunities.

Reporting calendar (tentative and subject to change in agreement with DK)

Report type	Cadence	Period covered	Deadline (tentative)
Inception Report	One-time	First 8 months until 30 June 2025	31 October 2025



Disbursement request covering the full project duration	One-time	Full project duration	15 January 2025
Yearly Narrative Reports (narrative)	Annually	<p>The first will cover 1 July 2025-31 December 2026</p> <p>The second will cover 1 January 2027-31 December 2027</p> <p>The third will cover 1 January 2028-31 December 2028</p>	<p>30 April 2027</p> <p>31 April 2028</p> <p>31 April 2029</p>
Yearly Financial Reports	Annually	<p>The first will cover 1 July 2025-31 December 2026</p> <p>The second will cover 1 January 2027-31 December 2027</p> <p>The third will cover 1 January 2028-31 December 2029</p>	<p>30 June 2027</p> <p>30 June 2028</p> <p>30 June 2029</p>
Budget monitoring report	Annually	Covering progress until 30 June of existing year	15 September
<p>Updated work plan, strategies for next year.</p> <p>Updated budget for the grant period.</p> <p>Financial reporting for organisation.</p> <p>Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting</p>	Annually		15 September



Draft final report, (draft completion report)	One-time	Project Start – Project End on 14 November 2029 (?)	15 November 2029
Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.	One-time		15 May 2030

Monitoring and Evaluation

The MEAL framework is a vital component of our project design, ensuring that we monitor progress, evaluate effectiveness, and foster continuous learning and improvement. The EUAA’s project monitoring mechanism will be managed by the project team in consultation with the Quality Management and Evaluation Sector in the Agency.

To collect data, the Agency will establish a robust system based on identified indicators, leveraging existing structures from previous projects. The Project Manager, together with the team, will deliver monitoring reports to the Head of Sector and the Team Leader on a quarterly basis. These will be shared with MIGSTAB as well. The templates will capture also any lessons learnt, mitigating, and learning measures as well as highlight any context or risk-related developments that might lead to change. Advice on the implementation of such changes will be included there. In parallel, constant dialogue and interactions between the team and the Team Leader will also be in place on a weekly basis to ensure ongoing quality assurance is in place and so that prompt actions are taken, or decision escalated also in between reporting intervals.

After each activity, we will gather lessons learned, adjusting our approach based on insights gained from participating countries and stakeholders. This system will enable us to track progress effectively and make informed decisions throughout the project lifecycle. Activity reports will be drafted and shared with all participants and MIGSTAB.

Stakeholders’ engagement and feedback mechanisms will play a key role in the successful implementation of the project, both internally within the Agency and externally with partner Third Countries, EU/EU Member States, and International Organisations. As part of our commitment to accountability, each implemented activity will be evaluated using standard evaluation processes, while a higher-level reference group made of national contact points from the participating countries will be regularly consulted to make sure the project remains responsive of needs and interests in these countries.

To complement ongoing processes, a mid-term progress review and a final evaluation at the project's conclusion will be envisaged, providing comprehensive assessments of the Agency’s progress and impact. These evaluations will involve all relevant partners, stakeholders as well as MIGSTAB and they will be shared with Denmark once finalised. Ultimately, they will feed into our learning process, guiding future initiatives and strategies.



Finally, the project team will be encouraged to undertake relevant training on asylum-related topics, adaptive management, monitoring and evaluation techniques. This approach will foster a culture of continuous improvement and enable us to make timely decisions that enhance project outcomes.

Here is a tentative calendar for the proposed MEAL set-up:

Activity type	Cadence	Period covered	Deadline (tentative)
Initial stock-taking exercise	One-time	During the inception period	31 September 2025
Quarterly Internal Monitoring Report	Quarterly	Q1: Jan – Mar Q2: Apr – Jun Q3: Jul – Sep Q4: Oct – Dec	15 April 15 July 15 October 15 January (following year)
Mid-Term Progress Review	One-time	Project Start-mid 2027	31 December 2027
Final Internal (ex-post) Evaluation	One-time	Project Start – Project End	30 April 2030

With regards to anti-corruption measures, the EUAA internal control and accountability mechanisms ensure that the Agency will uphold the highest standards of transparency, integrity, and effectiveness in its external engagements. Additionally, the Agency will collaborate with its Fundamental Rights Officer and with the Danish Institute for Human Rights, DIHR (as implementing partner of the overall DK programme) – as relevant - to integrate human rights considerations into our monitoring, evaluation, accountability, and learning processes.

Communicating results

The Agency is committed to ensuring timely, transparent, and effective dissemination of the project's progress, achievements, and lessons learned to all stakeholders, enhancing engagement, and promoting accountability. Key stakeholders include internal actors such as the project team, agency staff, and management, as well as external parties like donors (MIGSTAB), participating EU Member States and partner Third Countries, International Organisations, NGOs, and the public. We will utilise a variety of communication channels capitalising on the EUAA internal rules for procedure and communication expertise to reach these audiences, including internal meetings and reports, publications like annual reports and newsletters, digital media platforms such as the EUAA website and the EUAA social media accounts, events including workshops and conferences, and direct communication through emails and phone calls.

A direct, two-way technical communication channel will be established with MIGSTAB to ensure the donor is regularly consulted and kept abreast of project implementation, developments, and reporting cycles.

The MIGSTAB shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project/programme.



After the termination of the project/programme support, the MIGSTAB reserves the right to carry out evaluations in accordance with this article.

8. Financial Management, planning and reporting

Disbursements

Should the present project proposal be accepted by Denmark, the EUAA and DK will enter into a EUAA-DK Agreement (see Annex 4 for the current EUAA-DK Agreement on the Regional Pilot Project for North Africa) that will outline all financial, planning and reporting rules applicable to the funding of this project. EU MS funding to the EUAA is called voluntary financial contribution to the EUAA budget and it constitutes external assigned revenue within the meaning of Article 20(2)(a) of the EASO Financial Regulation.

The EUAA will co-finance the project as described in this document by covering the costs of all activities as well as by providing for administrative and overhead costs. Additionally, the Agency will contribute by allocating other internal human resources to the project (e.g. Team Leader; financial actors; monitoring and evaluation actors; technical experts).

DK's voluntary contribution should be provided to the Agency by means of one only transfer of funds of DKK 22,487,908.90 DKK (3,014,465.00 Euro)¹³ to be disbursed by end of 2024. The reason for the need of 100% pre-financing is related to the nature of costs the funding will cover. Since these are human resources costs, and since the Agency will need to follow internal recruitment procedures to be able to have the foreseen project staff in place within the foreseen timeline (i.e. within the inception period), this means that all related funds must be available in the Agency's bank account as early as possible to enable the EUAA to start such recruitment procedures (i.e. no recruitment can be started without the related funding available in the Agency's bank account).

Financial Management and Agency programming

The EUAA procedures pertaining to financial management are based on the EASO Financial Regulation.¹⁴ The RPSN will be included in Agency programming exercises and instruments, which are publicly available, the so-called Single Programming Documents.¹⁵

Procurement

The public procurement procedures conducted by EUAA follow the EU Financial Regulation¹⁶ applicable to the general budget of the EU, as per the EASO Financial Regulation¹⁷ adopted by the Agency's Management Board on 14 August 2019.

The EU Directive on Public Procurement is complementing the EU Financial Regulation on all matters more strictly pertaining to public procurement rules in the EU institutions. This is complemented by various internal and external tools including the EASO Standard Operating

¹³ The conversion has been done using the monthly accounting exchange rate established by the European Commission and published on the website accessible at https://ec.europa.eu/info/funding-tenders/how-eu-funding-works/information-contractors-and-beneficiaries/exchange-rate-infoeuro_en. Any loss due to the variation of exchange rates between the grant in DKK and the currency used must be covered within the grant.

¹⁴ [MB-Decision-54-EASO-financial-regulation.pdf \(europa.eu\)](#) - Articles 7, 20, 21, 30, 39, 44, 48, 99 and 104

¹⁵ Article 32 of the EASO Financial Regulation

¹⁶ [Regulation - 2018/1046 - EN - EUR-Lex \(europa.eu\)](#)

¹⁷ [MB-Decision-54-EASO-financial-regulation.pdf \(europa.eu\)](#)



Procedures on Procurement rules and contracts management and the Commission's Specific Guidance on procurement and contract risk management.

Accounting and auditing

The Annual Accounts of the European Union Agency for Asylum (EUAA) are prepared in accordance with Article 102 of the Framework Financial Regulation ('FFR')¹⁸ Title IX and the accounting rules adopted by the Commission's Accounting Officer, which are based on internationally accepted accounting standards for the public sector (IPSAS), as are to be applied by all the institutions and union bodies.

Pursuant to Article 108 of the EASO Financial Regulation, the Agency shall grant staff from the European Commission and other persons authorised by it, as well as the Court of Auditors, access to its sites and premises and to all the data and information, including data and information in electronic format, needed to conduct their audits.

Pursuant to Article 104 of the EASO Financial Regulation, an independent external auditor or the Court of Auditors shall be empowered to audit the documents held by the Agency up to five years after payment of the balance.

In addition, the European Anti-Fraud Office may carry out on-the-spot checks and inspections in accordance with Council Regulation (Euratom, EC) No 2185/96 and Parliament and Council Regulation (EC) No 1073/1999 from the signature of the Agreement up to five years after payment of the balance.

The EUAA will keep records and accounts of the implementation of the future Danish voluntary contribution to the EUAA in line with the EASO Financial Regulation.

The EUAA ensures a certified and high level of assurance regarding the management of funds which is exemplified in several documents produced yearly by the Agency. As a matter of example we include here the following reports and documents for financial year 2023¹⁹:

- **EUAA Final Accounts Report 2023:** This report specifically addresses the EUAA's utilisation of external revenue (R0), including voluntary contributions from EU MS.
- **EUAA Consolidated Annual Activity Report 2023 (CAAR):** Adopted by the Management Board in June 2024, this report details the EUAA's external revenue for 2023 and its allocation, highlighting EU MS voluntary contributions. Additionally, it covers the Agency's internal control processes and audits conducted by the Commission's Internal Audit Service and the European Court of Auditors in 2023.
- **European Court of Auditors Annual Report for the Financial Year 2022:** on the ECA website.
- **Comprehensive Explanation of the Agency's Robust Internal Control Mechanisms:** Available for review on the EUAA website (Internal Control page linked in the footnotes).

¹⁸ COMMISSION DELEGATED REGULATION (EU) 2019/715 of 18 December 2018 on the framework financial regulation for the bodies set up under the TFEU and Euratom Treaty and referred to in Article 70 of Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council.

¹⁹ [Governance and Internal Control | European Union Agency for Asylum \(europa.eu\)](#)



- **Level of Assurance Provided by the External Auditor:** Information accessible on the ECA website.²⁰

Collectively, these documents and reports ensure transparency, compliance, and efficient management of external revenues. Finally, the EUAA uses a well-established system of internal control principles in line with the Commission's standards which are based on international best practices. The principles set clear criteria for the Agency's management and are assessed through ex-post controls. Following each assessment, EUAA develops an action plan and takes steps to address any shortcomings that have been identified.²¹

9. Risk Management (Annex 2)

The EUAA has identified several risks that could potentially impact the success of the regional project (see Annex 2). These would have to be assessed further during the inception period and might change as a result and during the implementation phase.

One such risk identified so far, is the lack or low level of collaboration from respective national authorities in partner TCs. To mitigate this risk, the EUAA will engage in proactive communication and relationship-building efforts with national authorities from the outset. By clearly articulating the benefits of collaboration and developing a structured engagement plan, we aim to foster ongoing dialogue and address any concerns promptly.

Another risk identified is the lack of support from DG HOME (the EUAA's partner DG) for the Agency's further engagement in the region or with specific partner TCs. To mitigate this risk, we will work closely with DG HOME to ensure the alignment of our objectives, enhance awareness of the EUAA's mandate and added value, and garner support for our initiatives.

Additionally, there is a risk that EU MS may be unwilling to share information on national practices or actively participate in project implementation. To address this, we will emphasise the mutual benefits of collaboration in the external dimension and ensure timely planning of the EUAA's regional activities for improved EU MS awareness of when and where technical EU MS expertise will be required in a given project implementation year.

Furthermore, limited availability of Agency project staff poses a risk to project implementation. To mitigate this, the EUAA will identify backup resources and implement contingency plans to ensure continuity of implementation while working with EUAA management and Human Resources to ensure timely recruitment procedures are in place.

By proactively identifying and addressing these risks through targeted mitigation strategies, we aim to enhance the likelihood of project success and achieve our desired outcomes effectively.

10. Closure

²⁰ [Our methodology | European Court of Auditors \(europa.eu\)](#)

²¹ [Governance and Internal Control | European Union Agency for Asylum \(europa.eu\)](#)



The Agency will work, throughout the project’s implementation, to establish several safeguards to ensure the project’s sustainability beyond the funding timeframe. This work can be framed around three main pillars: institutional development, stakeholders’ engagement, and internal resource mobilisation.

Through the implementation of the project’s regional (and bilateral) capacity building activities, the Agency foresees to build institutional capacities and skills that will support the continued achievement of the project’s objectives beyond the project’s duration. National authorities and other stakeholders in the participating countries will be involved throughout the project lifecycle to build ownership of decision-making processes and to jointly influence the project’s direction. This will be done by creating meaningful partnerships that can provide ongoing support and active engagements, that can go well beyond the project’s closure. Additionally, the Agency has already started an internal re-prioritisation exercise in view of optimising resources to meet key priorities. The External Dimension being one of the six key Agency priorities means that, gradually, increasing core human and financial resources will be mobilised to this area of work, in view of supporting the sustainability of successful projects such as the regional and bilateral cooperation established throughout the years in the MENA region. Finally, the Agency will continue building on its partnerships with EU Institutions and EU MS to ensure its actions in the region consistently meet key external policy priorities. Thereby potentially securing new funding sources which will further support the internal sustainability strategy beyond the present project’s closure.

Tentative timeframe of the formal closure of the project:

Activity type	Deadline (tentative)
Final Report (narrative and financial)	15 May 2030
Final Internal (ex-post) Evaluation	15 May 2030
Return of unspent funds and accrued interest	30 April 2030
Audit	Recurring as per EU/EUAA cycles



Annexes:

Annex 1: Result Framework

Annex 2: Risk Management

Annex 3: New itemised Budget

Annex 4: Current EUAA-DK Agreement on the Regional Pilot Project for North Africa



Annex 1: Result Framework

Note: the result framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Project	EUAA
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Project Title	EUAA Regional Protection Project for the Southern Neighbourhood		
Outcome	2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)		
Outcome indicator	<ul style="list-style-type: none"> Extent to which relevant partner Third Countries institutions display improved asylum-related practices or policies (1 = requires further progress; 2 = partially meets; 3 = meets; 4 = fully meets) <u>Means of verification:</u> EUAA activity reports, EUAA regional consultations/survey results, EUAA activity evaluations, etc.		
Baseline	2024	1	Partner Third Countries currently require further efforts in the use/adoption of improved asylum-related practices/policies (such as triggering of national efforts to improved policies and practices such as referral mechanisms for unaccompanied children; adoption/revision of national asylum/migration strategies; use of tools based on EUAA/EU MS examples; etc.).
Target	2029	2	By the end of the project in 2029, up to 2 partner third countries display the use/adoption of improved asylum-related practices/policies (see examples above).

Output 1	Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system.		
Output indicator	<p>The activities will envisage that participating countries have access to asylum-related exchanges, knowledge, and products.</p> <ul style="list-style-type: none"> (#) of conferences/seminars/networking opportunities organised. (#) of EUAA products developed/available in Arabic/French. Participants' level of satisfaction is of at least 80%. 70% of participants report that they can apply the acquired knowledge in their asylum-related work <u>Means of verification:</u> activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.		
Baseline	2024	5	So far, during the implementation of the EUAA regional pilot project (2020-2023), five activities were implemented under this Output (corresponding to Outcome 1 of the regional pilot project's logical framework).
Target	2025	1	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference), building upon the baseline of overall 11 ²² activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the

²² Eleven activities were implemented overall, considering both outlined Outputs and in the timeframe 2020-2023. Considering that the regional pilot project will conclude in June 2025, this baseline will change by then.



			Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	
Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities (year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.
Output 2		Institutional capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups.	
Output indicator	Development and delivery of tailored capacity building activities, with a focus on sharing experiences and strategies for effectively supporting vulnerable groups <ul style="list-style-type: none"> • (#) of workshops/work visits and trainings organised. • (#) of EUAA products developed/available in Arabic. • Participants' level of satisfaction is of at least 80%. • 70% of participants report that they can apply the acquired knowledge in their asylum-related work. <u>Means of verification:</u> activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.		
Baseline	2024	8	So far, during the implementation of the EUAA regional pilot project (2020-2023), 8 activities were implemented under this Output (corresponding to Outcome 2 and 3 of the regional pilot project's logical framework).
Target	2025	0	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference, reported as Target under Output 1), building upon the baseline of overall 11 ²³ activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	
Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities

²³ Ibid.



		(year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.
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Annex 2: Risk Management

	Actor	Risk title & description (including cause and potential consequence)	Triggers	Likelihood	Impact	Mitigating measures (On-going)
1	National Authorities	<p>Lack or low level of collaboration from respective national authorities</p> <p>Due to language barrier, heavy workload, high rotation in the Ministry/relevant key national stakeholders, political instability, or simply diminished interest in EUAA activities, national authorities do not or do not fully engage with EUAA. This can result in partial/ineffectual participation in the regional project.</p>	<ul style="list-style-type: none"> - Shifting perceptions of EU policies and EU Institutions - Internal or international political turmoil. 	4	4	<ul style="list-style-type: none"> - Highlight the technical nature of the regional project including the benefits deriving from its implementation in the long term. - Highlight the bottom-up and participatory approach the project is based on. - Identify together with the EEAS/EU Delegations/COM key counterparts that could guarantee the involvement of their country in the EUAA regional project. - Work in synergy with the roll out of the EG Roadmap, to highlight the complementarities with national efforts/projects and the added value of the regional project's activities. - Anchor project activities to mostly technical level topics and exchanges, lowering exposure to political sensitivities.



2	<p>EC (DG HOME, DG NEAR and EU Delegation)</p>	<p>DG HOME not supporting EUAA engagement in the region or with specific partner third countries</p> <p>Due to changing EU political priorities, or EC's limited understanding of EUAA's mandate, there is a risk that EC will not support EUAA's work with countries in the Southern Neighbourhood and related migratory routes</p>	<ul style="list-style-type: none"> - Political tensions with/in Partner Third Countries, shifting political priorities away from migration and asylum. - High turn-over of staff at EC and EU Delegations (EUDs) level results in less awareness/knowledge/interest in EUAA activities/involvement. 	2	4	<ul style="list-style-type: none"> - Explain the regional project to EC respective Desks and EUD staff to ensure their buy-in and alignment with EU initiatives. - Inform EC and EUD of any new development regarding the regional project. - Work together with EUDs in the formal reach out to National Authorities and involve them in regional activities where relevant. - Anchor project activities to mostly technical level topics and exchanges, lowering exposure to political sensitivities.
3	<p>EU MS</p>	<p>EU MS are unwilling to share information on national practices and are unwilling to participate actively in the implementation of the project</p> <p>Due to political sensitivities or bureaucratic processes in EU MS, there is a risk that EU MS are unable or unwilling to share information or expertise or to participate in activities on topics identified by the regional project; this can result in a</p>	<ul style="list-style-type: none"> - Emerging internal/international or EU political priorities (such as pressure on EU MS asylum systems or the implementation of the New Pact) have taken precedence over EUMS interest in the regional project. - High turn-over or staff and limited capacity have resulted in a lesser involvement of EUMS in this project. 	1	4	<ul style="list-style-type: none"> - Organise regular bilateral/joint meetings with EU MS to identify priorities and possible areas of support, that can feed into the regional project's planning. - Inform interested EU MS of the project's yearly planning well in advance, to give enough time to identify relevant resources to participate/contribute to regional activities.



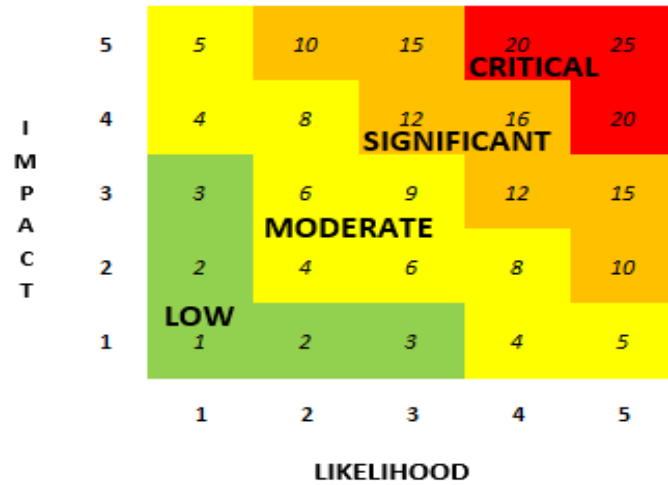
		reduced added value of the EUAA/project as well as in the provision of partial/second hand information during project activities.				
4	Stakeholders	<p>Lack of collaboration from other international stakeholders operating in the region</p> <p>Due to the possible perception of the EUAA as a new/additional actor in the region or due to a lack of awareness on EUAA's mandate, there is a risk of limited willingness from other relevant international actors to share information and to collaborate effectively. This can result in difficulties in building/maintaining EUAA relations with National Authorities of relevant partner third countries.</p>	<ul style="list-style-type: none"> - The EUAA regional project is perceived as a threat to future funding opportunities and to the mandate of some stakeholders, hampering smooth information sharing and coordination. 	2	2	<ul style="list-style-type: none"> - Engage the EUAA staff in long-term mission in Cairo to ensure smooth daily and technical communication is in place and encompasses regional activities, where relevant updates are needed. - Identify project focal points in each organisation to form a coordination network. - Include relevant stakeholders in the delivery of content as part of EUAA regional activities where relevant/applicable and encourage reciprocity (i.e. involvement of the EUAA in their activities).
5	EUAA	Limited availability of EUAA project staff	<ul style="list-style-type: none"> - Internal shifting recruitment priorities. 			



		<p>Due to internal delays and legal/budget constraints, EUAA cannot timely provide the foreseen project staff members; this can result in a partial implementation the regional project.</p>		2	2	<ul style="list-style-type: none"> - Enhance recruitment procedures in the EUAA. Engage EUAA management and Human Resources in finding suitable solutions to better cater for externally funded projects/contracts. - Identify back-up strategies to cover for missing staff until in place.
		<p>De-prioritization of the external dimension in the EUAA</p> <p>Following an internal prioritization exercise, the EUAA management's attention might shift away from the external dimension mandate of the Agency. This can result in the EUAA missing the momentum that might present itself with a partner third country.</p>	<ul style="list-style-type: none"> - Implementation of the New Pact and/or increasing pressure on EU MS asylum systems requiring increased EUAA involvement in the internal dimension (EUAA's core mandate). 	2	4	<ul style="list-style-type: none"> - Enhance internal awareness on the importance of the external dimension and its interlinkage with the internal dimension. - Enhance technical expertise within the project team, to enable the delivery of content without burdening other parts of the Agency (e.g. the two foreseen thematic project officers foreseen in the regional project team). - Adopt a scenario-based planning, enabling the project to scale up or down its activities according to needs and external/internal circumstances.



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Likelihood	Description	Probability
1	Almost never happens	<5%
2	Rarely occurs	5-15%
3	Regularly occurs	15-30%
4	Often occurs	30-70%
5	Will certainly occur	>70%



Annex 3: New itemised Budget

Note: the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

Inception period - Year 1		Year 1		Year 2		Year 3		Year 4		Year 5		Closing phase		Total s	
11/2024 - 06/2025		07/2025-12/2025		01/2026-12/2026		01/2027-12/2027		01/2028-12/2028		01/2029-10/2029		11/2029-04/2030		Total cost - Inception to Closing	
Unit	Unit value (in EUR)	# of units Inception Period	Total Inception Period	# Units Y 1	Total Y1	# Units Y 2	Total Y2	# Units Y 3	Total Y3	# Units Y 4	Total Y4	# Units Y 5	Total Y5		# Units Closing Phase
1. Human Resources (all human resources will be contributing to the	Budget line Total														



implementation of activities foreseen for both Output 1 and 2)																		
1.1 Salaries (gross salaries including social security charges and other related costs)																		



1.1.1 One Contract Agent Functional Group IV (FGIV) - Thematic officer	m on th	DK K 55, 950 .00	5	DKK 279, 750. 00	6	DKK 335,70 0.00	1 2	DKK 671, 400. 00	1 2	DKK 671,40 0.00	1 2	DKK 671,40 0.00	1 0	DKK 559,50 0.00	0	DKK 0.00	DKK 3,189 ,150. 00
1.1.2 One CA FGIV - Thematic officer	m on th	DK K 55, 950 .00	0	DKK 0.00	4	DKK 223,80 0.00	1 2	DKK 671, 400. 00	1 2	DKK 671,40 0.00	1 2	DKK 671,40 0.00	1 0	DKK 559,50 0.00	0	DKK 0.00	DKK 2,797 ,500. 00
1.1.3 One CA FGIV - Project officer	m on th	DK K 55, 950 .00	0	DKK 0.00	6	DKK 335,70 0.00	1 2	DKK 671, 400. 00	1 2	DKK 671,40 0.00	1 2	DKK 671,40 0.00	1 0	DKK 559,50 0.00	0	DKK 0.00	DKK 2,909 ,400. 00



1.1.4 One CA FGIV - Projec t officer	m on th	DK K 55, 950 .00	0	DKK 0.00	6	DKK 335,70 0.00	1 2	DKK 671, 400. 00	1 2	DKK 671,40 0.00	1 2	DKK 671,40 0.00	1 0	DKK 559,50 0.00	6	DKK 335,7 00.00	DKK 3,245 ,100. 00
1.1.5 One CA FGIII - Projec t assist ant	m on th	DK K 41, 030 .00	4	DKK 164, 120. 00	6	DKK 246,18 0.00	1 2	DKK 492, 360. 00	1 2	DKK 492,36 0.00	1 2	DKK 492,36 0.00	1 0	DKK 410,30 0.00	6	DKK 246,1 80.00	DKK 2,543 ,860. 00
1.1.6 One CA FGIII - Projec t assist ant	m on th	DK K 41, 030 .00	4	DKK 164, 120. 00	6	DKK 246,18 0.00	1 2	DKK 492, 360. 00	1 2	DKK 492,36 0.00	1 2	DKK 492,36 0.00	1 0	DKK 410,30 0.00	6	DKK 246,1 80.00	DKK 2,543 ,860. 00
1.1.7 One CA FGIII - Projec t	m on th	DK K 41, 030 .00	0	DKK 0.00	6	DKK 246,18 0.00	1 2	DKK 492, 360. 00	1 2	DKK 492,36 0.00	1 2	DKK 492,36 0.00	1 0	DKK 410,30 0.00	0	DKK 0.00	DKK 2,133 ,560. 00



assist ant																		
Total salaries	DKK 19,362,430.00	year			DKK 607,990.00	#####	#####	#####	DKK 4,162,680.00	#####	#####	#####	#####	#####	#####	#####	#####	DKK 19,362,430.00
1.2 Missions (missions will be performed to all relevant countries for the implementation of activities foreseen in both																		



Output 1 and 2)																		
1.2.1 Flights	flight	DKK 4,476.00	42	DKK 187,992.00	18	DKK 80,568.00	54	DKK 241,704.00	54	DKK 241,704.00	54	DKK 241,704.00	54	DKK 241,704.00	42	DKK 187,992.00	DKK 1,423,368.00	
1.2.2 DSA - Daily Subsistence Allowance	day	DKK 484.90	147	DKK 71,280.30	63	DKK 30,548.70	189	DKK 91,646.10	189	DKK 91,646.10	189	DKK 91,646.10	189	DKK 91,646.10	147	DKK 71,280.30	DKK 539,693.70	
1.2.3 Accommodation	day	DKK 1,044.40	147	DKK 153,526.80	63	DKK 65,797.20	189	DKK 197,391.60	189	DKK 197,391.60	189	DKK 197,391.60	189	DKK 197,391.60	147	DKK 153,526.80	DKK 1,162,417.20	
Total missions	year	DKK 3,125,478.90		DKK 412,799.10		DKK 176,913.90		DKK 530,741.70		DKK 530,741.70		DKK 530,741.70		DKK 530,741.70	##### ##### ###	DKK 3,125,478.90		
Overall Total		DKK 22,48															DKK 22,48	



	7,908																	7,908
	.90																	.90


















Exchange rate
was taken
from InforEur
for July 2024



Annex 4: Current EUAA-DK Agreement on the Regional Pilot Project for North Africa

(Attached separately)

Delivering on migration governance in the Mediterranean through Capacity Partnerships

<p>Key results:</p> <ul style="list-style-type: none"> - Relevant authorities demonstrate enhanced capacities for migration management - Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute - Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute <p>Justification for support:</p> <p>The project supports ICMPD's aspiration in the Mediterranean to offer practical, operational, and mutually beneficial solutions to support capacity-centred migration partnerships with the objective to enhance migration management systems and ensure better migration governance.</p> <p>Major risks and challenges:</p> <ul style="list-style-type: none"> - Political and social instability is an ongoing concern in the region that requires continuous monitoring and flexible project management to mitigate its effects. ICMPD will develop contingency plans, maintain flexibility in project implementation, and build strong relationships with multiple political stakeholders, particularly at technical level, to ensure continuity 	File No.	24/35259							
	Country	MENA region with a focus on Egypt and Tunisia							
	Responsible Unit	MIGSTAB							
	Sector	Migration							
	Partner	International Centre for Migration Policy Development (ICMPD)							
		<i>DKK million</i>	2024	2025	2026	2027	2028	2029	Total
	Commitment	40	0	4	0	0	0	0	44
	Projected disbursement	10	10	10	5	5	4		44
	Duration	11/2024-11/2029							
	Previous grants	ICMPD has previously received DK funding							
	Finance Act code	§06.32.10.13							
	Head of unit	Nicolaj A. Hejberg Petersen							
	Desk officer	Andrea Bruhn Bové							
Reviewed by CFO	YES: Antonio Ugaz-Simonsen								
Relevant SDGs [Maximum 1 – highlight with grey]									
	 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation			
	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production			
	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals				

Objectives

The objective of this engagement is to enhance safe and orderly rights-based migration management across the MENA region, with an initial focus on Tunisia. The development objective of the development cooperation among the parties is to enhance migration management across the MENA region, with an initial focus on Tunisia, by maximising the benefits and minimising the risks of migration, ensuring that migrants rights are promoted, respected, and protected.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

ICMPD is an international organisation with 20 Member States and 516 staff. Active in more than 90 countries worldwide and 33 locations, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes. ICMPD was pre-identified as an implementing partner and the selection of ICMPD is justified by the alignment of ICMPD objectives with RMGP objectives and the history of ICMPD achievements in the field of migration. ICMPD's relevance is underlined by the presence of the ICMPD training institute in Tunisia and Malta (both established with Danish support) and on-going training activities in Tunisia in collaboration with the Government of Tunisia.

Summary:

The project focuses on enhancing migration management across the MENA region, with an initial focus on Tunisia by maximising the benefits and minimising the risks of migration, ensuring that migrants rights are promoted, respected and protected. More specifically, the overall programme focuses on enhanced migration management, asylum systems and processing as well as support to livelihood and countering migrant smuggling and trafficking. Initially focused on strengthening collaboration with key institutions, the regional aspect will stimulate regional cooperation on specific topics as well as focusing on crosscutting, cross regional issues such as migration data management.

Budget (engagement as defined in FMI):

Output 1.1: Recognised Certifications and Training	13,6
Output 1.2: Practical Capacities in Migration Governance	10,4
Output 1.3: Integrated Border Management in Tunisia	12,0
Audit/expenditure and MEAL	5,0
Administrative costs	2,9
Total	44,0

Note: In PMI, an interactive version of this appropriation cover note is available at the "Grant" page under "Budget".

Project Document

**Delivering on migration governance in the Mediterranean through Capacity
Partnerships**

Regional Migration Governance Programme (RMGP)

International Centre for Migration Policy Development (ICMPD)

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1. Introduction

The present project outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the “Delivering on migration governance in the Mediterranean through Capacity Partnerships” project, which is part of the Regional Migration Governance Programme (RMGP) 2024-2029 as agreed between the parties: The International Centre for Migration Policy Development (ICMPD) and the Danish Ministry of Foreign Affairs. The project document is an annex to the legal bilateral agreement with the implementing partner and constitutes an integral part hereof together with the documentation specified below.

2. Context, strategic considerations, rationale and justification

This project document is in line with and builds on the Regional Migration Governance Programme (RMGP) 2024-2029, and as such focuses on enhancing migration management across the MENA region, with an initial focus on Tunisia by maximising the benefits and minimising the risks of migration, ensuring that migrants rights are promoted, respected and protected. More specifically, the overall programme focuses on enhanced migration management, asylum systems and processing as well as support to livelihood and countering migrant smuggling and trafficking. Initially focused on strengthening collaboration with key institutions, the regional aspect will stimulate regional cooperation on specific topics as well as focusing on crosscutting, cross regional issues such as migration data management.

As migration flows across the Mediterranean and their impact on Europe have intensified, the need for effective and long-lasting migration governance solutions has also grown. In pursuit of these solutions, there has been an increasing recognition of the importance of supplementing traditional strategies with cross-regional approaches that establish strong internal and external partnerships. This shift has led to new relationships focused on genuine cooperation, where all stakeholders work together to address both the causes and effects of migration.

ICMPD's aspiration in the Mediterranean is to offer practical, operational, and mutually beneficial solutions to support capacity-centred migration partnerships with the objective to enhance migration management systems and ensure better migration governance. This vision emerges from a critical understanding of migration governance in the Mediterranean region, materialising from over two decades of experience as a migration operator in the region, including lessons learned from implementation and consultation with various stakeholders, including national government authorities and agencies in Tunisia and across the region.

To this end, and through the Migration Capacity Partnerships framework for the Mediterranean (MPC Med), ICMPD acknowledges the realities, skills, capacities, contextual knowledge, resources, and specific needs of its partners. In the spirit of joint leadership and shared responsibility, ICMPD engages in partnership to value, invest in and mobilise the capacities and knowledge of all involved parties to support a transformative approach to migration management at regional and country level, through the prism of four drivers:

- **Multidimensional Governance:** To enhance constructive cooperation and a comprehensive South-South dialogue related to migration and mobility with partner countries from the region to inform governance and bridge the engagement and capacity gaps between stakeholders and support the principle of joint leadership and shared responsibility;

- **Professionalisation of relevant actors:** Through strengthening institutional capacities of the relevant actors within select ministries and operators of migration, including front-line providers, to establish mutually acknowledged industry standards and support joint mobilisation of capacities, leveraging the Danish-supported action Training Institute on Migration Capacity Partnerships for the Mediterranean as a catalyst for transformative and sustainable impact;
- **Modernisation of Resources:** Harnessing and leveraging investment in equipment, infrastructure and new technology of the digital age to deliver on migration coherence, efficiency, effectiveness and sustainability with a particular focus on data management, interoperability, training structures and materials, information exchange, and monitoring;
- **Communication on Migration:** By fostering an enabling environment to drive narratives that support and provide the space to pursue partnership priorities and migration governance via mechanisms such as constructive dialogue, information exchange and knowledge management.

The project shall contribute to the Danish RMGP Outcome 1 (Enhanced migration management) via a regional approach which, will primarily focus on the **MCP Med Training Institute** (hereon Training Institute)'s ability to develop and deliver quality, cost-effective training designed to transfer the methods, tools and approaches to respond effectively and proactively to emerging priorities both at the national and regional level in relevant areas. This is achieved by developing cooperation mechanisms in the framework of capacity partnerships that instil ownership and buy-in from partners by addressing their identified strategic needs and priorities. The Training Institute shall focus on developing tailored high standard training and networking activities as well as enhanced monitoring and evaluation mechanisms to deliver on capacity development needs of partner countries. By identifying and valuing these capacities, the Training Institute aims to empower and enable partner countries to become recognised and quality-assured agents and training partners for countries along migration routes, thus fostering South-South cooperation on migration.

The professionalisation of migration management through capacity development has and continues to be key to such assistance. Specifically, this entails establishing sustainable, standardised and quality assured mechanisms that enable efficient new skilling, reskilling and upskilling of migration practitioners. These systems are supported and reinforced by effective dialogue and cooperation platforms, ensuring alignment with partner countries' needs and contextual realities. Efforts include recognising existing competences and expertise while adhering to international human rights standards and promoting gender equity by ensuring that interventions are framed and informed by Human Rights principles, in adherence to international conventions and aligned to UN 2030 Sustainable development objectives and in particular SDG principle "Leave No-one Behind".

While specific needs will be identified together with participating countries in a co-creation process, a special focus will be put on developing capacities of Tunisian counterparts, capitalising on the results of the Danish supported programme for the Tunisian government in the field of integrated border management (**IBM Tunisia**) and in particular the development and delivery of training via the inter-agency training centre for Tunisian authorities in the field of Integrated Border Management. The regional dimension of the project is envisaged to target current members of the Training Institute Governing Board (Jordan, Lebanon, Libya and Tunisia). However, the potential to expand interventions and further extend to other countries in the region including Egypt and Morocco can be considered along the way.

The following section presents the context for the priority region and country, as relevant to the project. It will highlight the main issues, challenges, risks, and opportunities in line with the objectives of the overall programme and this subsequent project document. Furthermore, where appropriate, it will mention key actors and stakeholders, lessons learnt, alignment with strategic priorities of and value added to Denmark, as well as consideration of cross cutting issues, including human rights-based approach (HRBA).

Specific regional and country contexts, past results and lessons learnt

2.1.1 Regional and country contexts

See Annex 1: Context Analysis for an in-depth analysis of the migratory context in the region, highlighting salient elements such integrated border management context in Tunisia as well as the nexus between educational sector and migration governance, relevant to the implementation of this action.

2.1.2. Past results and lessons learned

MCP Med Training Institute

Licensed as a Further Education Institute by the Malta Further and Higher Education Authority (MFHEA) since 2021, the Training Institute has in its brief existence revolutionised the approach to capacity development in the field of migration. Its unique proposition and delivery mechanism have paved the way to a shift in paradigm that manages to blend mainstream European education standards with learner-based vocational training on migration. It develops, delivers and accredits expressly tailored learning that develop practical-applicable migration competences in tandem with life-long qualifications – addressing a notable persistent gap in the field of international assistance and training in migration governance. The prevailing nature of such interventions has been fragmented, supply-driven and not offering formal recognition adapting to local priorities and know-how and has been reliant either on expensive, generalist and inaccessible formal education or under-resourced internal non-formal learning lacking both the quality assurance and structure that formal accreditation brings.

The Training Institute emerged to offer Southern Partner Countries (SPCs) unique opportunities for their migration actors to develop relevant knowledge and skills reflecting their specific cultural, institutional and operational contexts and characteristics, providing a proven mechanism that addresses the shortfalls described in Annex 1: Context Analysis.

Partnership has been integrated at all steps, beginning with the strategic direction of a Governing Board of committed States and SPCs to provide full ownership and longer lasting impact, defined as enhancing capacities and knowledge of authorities to improve migration governance. Tactical implementation continues this with partners directly involved in the development of learning materials and delivery increasingly devolved to them via an expanding regional authorised trainer network. Technical collaborations with relevant international organisations including the European Union Agency for Asylum (EUAA) and the European Border and Coast Guard Agency (Frontex) ensure that these results complement and do not compete with wider policies.

During the initial phase of implementation, with support from Denmark, this collaborative approach demonstrated its effectiveness. In the establishment phase, the Training Institute successfully laid and tested the essential physical, institutional, and regulatory foundations. These efforts have culminated in its

current status as a fully licensed and trusted training provider and partner across the region, confirming the viability and success of this innovative structure.

The project with thus leverage insights gained from nearly three years of implementing this innovative Training Institute structure and intervention. Specifically, it incorporates the following lessons learned and expands on them:

Accreditation and Quality Certification framework:

- Achieving formal accreditation as a vocational training institute and awarding body has been a major milestone. This allows for the development and delivery of courses globally and the issuance of European-recognised qualifications and academic credits (ECTS) to students, marking a first for the migration sector.
- Obtaining ISO (21001:2018) certification underscores the commitment to high-quality education standards and processes.

Engagement and Ownership:

- The Governance model via the Governing Board has engaged relevant countries and institutions (Austria, Malta, European Union via DG HOME, Denmark, Lebanon, Libya, Jordan, and Tunisia) in dialogue and partnership stemming beyond the confines of the project sphere.
- Technical collaborations with relevant international organisations including the EUAA and Frontex ensure that these results complement wider policies and learning agendas.
- Partners and donors, even beyond the Mediterranean, have signalled interest in the Training Institute's methodology and value proposition that is without equivalent in the field. Several requests from projects have emerged as a result, including from Danish-funded actions in the Silk Routes region.

Learning Product development:

- Creating 30 bespoke courses, including 19 that offer European qualifications and ECTS, demonstrates the capacity to develop tailored educational programmes that meet international standards.
- Demonstrating significant value-added benefits for sister projects and donors. This is done through coordination, collaboration, and repurposing and tailoring of learning products that can be then used in similar projects at a reduced cost. Learning products can also be compiled using a modular approach to create a multiplier effect for curricula developed.

Participant reach:

- Engaging over 1,000 participants, with 458 achieving EU certification, in what has become an exponential increase from the outset, shows effective course implementation and a high uptake and engagement from partner countries in accredited programmes.
- Implementing a state-of-the-art Learning Management System (LMS) that includes a virtual learning environment, comprehensive trainer and student information systems, and advanced data analysis capabilities supports efficient and effective education delivery.

Trainer Network Expansion:

- Establishing a growing network of 65 Authorised Trainers, with 75% originating from the MENA region, with a strategy to grow in this direction, signals a commitment of regional enhancement and reach and quality of training provided.

Decentralised Delivery:

- Successfully transferring direct delivery responsibilities to SPCs and enabling SPC Authorised Trainers to deliver European accredited courses in SPC licensed premises promotes local capacity development and sustainability.
- The establishment of 11 licenced premises in the region (in Jordan, Lebanon, Malta and Tunisia) signal a commitment to increasing ownership and engagement from SPCs.

These lessons reflect the project's successes in establishing robust educational frameworks, enhancing international collaboration, and ensuring sustainable and high-quality training for migration practitioners.

IBM Tunisia

Pioneering in its approach, the Integrated Border Management (IBM) projects in Tunisia, implemented by ICMPD and supported by international partners including the EU, Switzerland, Germany, Austria, Netherlands and Denmark, were able to break ground on border governance by supporting inter-agency approaches to migration management via the integrated border management concept in the country. Across successive project implementations, critical gaps have been addressed from SOPs and frameworks to structural collaboration mechanism to reinforcement of operational capabilities, all in full ownership of national authorities. The following achievements can be highlighted:

- Establishment of national guidelines that laid the groundwork for the National Border Security Strategy.
- Establishment of central operational border management facilities for Tunisia's primary border management agencies.
- Development and approval of functional plans for inter-agency training centres in Nefta and Oued Zarga, promoting enhanced training and coordination.
- Introduction of the Border Event Tracker (BET) for improved management of border events and operational efficiency.
- Infrastructure Development: Completion of key infrastructure components such as operational border management rooms, training centres, and administrative facilities, enhancing coordination and operational efficiency among Tunisian border agencies.
- Development of comprehensive training curricula comprising 20 training modules covering essential areas such as mixed patrols, targeting, profiling, and topography.
- Training of 45 instructors to proficiently deliver these modules, ensuring sustainable capacity-building efforts.

As such, the IBM projects in Tunisia and ensuing evaluations have also highlighted some existing lacunas and recommendations and crucial areas for improvement, namely:

- **Human Resources preparation and training:** Ensuring border agents are equipped with clear operational instructions and receive adequate training in stress management, behavioural protocols, and human rights principles. Tailored training programmes significantly improve the performance and morale of border agents, enhancing border security and efficiency.
International standards: Aligning capacity development efforts with international standards, ensuring that personnel are equipped with the knowledge and skills needed to perform their duties effectively and ethically. The importance of adhering to international standards is essential to enhance the credibility and effectiveness of border management practices.
- **Reinforcing and mainstreaming human rights principles:** Continuously embedding human rights principles into daily practices and developing dedicated training modules to ensure respectful treatment and compliance with international standards, including human rights. Continuous training on human rights is essential for compliance and respectful treatment of all individuals.
- **Continuous education:** Establish ongoing education and refresher courses to keep border and law enforcement agents updated on the latest practices and standards to enhance safe and orderly migration whilst combatting irregular migration. Continuous education initiatives are crucial for maintaining high performance standards and adapting to arising challenges.
- **Reinforcing institutional cooperation:** Consolidating central operational border management rooms to enhance coordination among Tunisian agencies. Improved institutional cooperation is key to addressing cross-border challenges and ensuring a coordinated response among various agencies.

3. Project Objective

The development objective of the development cooperation among the parties is to enhance migration management across the MENA region, with an initial focus on Tunisia, by maximising the benefits and minimising the risks of migration, ensuring that migrants rights are promoted, respected, and protected.

4. Theory of change and key assumptions

This project will contribute to ICMPD's vision to enhance safe and orderly rights-based migration management in Tunisia and the MENA region.

The objective of this engagement is to enhance safe and orderly rights-based migration management across the MENA region, with an initial focus on Tunisia.

The outcome of this engagement is that migration management capacities of partner countries are enhanced, including through strengthened border management.

The below theory of change serves as a blueprint, illustrating the logical progression from outputs to outcomes, ultimately leading to the long-term objective of where ICMPD can address challenges, bring added value and positive change to contribute to achieving the objective of the engagement.

- **Output 1.1: Recognised Certifications and Training:** where ICMPD will support migration actors throughout the region gain access to EU-recognised certifications and undergo quality-assured, bespoke learning and coaching experiences.

- **Output 1.2: Practical Capacities in Migration Governance:** where ICMPD will support improved capacities of migration actors across the region, and in Tunisia especially, through trainings delivered by qualified officials from partner countries.
- **Output 1.3: Integrated Border Management in Tunisia:** where ICMPD will reinforce the capacities of integrated border management institutions in Tunisia, in line with human rights standards.

The three outputs are interlinked and have strong cross cutting elements, including a governance approach that empowers local administrations with the capacity and know-how to be able to implement good governance on migration which will in turn ensure institutional sustainability. Data collection and analysis are also addressed across the three outputs to generate and share data and engage in a discourse with relation to implementation of a professionalisation agenda for migration governance in the region.

The **theory of change** suggests that the situation of migration management practitioners can be improved through support via a triangle of mutually reinforcing efforts:

If:

- An environment that values and develops capacities is fostered,
- Migration management practitioners and institutions receive adequate resources,
- Comprehensive training programmes are provided,
- Institutional support is reinforced,

If:

- Stakeholders, including governmental bodies and international organisations, are engaged,
- Emerging migration priorities at local, national, and regional levels are identified,
- Effective collaboration frameworks are established,
- Regular communication and coordination mechanisms are implemented,
- Shared goals and strategies are defined,

And:

- Strategies and policies aimed at strengthening migration governance are developed,
- Migration and border management practices are improved,
- Documentation procedures are standardised,
- Regulations related to the movement of persons and goods are streamlined,

Then:

- Migration governance mechanisms will be strengthened,
- There will be a shift towards more rights-based approaches with mainstreamed considerations of gender and climate change,
- More effective and inclusive migration governance will be achieved, contributing to the well-being of migrants and the resilience of societies.

The theory of change is based on the assumption that political and economic stability and commitment from national governments in the participating countries facilitates effective collaboration and implementation of migration management initiatives.

Moreover, the project's design and implementation will follow the principles of human rights-based approach and mainstreaming international human rights standards. The MCP Med approach pays particular attention to ensure that the gender dimension remains present and concretely translated into development and implementation of activities. The approach will consist of intersecting and applying a gender lens dimension throughout the entirety of implemented activities to analyse endogenous social processes in the Mediterranean context. Sustainability principles are embedded across all outputs as are considerations pertaining to the environmental, economic and social impact of migration and project activities thereto.

Under the leadership of the Danish Ministry of Foreign Affairs, the project will be conducted in **close cooperation** with other implementing partners involved in the programme, notably IOM, UNHCR, EUAA and DIHR to ensure coherence of action across the RMGP, avoid overlapping and maximise synergies across the implementation of respective activities. This approach will also contribute, and will be informed by, lessons learned sharing which will ultimately guide the overall knowledge management approach for the programme. More specifically, ICMPD will make available information gathered via training needs assessments of partner countries and refer to relevant partners any identified capacity development requests pertaining to corresponding mandates and expertise. It will also offer, where relevant, the possibility to avail of its unique position as EU-award accrediting body and cooperate in specific capacity development and dialogue activities drawing on strengths and expertise of partner institutions. ICMPD will coordinate and cooperate with the Danish Institute for Human Rights to ensure safe and orderly migration management by operationalising HRBA into capacity development activities. Such collaboration with the Training Institute will be achieved through i) mainstreaming of human rights in the new training curriculum to be developed, specifically for law enforcement key stakeholders; ii) Establishing rights-based monitoring tools and measuring the impact of training delivered through joint efforts and iii) Creating synergies for networking and dialogue events among migration actors. This will be achieved via regular exchanges and agreed coordination mechanisms. Close cooperation and coordination will also be sought with EUAA and UNHCR specifically when thematic needs are identified in the field of protection. Moreover, ICMPD and EUAA will continue their coordination at regional level to align according to respective mandates on regional activities, such as the EUAA Regional Projects, EUAA's role in the Training Institute's Technical Advisory Board and ICMPD's participation in EUAA's Third Country Cooperation Network - Working Group on Cooperation with MENA countries, among others.

Complementarities will be ensured with other initiatives and in particular with ICMPD-managed capacity pillar of the Danish Migration Management and Return, Readmission and Reintegration Programme (DMRP) 2024-2029. This will be achieved via sharing of information and lessons learned as well as exploration of joint activities that can serve to ensure coherence and amplify results. Internal MEAL mechanisms and structures will serve to ensure coherence and align broader results in line with ICMPD strategy and frameworks.

Key assumptions include that partners subscribe to and are supported by a leadership culture that prioritises continuous learning and professional development, there is sufficient partner government and official stakeholder will and trust to engage in coordination, dialogue and cooperation and regular and

effective communication and coordination channels are in place and functioning well, facilitating the timely exchange of information and coordinated actions. Other assumptions include political, health and security situation in the region and countries allows ICMPD and partners to operate, that partner countries and other actors show necessary will, interest and sufficient capacity to participate in project activities, and that The international community is committed to advancing human rights-based approaches to migration.

5. Summary of the results framework

On the basis of the above context analysis of the situation of migration and the recognised need for governance framework and institutional management structures to address challenges and opportunities in the Mediterranean region, ICMPD in its Strategy 2025 and MCP Med delivery framework, focus particular attention to professionalisation as a key tenet to deliver sustainable, transformative change in the migration sector in order to enhance safe and orderly rights-based migration management in Tunisia and the MENA region.

One project outcome and three outputs are identified for strategic support to deliver on the outcome of enhanced migration management, including by improving overall migration management systems, including strengthening border management, ensuring proper documentation, Through professionalisation, migration actors and decision-makers enhance their capacities to better address migration governance. The aim is to make the migration processes more effective, responsive, and adaptable to changing migration dynamics both nationally and regionally. The project is addressing the needs at the regional level, specifically those related to the MCP MED Training Institute's current Governing Board Southern Partner Countries (Jordan, Lebanon, Libya and Tunisia).

During the first quarter of the project implementation, in line with the RMGP inception phase and review, the assessment of priorities, needs and current state-of-the art, at regional and national levels will be carried out, including the analysis of the results achieved through ongoing and previous ICMPD/Training Institute capacity development initiatives in a way that aligns to the overarching programmatic results framework.

The assessment phase will foster ownership and engagement of project stakeholders through their active participation in shaping the project activities based on good practices, analysis of gaps and challenges, and avoiding any overlapping with other projects. This assessment will consider the conclusions and recommendations from previous project evaluations, including drawing on lessons learned to enhance the project's effectiveness.

The assessment phase will serve to improve the definition and outline details of the expected results presented below:

Outcome 1: Enhanced migration management: Relevant authorities demonstrate enhanced capacities for migration management

Under this outcome, the focus is on strengthening the capacities of migration management practitioners and institutions. This enhancement allows them to respond more effectively and proactively to emerging migration priorities at both national and regional levels.

Output 1.1: Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute

Migration actors throughout the region gain access to EU-recognised certifications and undergo quality-assured, bespoke learning and coaching experiences. These opportunities are provided through the direct support of the MCP Med Training Institute and are crucial for standardising and elevating the skills of migration professionals in the region.

The MCP Med Training Institute offers tailored training programmes designed to meet the specific needs of migration practitioners. These programmes not only provide internationally recognised certifications but also ensure that the learning experiences are of high quality and relevant to the unique challenges faced by migration professionals.

By participating in these training programmes, migration actors will:

- **Gain EU-recognised certifications:** Participants will receive certifications that are recognised across the European Union, enhancing their professional credentials and enabling them to apply best practices in their work.
- **Engage in bespoke learning experiences:** The training programmes are customised to address the specific requirements of the region and country's migration landscape, ensuring that the knowledge and skills acquired are directly applicable to the local reality(ies).
- **Benefit from quality-assured educational experience:** Instructional experiences provided are rigorously quality-assured and aligned to modern educational professional standards, guaranteeing that participants receive high-standard guidance on adult learning.
- **Standardise skills across the region:** By obtaining these certifications and training, migration professionals will help standardise skills and practices across the region, leading to more coherent, effective and aligned regional migration management.
- **Elevate professional standards:** The overall quality and competency of migration practitioners will be elevated, contributing to more efficient and humane migration processes.

Through this output, the MCP Med Training Institute plays a pivotal role in enhancing the capacity and effectiveness of migration actors, ultimately contributing to better-managed migration and improved outcomes for migrants.

Output 1.2: Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute

Migration actors also benefit from improved practical capacities in areas pertinent to the movement of persons and goods. This enhancement comes through participation in trainings delivered by qualified officials from partner countries. These trainings focus on migration governance and are conducted both within the territories of participating countries and externally, supported again by the MCP Med Training Institute. This output underscores a regional approach but highlights activities in Tunisia as well.

The key aspects of this output include:

- **Targeted training programmes:** These training sessions focus on identified skills and thematic curricula addressing the range of migration topics from document security and border management to legal migration and diaspora engagement. By addressing **practical and thematic capacities** in a way that responds to training needs and gaps, the programmes ensure that migration actors are well-equipped to handle various challenges in their roles.
- **Qualified trainers from the region:** The training is delivered by experienced and qualified officials from partner countries, ensuring that participants receive high-quality education from those who have practical knowledge and expertise in migration governance in the local context.
- **Regional and local implementation:** The training sessions are conducted both within the territories of the participating countries and beyond. This dual approach allows for a more comprehensive training experience, as participants can learn from both local contexts and regional best practices.
Geographical coverage: While the training programmes benefit the entire region with a focus on Southern Partner Countries' members of the Training Institute's Governing Board (Jordan, Lebanon, Libya and Tunisia), there is a specific emphasis on enhancing capacities in Tunisia. This focus ensures that Tunisia, as a key player in regional migration dynamics, develops robust capabilities to manage migration effectively.
- **Regional cooperation and networking:** By participating in these training sessions, migration actors also have the opportunity to collaborate with peers from other countries, fostering a network of professionals who can share insights, best practices, and support each other in addressing common challenges.

In summary, this output ensures that migration actors in the region, especially in Tunisia, are better prepared and more capable of handling the complexities of migration governance. The enhanced capacities gained through these targeted training sessions contribute to more effective and efficient management of migration, ultimately benefiting both the migrants and the societies they move through or settle in.

Output 1.3: Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards

Specific to Tunisia, there is a focused effort to reinforce the integrated border management institutions and capacities. This strengthening is aligned with human rights standards, ensuring that border management practices respect the rights and dignities of individuals crossing borders, whether for migration or trade purposes.

Through this structured approach, the detailed results framework aims to guide efforts in Tunisia and the broader MENA region towards more effective, humane, and rights-respecting migration management. By improving institutional capacities, providing recognised training, and aligning practices with international standards, the framework seeks to achieve its impact of safe and orderly migration management that is beneficial for all stakeholders involved.

Key aspects of this output include:

- **Institutional Strengthening:** Comprehensive training programmes for border management personnel on human rights standards and effective border management practices. Implementation of policies and procedures that are aligned with international human rights norms.

- **Improved Coordination and Cooperation:** Establishment of effective coordination mechanisms among relevant agencies and ministries to ensure unified and cohesive border management. Collaboration with international partners, including the European Union, to share best practices and resources.
- **Integration of a Human Rights-Based Approach:** Incorporation of human rights principles into aspects of border management activities and practices, addressing identified gaps and ensuring comprehensive human rights compliance.
- **Policy and Practice Development:** Regular review and updating of existing border management practices to align with human rights standards.
- **Sustainable Capacity Development:** Ongoing education and training initiatives to maintain and enhance the knowledge and skills of border management personnel. Ensuring the sustainability of capacity development efforts through adequate resource allocation and support from international partners.

The obligation to promote, respect and the protection of human rights of individuals will be mainstreamed into project activities through a human rights based approach as engrained the EU’s Council Conclusions on a Rights-based approach to development cooperation encompassing all human rights and relevant Toolbox as well as building on results of voluntary reviews of countries in the region for GCM and SDGs and feed into future reviews plan through coordination with relevant agencies/ministers.

Indicative activities are listed in Annex 3.

Tentative results framework for Delivering on migration governance in the Mediterranean through Capacity Partnerships - ICMPD:

Note that the results framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Project		ICMPD	
Project Title		Delivering on migration governance in the Mediterranean through Capacity Partnerships	
Outcome		Enhanced migration management: Relevant authorities demonstrate enhanced capacities for migration management	
Outcome indicator		% of project partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention	
Baseline	2024	TBC	To be measured during evaluation of current implementation phase
Target	2029	70%	Partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention (via surveys and workshops)
Intermediary outcome		Migration management practitioners and institutions have enhanced capacities to respond effectively and proactively to emerging migration priorities both at the national and regional levels	
Outcome indicator		% increase in the number of migration management practitioners and institutions demonstrating enhanced capacities	

Baseline	2024	TBC	To be collected during the assessment phase through surveys
Target	2029	75%	Within three years of ICMPD's intervention (via surveys and workshops)
Output 1.1		Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute	
Output indicator 1.1.1		Existence as an EU and ISO certified educational award issuing authority	
Baseline	2024	Level 4 with ISO 21001	Licensed as Further Education Institution with ISO 21001 obtained
Target	2029	Up to level 8 with ISOs 21001-45001--14001	Licensed as a Further and Higher Education Institution with ISO 21001 maintained and ISOs 45001-14001 obtained and maintained
Output indicator 1.1.2		Number of migration actors in the region with EU-recognised certifications (Disaggregated by gender and country)	
Baseline	2024	458	-80% Men, 20% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2025	590	-75% Men, 25% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2026	740	-70% Men, 30% Women -85% nationals from SPCs and 15% nationals from other countries
Target	2027	890	-70% Men, 30% Women -90% nationals from SPCs and 10% nationals from other countries
Target	2028	1040	-65% Men, 35% Women -90% nationals from SPCs and 10% nationals from other countries
Target	2029	1040	-60% Men, 40% Women -90% nationals from SPCs and 10% nationals from other countries
Output 1.2		Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute	
Output indicator 1.2.1		% of training participants report a positive impact of the trainings on their job performance and responsibilities (Disaggregated by gender and by country)	

Baseline	2024	TBC	To be measured during evaluation of current implementation phase as well as during the assessment phase
Target	2025	60%	Per year
Target	2026	70%	Per year
Target	2027	70%	Per year
Target	2028	80%	Per year
Target	2029	80%	Per year
Output 1.3		Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards	
Output indicator 1.3.1		Degree to which relevant migration actors in Tunisia perceive an improvement in the organisational environment due to ICMPD intervention	
Baseline	2024	TBC	To be collected during the assessment phase via interviews, surveys and stakeholder consultations.
Target	2028	75%	Within three years of ICMPD's intervention
Target	2029	75%	Within four years of ICMPD's intervention
Output indicator 1.3.2		A human rights-based approach is mainstreamed within new Curriculum designed for Border Management institutions.	
Baseline	2024	TBC	To be collected during the assessment phase
Target	2029	Yes	A human rights-based approach is integrated

For results-based management, learning and reporting purposes Denmark will base the actual support on progress attained in the implementation of the project as described in the documentation. Progress will be measured through the ICMPD's monitoring framework focusing on a limited number of key outcome(s) and corresponding outputs and their associated indicators.

6. Inputs/budget

The following budget summary covers the full project period 2024-2029:

	2024	2025	2026	2027	2028	2029	TOTAL
ICMPD							
Outcome 1: Enhanced migration management							
Regional							
Output 1.1: : Recognised Certifications and Training	DKK 111,750	DKK 3,394,485	DKK 3,670,135	DKK 2,472,974	DKK 2,033,424	DKK 1,914,940	DKK 13,597,707
Output 1.2: Practical Capacities in Migration Governance	DKK -	DKK 2,644,433	DKK 2,718,933	DKK 2,561,738	DKK 2,368,783	DKK 122,925	DKK 10,416,810
Tunisia							
Output 1.3: Integrated Border Management in Tunisia	DKK -	DKK 2,909,325	DKK 3,266,925	DKK 2,924,225	DKK 2,886,975	DKK -	DKK 11,987,450
Subtotal direct eligible costs of the Action	DKK 111,750	DKK 8,948,243	DKK 9,655,993	DKK 7,958,936	DKK 7,289,181	DKK 2,037,865	DKK 36,001,968
Audit/Expenditure verification	DKK -	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 260,750
MEAL	DKK 509,626	DKK 795,330	DKK 795,330	DKK 795,330	DKK 795,330	DKK 1,167,830	DKK 4,858,777
Total direct eligible costs of the Action incl MEAL and Audit costs	DKK 621,376	DKK 9,795,723	DKK 10,503,473	DKK 8,806,417	DKK 8,136,662	DKK 3,257,845	DKK 41,121,495
Administrative costs (7% total direct eligible costs of the Action)	DKK 43,496	DKK 685,701	DKK 735,243	DKK 616,449	DKK 569,566	DKK 228,049	DKK 2,878,505
Total eligible costs	DKK 664,872	DKK 10,481,423	DKK 11,238,716	DKK 9,422,866	DKK 8,706,228	DKK 3,485,894	DKK 44,000,000

It should be noted that the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

The budget for each output in the results framework is allocated over a 60-month period to support the implementation of activities. During this time, efforts for cost recovery and towards mobilisation of additional revenue streams for the MCP Med Training Institute will be increased. This approach will facilitate a gradual reduction of investments, ensuring that by the final year, only minimal funding is required to maintain Denmark's involvement on the Governing Board of the Training Institute.

ICMPD is fully aware of the DAC criteria for the application of ODA and funds allocated are intended to enhance the capacity of developing countries in formulating migration strategies and policy development, with the aim of protecting migrants. The allocated funds do not have as main objective to support border authorities in efforts to restrict migration, including activities related to the return of 'third country nationals' who have been denied entry, border control, or the security of the EU's external borders.

ICMPD confirms that the funds allocated by Denmark for the Regional Migration Governance Programme project shall not be used for case processing or any other asylum-related procedures where the asylum seeker's freedom of movement is restricted. Moreover, any engagement with Diaspora communities will adhere to a development perspective, without involving any military training for Border Guards.

Financial reporting will be provided against outcome/output-based budget.

For further details refer to Annex 5 Budget Details.

7. Institutional and Management arrangement

The parties have agreed to the following management arrangement with the aim to ensure adequate dialogue and timely decisions in regard to this engagement. Changes can be introduced throughout this implementation period if agreed between the parties.

7.1 Organisational set-up

The International Centre for Migration Policy Development (ICMPD) is an international organisation with extensive experience in migration governance. ICMPD's work focuses on fostering intergovernmental dialogue on international migration, developing national and regional capacities to effectively address

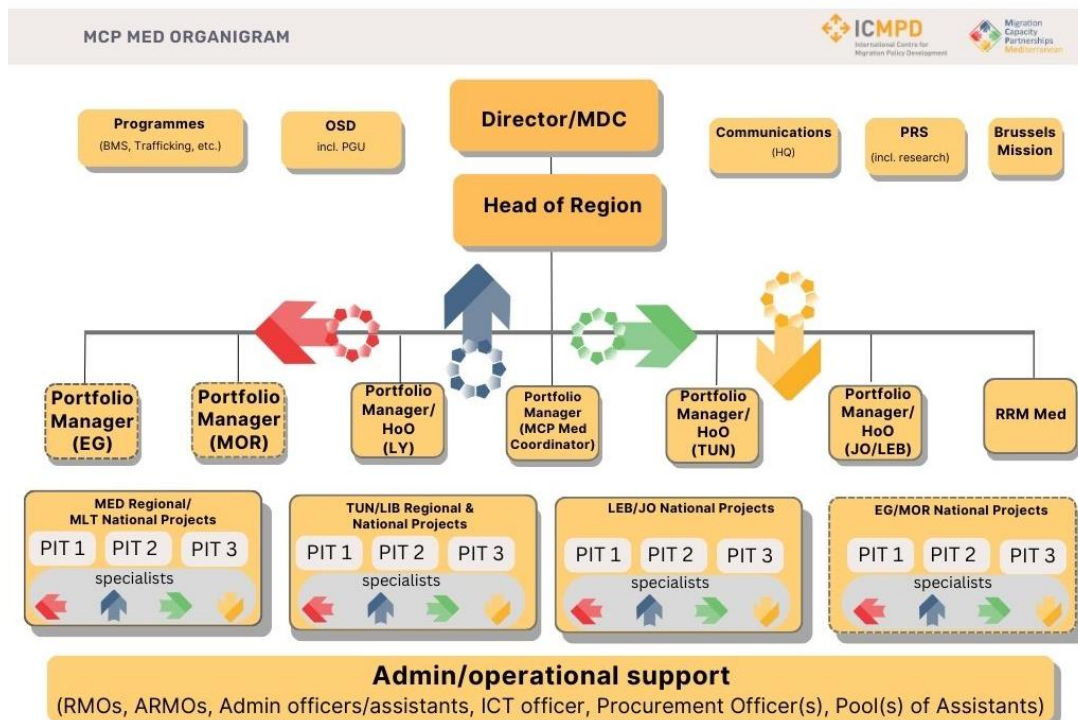
current migration issues and challenges. ICMPD has built a reputation for regional cooperation and coordination, as well as for high-quality research and evidence that documents, explains and improves international migration trends, patterns and policies in Europe and its greater neighbourhood. Through its work, ICMPD has accumulated extensive knowledge and experience in dialogue and cooperation, including the implementation of projects and programmes aimed at engendering cooperation and collaboration and improving knowledge, understanding and policy. Since 2016, ICMPD established a Regional Office for the Mediterranean based in Malta and a field office in Tunis since 2015. Furthermore, ICMPD has field offices in Libya and Jordan, with a project office in Lebanon and Seat Agreement signed with Morocco. Negotiations towards establishment of a Seat Agreement with Egypt are ongoing.

Project teams, responsible for the day-to-day management of tailored initiatives on the ground (via Training Institute and Tunisia field office) will be coordinated by the respective Portfolio Manager and assisted by a multidisciplinary / multi-skilled team responsible for technical and administrative support. The strategic oversight will be led by the Head of Region for the Mediterranean and programmatic coordination by the Regional Portfolio Manager.

This project is embedded in the Migration Capacity Partnerships framework for the Mediterranean (MCP Med) and the specialist hubs (governance, professionalisation, modernisation, and communication) that offer operational channels for engagement with external partners in a way that aligns to donor and partner countries' policy priorities (see below organigram).

The project will thus benefit from the delivery mechanisms of the MCP Med that will ensure a streamlined, coordinated, integrated, and efficient approach to training, procurement, and communication approaches to migration governance and management, including rigorous monitoring via data collection on implementation and results, and follow up processes able to anchor training and activities in a long-term perspective in the Mediterranean region and beyond.

The engagement of Field office in the concrete operationalisation of the Tunisian-based activities, falling within a centralised framework will enable economies of scale.



With day-to-day operations managed by ICMPD, the project will report to the RMGP **Steering Committee** delivering progress monitoring in accordance to the following reporting schedule:

	▪
	▪
	▪
	▪
	▪
15 January, annually (during grant period)	<ul style="list-style-type: none"> Disbursement request covering January-June
30 April, annually (except year 1)	<ul style="list-style-type: none"> Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) Reporting on results framework (results indicators) Updated project budget including reallocations of any funds transferred from previous year
30 June, annually (except year 1)	<ul style="list-style-type: none"> Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. Stand-alone statement or as appendix to organisation audit Disbursement request covering remaining calendar year.

15 September, annually (during grant period)	<ul style="list-style-type: none"> Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> Updated work plan, strategies for next year. Updated budget for the grant period. Financial reporting for organisation, including audited financial statement of accounts and management letter. Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
15 November 2029	<ul style="list-style-type: none"> Draft final report, (draft completion report)
15 May 2030	<ul style="list-style-type: none"> Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

Denmark’s contribution will be widely advertised as per the **Communications and Visibility** plan (Annex 7) as a critical contribution to ensure the transformative change brought about by the implementation of the project and its contribution to the results thereto. The project will adhere to DANIDA guidelines and communications-related decisions made by the RMGP Steering Committee.

7.2 Strategy for learning and adaptation

ICMPD will oversee and document progress and achievements based on the established results framework, utilising its internal system for monitoring and evaluation, aligning to the MCP Med framework and organisational strategy. It will also gather and analyse lessons learned to support adaptive management and implementation. Beyond tracking and reporting on the specified indicators within the results framework, ICMPD will provide qualitative descriptions of progress and outcomes to the RMGP Steering Committee as required.

Embedded in the regional MCP Med framework of ICMPD, the design of the project is devised to embody the principles of joint leadership and shared responsibility, and includes monitoring, learning and evaluation to oversee progress, pinpoint obstacles, learn from processes and make the necessary modifications for assured stakeholder engagement and attainment of desired results.

The project will employ a multi-faceted approach to Monitoring, Evaluation, Accountability and Learning (MEAL) to track progress, adjust and assess results, ensure relevance and demonstrate desired transformative change delivered. Participatory methods will be used to engage and involve national counterparts in the MEAL process.

Together with the MCP MED TI Monitoring and Quality Assurance tools and in line with ICMPD’s well-established procedures, a practical, sustainable and cost-effective Monitoring Plan will be developed, including detailed indicators, to ensure that the project’s objectives are met.

- Principles underpinning the Monitoring Plan include the need to build upon information and data gathered by ICMPD colleagues in the region and specifically in Tunisia;

- Include and balance qualitative and quantitative data.
- Assess progress towards achieving the project's specific objectives and expected results (referring to logical framework included).

The Plan will also support ICMPD team to manage risks and integrate sustainability strategies. ICMPD will develop and submit reports as per the aforementioned schedule, as an important aspect of the overall monitoring process and submit a detailed final report at the project's closure in accordance to contractual commitments. ICMPD will meet with relevant stakeholders over the duration of the project to ensure effective coordination and provide strategic direction to the project.

Subject to the approval of national authorities, data will be collected during capacity development activities, through surveys and questionnaires distributed to participants. Feedback will be collected, and data will be visualised and analysed at a larger scale through a digital Power Bi Dashboard.

A dedicated MEAL officer will oversee the analysis of project-level results and ensure these are embedded so as to ensure wider programmatic relevance and application, including:

- Alignment of theory of change and logframe to wider programmatic MEAL plans.
- Overseeing standardising reporting on output and outcome level indicators (quantitative and qualitative) to use at the project level to monitor implementation and to aggregate at the programme levels so that progress reporting can be streamlined.
- Collecting quantitative and qualitative monitoring data and using it for learning and adaptation during implementation to strengthen and improve project design.
- Development of evaluation plans. Use contribution analysis to evaluate implementation and its contributions to results and as rigorous design as possible for outcomes and impacts to document results and achievements.
- Feed into programme-level, cloud-based monitoring data reporting tool (Power Bi Dashboard).
- Narrative reporting into the project log frame (quantitative and qualitative data).
- Contributing to any external evaluation plan requested by Denmark.
- Learning plan, including internal lessons learned exercises using a learning tool to identify and collect lessons as well as engage in sense making so that any key lessons or learnings can be fed back into the project during implementation (as well as compiled at project end to feed into programme level lessons).
- Reporting to donor and relevant partners against quantitative project level indicators during implementation, including any mid-course adaptations or corrections needed based on output and outcome indicator data.

The MEAL strategy will be ultimately aligned to the developed overall strategy for the RMGP and contribute to the overall impact via specific outputs and by defining specific indicators.

Technical collaborations and partnerships with relevant international organisations including the European Union Agency for Asylum (EUAA), The European Border and Coast Guard Agency (Frontex), UNHCR, and IOM

will ensure complementarity of approaches as per respective mandates and specialisations and synergies with other ongoing initiatives.

ICMPD shall report to the Danish Ministry of Foreign Affairs on progress, achievement and learning in implementing the project through reporting, regular dialogue as well as consultations carried out in the framework of the Steering Committee.

A mid-term evaluation will be conducted with the aim to assess the continued relevance of the project and the progress made towards achieving its planned objectives. It will assess the extent to which the project is producing change and will provide insights about its effectiveness, giving the donor and ICMPD the opportunity to use best practices and recommendations identified. Evaluation purpose, scope, criteria, questions and methodology will be shaped together with the donor, national stakeholders and ICMPD team involved in all partner countries.

The Ministry of Foreign Affairs of Denmark shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project.

After the termination of the project support, the Ministry of Foreign Affairs of Denmark reserves the right to carry out evaluations in accordance with this article.

7.3 Quality and Accountability

7.3.1 Anti-corruption policies and procedures

ICMPD is committed to:

- Delivering high-quality service in-line with qualifications, experience, professional commitments and standards, and striving for constant improvement and innovative approaches.
- Acting lawfully and ethically.
- Protecting confidentiality and only using project information for proper service purposes.
- Prohibiting bribery and corruption and not tolerating illegal or unethical behaviour.
- Cooperating with all relevant national and international stakeholders.
- Respecting human rights in all activities.
- Standing firm and never compromising ICMPD's values and standards of conduct.
- Refraining from bribery and corruption – The policy states not to accept or provide personal gifts with a value higher than 50 Euros. In a situation where refusing to accept or not providing a gift may insult a partner, this may be accepted or provided but the supervisor and ICMPD Legal Officer will need to be immediately informed and will jointly decide how to proceed. Awards, certificates, or trophies of an honorary character may be accepted on behalf of ICMPD.

As per the disciplinary procedure, serious misconduct including, but not limited to, violent behaviour, theft or fraud, behaviour that endangers the health and safety of the employee or others may lead to summary dismissal.

As per the Staff Regulations:

- Anti-Corruption: ICMPD firmly prohibits bribery and corruption. ICMPD team is trained and expected to act lawfully, ethically, and to avoid conflicts of interest. Any form of bribery,

corruption, or unethical behaviour is not tolerated, and there are established protocols for reporting and addressing such violations.

- Anti-Terrorism: ICMPD cooperates with national and international stakeholders to ensure compliance with all relevant laws, including those pertaining to anti-terrorism. Activities are conducted with full respect for human and migrants' rights, aligning with ethical standards and international obligations.
- PSEAH Measures: ICMPD's code of conduct outlines clear expectations for all staff, including the prevention of sexual exploitation, abuse, and harassment. ICMPD advocates a respectful workplace and have mechanisms in place for reporting, addressing, and preventing PSEAH issues.

7.3.2 Human Rights Based Approach

ICMPD is committed to promoting comprehensive, balanced, and human rights-based migration policies. Recognising the importance of protecting and upholding human rights in the context of migration, ICMPD has made it a core component of its work.

ICMPD actively applies a human rights-based approach in its projects, particularly in Integrated Border Management initiatives. By adopting this approach, ICMPD safeguards the rights of vulnerable migrants, curtails the impunity of organised crime groups at border crossings, and facilitates cross-border economic activity and trade. The organisation emphasises the respect for the human rights of all individuals, including women, men, girls, and boys, throughout all stages of migration. ICMPD ensures that the specific needs of migrants are comprehended and addressed effectively.

By employing a rights-based approach and adhering to the OHCHR Recommended Principles and Guidelines on Human Rights at International Borders, ICMPD ensures that migration management respects human rights, fosters gender equality, combats human trafficking, and provides support for vulnerable migrants.

ICMPD's commitment to advancing human rights in migration is central to its mission of promoting well-managed and rights-based migration. By promoting equality, protecting vulnerable groups, combating human trafficking and smuggling, strengthening legal and policy frameworks, and providing capacity-building initiatives, ICMPD actively contributes to the protection of human rights in migration. Through its work, ICMPD strives to ensure that the rights and dignity of migrants are upheld, promoting a migration system that respects human rights, equality, and social justice.

ICMPD's policy '*Human Rights Compliance Policy: Applying the Human Rights Based Approach in the work of ICMPD*' reiterates its commitment to mainstreaming and applying a Human Rights-Based Approach (HRBA) across all strands of its work, as well as ensuring Human Rights Due Diligence and No-Harm Principle. It recognises that an integral part of ICMPD's holistic approach to the improvement of migration governance is to ensure full compliance with the internationally accepted human rights standards reflected in the human rights commitments of Member States, partners, and donors. It notes that this approach is evident in the organisational setup, with all areas of work - policy, research, capacity development and dialogue facilitation - being interconnected building blocks of a holistic and impact-driven approach to migration governance that ICMPD promotes at local, national, and regional levels alike.

7.3.3 Environmental Criteria and Sustainability

ICMPD is committed to promoting comprehensive, balanced, and sustainable migration policies. Recognising the critical role of sustainability and the urgent need to address climate change, ICMPD has placed a strong emphasis on integrating these issues into its work.

ICMPD acknowledges the environmental, economic, and social impact of migration and works towards integrating sustainability principles into its projects. ICMPD programmes shed the light on the increased effect of climate migration and its effects at the local level. In line with Global and European Agendas, and based on the lessons learned after the COVID-19 pandemic, ICMPD projects factor in and analyse the effect of this phenomenon on local migration governance.

Projects are built on the following sustainability strategy: institutional building and sustainability, resource sustainability, sustainability of knowledge and learning, financial sustainability, and environmental sustainability.

The main ethos of ICMPD is to empower local administrations with the capacity and know-how to be able to implement good governance on migration which will in turn ensure institutional sustainability. Across countries and partners, ICMPD is dedicated to develop and implement a set of standardised approaches, methods, SOPs, and other tools that project partners can continue to use and adapt to future projects. During this process, partners and participants will be able to contribute to, and benefit from transfer of knowledge, learning and expertise, assimilating new information and skills for future projects.

ICMPD realises that, to guarantee financial sustainability, projects must not require any operating or maintenance costs after the end of the project. The project activities adopt an environmental mainstreaming approach that incorporates the European Green Deal principles to enhance climate and environmental resilience through its activities and actions. Measures shall be taken to mitigate the project's negative impacts and/or enhance its positive impacts on the environment, including inter alia through consideration of ICMPD's "greening guidelines" that aim to minimise any potential negative environmental impact. The Training Institute model of licencing premises in target countries and delivery of training by local trainers facilitates this endeavour.

ICMPD's dedication to sustainability and its efforts to tackle climate change are integral to its mission of promoting well-managed migration. By mainstreaming sustainability, enhancing resilience, supporting policy development, strengthening partnerships, and providing capacity-building initiatives, ICMPD actively contributes to the global efforts towards a more sustainable, climate-resilient, and inclusive future. Through its work, ICMPD strives to ensure that migration policies align with environmental goals, human rights, and the well-being of migrants and communities.

7.3.4 ICMPD: Promoting Gender-Sensitive Approaches in Migration

Gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous, and sustainable world. ICMPD is committed to advancing gender equality and promoting a gender-sensitive approach to migration. Recognising the unique challenges and vulnerabilities faced by women, men, girls, and boys in migration, ICMPD integrates gender considerations into its projects, policies, and practices.

ICMPD recognises that gender shapes migration experiences and outcomes. ICMPD integrates gender considerations across its projects, recognising the specific needs, roles, and rights of women, men, girls, and boys in migration contexts. By addressing gender dynamics, ICMPD seeks to ensure equal opportunities and access to resources and services, promoting gender equality and empowerment throughout the migration process. ICMPD actively works to develop gender-responsive policies, procedures, and protocols in migration. Through its projects, the organisation collaborates with governments, civil society organizations, and other stakeholders to create frameworks that address the unique needs and concerns of diverse migrant populations. These policies aim to eliminate gender-based discrimination, enhance protection measures, and promote gender equality in all aspects of migration management.

Through training, ICMPD aims to enhance the understanding and integration of gender-sensitive approaches. These initiatives can serve to foster a comprehensive understanding of gender issues in migration, improve the capacity of professionals to mainstream gender considerations, and promote the adoption of gender-responsive practices.

Efforts to promote a gender-sensitive approach in migration issues and establish gender-responsive policies, procedures, and protocols have become increasingly important in many contexts. Such efforts aim to foster a rights-based and gender-responsive approach to managing the arrival, stay, and exit of migrants and refugees. This approach involves adopting and embedding a gender-sensitive approach to border management, establishing gender-responsive policies, procedures, and protocols, and contributing to the capabilities of border infrastructure to effectively respond to the specific protection needs of vulnerable groups. To advance gender equality and women's empowerment in development projects, gender mainstreaming will be implemented across all project activities, and any data collected will be disaggregated by sex.

Internally, ICMPD has established its own Gender Equity Plan (GEP). ICMPD is committed to achieving gender equity between all genders in all their diversity within the organisation and promoting equity and empowerment in all its programmes in the European Union (EU) and around the world.

8. Financial Management, planning and reporting

The parties have agreed to the following financial management arrangement with the aim to ensure accountability and VfM in regard to this development engagement. Changes can be introduced throughout the implementation period if agreed by the parties.

Both parties strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting. The following financial management arrangement applies to this engagement.

8.1 Financial control and auditing

With respect to financial management, ICMPD:

- adheres to the International Public Sector Accounting Standards (IPSAS)
- maintains a robust control and monitoring system, including task segregation, approval processes, and control mechanisms
- regularly performs external audits conducted by independent auditors for its implemented projects

- Internal Audit Function:

- yearly risk-based audits including management audit, operational control, evaluation, and investigation to ensure the accuracy of financial activities, the efficacy of internal controls, and asset security.
- currently outsourced to an external reputable audit company

With respect to budget monitoring and reporting, at the project/portfolio level, it is done regularly by Project Managers and Resource Managers based on the agreement with the donor (e.g. monthly reviews, quarterly planning meetings, etc.).

With respect to reporting, as indicated in table in section 7.1 above, regular detailed project reporting to the donor on the achievements of objectives and financial expenditures are carried out (usually on an annual basis) as follows:

- Annual progress narrative report, providing an overview of progress towards and achievement of an established set of objectives and indicators (in the project's log frame),
- Annual certified financial report with supporting administrative documentation on all transactions and budget justifications.
- Annual external audit report.

ICMPD has **9-Pillar assessed status**, as it has successfully performed an 'EC pillar assessment' conducted by an independent auditor to ensure compliance of ICMPD's rules, regulations and procedures to international recognised standards.

An independent assessor (PWC) conducted a review of the following pillars:

- internal control system,
- accounting system,
- independent external audit,
- grants management,
- procurement, and
- sub-delegation.
- exclusion from access to funding (Y2020)
- publication of information on recipients (Y2020)
- protection of personal data (Y2020)

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting.

9. Risk Management

ICMPD will leverage its in-house technical expertise, aligned project management processes and pillar-assessed procedures. Active issues and risks will be monitored and reassessed via the project management tool for output-level risks and overseen by portfolio managers under the rubric of a Risk Management matrix. This includes the following steps:

- Analysis of potential risks.
- Evaluation of their probability and impact.

- Suggesting mitigation strategy/measures.
- Strategic Oversight Function and Steering Committee, as well as stakeholders are updated about emerging risks.
- During project closure, the risk matrix is updated and lessons learned are recorded.

The key assumptions at this stage of programming include:

- Tunisia and other target countries in the region support the programme and find the approach and objectives relevant to their country strategies;
- there is political will on enhancing migration governance and management in a way that respect international human rights;
- the political, health and security situation in the regions/countries allows the national authorities and implementing partners to operate;
- ICMPD is welcome as implementing partner the target country(ies);

See Annex 4 for detailed Risk Matrix

10. Closure and exit strategy

During project closure, the following elements are envisaged:

- ❖ Final Reporting to donor, detailed final narrative and financial reports.
 - (i) ex-post evaluation conducted by the Danish Ministry of Foreign Affairs,
 - (ii) operational closure, including the final meeting with beneficiaries, donors and partners,
 - (iii) administrative closure, incl. termination of all contracts,
 - (iv) financial closure, with final reporting from partners and final payments.
 - (v) Lessons learned related activities are to be documented.

Furthermore, an exit strategy will focus on ensuring sustainability and impactful results beyond the project duration, embedding the following elements in the project implementation:

- **Ownership:** embedding the action within national plans, strategies, and objectives of partner countries guarantees alignment with long-term governmental priorities. This ensures that authorities and stakeholders feel a shared responsibility and commitment to project results and sustainability of desired outcomes.
- **Knowledge and capacity transfer:** an underlying imperative of the project being to build on existing local expertise and institutions, by fully empowering trainees, trainers, and officials, the project ensures they are equipped to continue delivering training and deploying skills and capacities well after the project ends.
- **Partnership approach:** a participatory, partnership-based approach, involving both inter-institutional collaboration and the engagement of other implementing partners, will help identify ongoing support streams. This cooperation will sustain project outcomes and extend collaboration beyond the formal project lifecycle.
- **Financial Sustainability:** through implementation of a plan for financial sustainability of the Training Institute additional revenue streams will be ensured and dependency on donor contributions will be reduced.

- **Monitoring and evaluation:** beyond continuous monitoring during the project, data, reports, and learning materials generated will be consolidated into a knowledge repository, to be handed over to relevant authorities and partner institutions. An extensive review of the project's outcomes, including recommendations for future initiatives, will help build on lessons learned and successful practices.

This approach ensures the project remains relevant, financially secure, and sustainable over time, supporting long-term development goals.

Annexes:

Annex 1: Context Analysis

Annex 2: Partner Assessment

Annex 3: Theory of Change, Scenario and Result Framework

Annex 4: Risk Management

Annex 5: Budget Details

Annex 6: List of Supplementary Materials N/A

Annex 7: Plan for Communication of Results

Annex 8: Process Action Plan for Implementation

Annex 9: Quality Assurance Checklist or signed table of appraisal recommendations and follow-up actions taken, depending on whether the appraisal has been conducted by a development specialist – N/A

Annex 1: Context Analysis

Mediterranean Region

ICMPD's 2024 Regional Migration Outlook for the Mediterranean¹ outlines the most salient migratory dynamics and trends in the region.

The Middle East and North Africa (MENA) region plays a crucial and complex role in migration dynamics in the global context. Amid rising international migration, the MENA region stands out for hosting over 40 million migrants and around 15 million internally displaced persons (IDPs). In recent years, the regional migration scenario has been shaped by an increasingly quick succession of related crises resulting in a permanent state of risk and insecurity that has been described as a 'polycrisis'. Still recovering from the COVID-19 pandemic and significantly impacted by the war in Ukraine, countries in the region are facing a range of additional and multi-faceted challenges. Long-lasting and newly emerged armed conflicts, coupled with the effect of climate change on water scarcity and food security, are likely to exacerbate the fiscal pressures, slow growth and steep unemployment experienced by countries in the region, and to push additional populations into poverty.² The compounding impact of the above-mentioned factors is likely to increase the number of people in the region who, in the upcoming years, will consider internal mobility or migration as a viable option to increase their safety and economic outlook.

Against this backdrop, countries in the MENA region continue to serve as places of origin, transit, and secondary movements for individuals on mixed migration routes towards Europe. Additionally, they are increasingly becoming destinations due to their proximity to conflict areas from which migrants seek protection, particularly in the Middle East and Egypt. Their positioning along migration routes and the complexity, cost, and danger of irregular migration across the Mediterranean Sea towards Europe, notably in North Africa, also contribute to this shift. At the same time, countries in the Middle East host one of the largest concentrations of forcibly displaced people in the world. Such significant presence continues to impact the socio-economic stability of host countries both in terms of overburdened infrastructure and serious threats to regional security and economic stability.

Many MENA countries approach the dynamics of South-South migration with caution, often emphasising the challenges they face in managing these flows. With regards to displacement, beyond threatening the stability of the region, numerous armed conflicts continue to put additional strain on the overstretched resources of countries that are hosting a large number of refugees. There is also a perspective that migrants may prefer not to settle in these countries, viewing them as transit points with the ultimate goal of reaching Europe. As such, their geographic proximity and paramount importance of the region to Europe's external dimension of migration continues to attract increased cooperation efforts of the EU and its Member States focused primarily (but not exclusively) on combating irregular migration.

The different political and socio-economic contexts result in diverging migration priorities, variable socio-economic opportunities and diverse needs in terms of the capacity for migration governance across Mediterranean countries.

1 https://www.icmpd.org/file/download/60922/file/ICMPD_Mediterranean_Migration%2520Outlook%25202024.pdf

2 (2023) UNDP, 'Expected socio-economic impacts of the Gaza war on neighbouring countries in the Arab region', <https://www.undp.org/sites/g/files/zskgke326/files/2023-12/2302056e-policybrief-expected-socio-economic-impacts-escwa-undp-web-2.pdf>.

These dynamics inevitably impact cooperation processes in the region, inviting migration actors to carefully consider the interests, competences and capacities of all partners, and to devise ways to develop them in practice.

The call for revitalised migration partnerships, contained in the *New EU Agenda for the Mediterranean*,³ has incentivised governments of EU Member State to link their migration cooperation efforts to a wide variety of public policy areas such as macro-economic investments, water management and energy security. This intersection of EU agendas with the priorities of initiatives such as the Danish-Arab Partnership Programme (DAPP) underscores the importance of investing in sustainable development to address the root causes of displacement. By supporting host communities and tackling underlying factors such as conflict, poverty, and youth unemployment, these efforts aim to mitigate the drivers of irregular migration while promoting socio-economic stability and resilience in the region. This approach aligns with development cooperation principles, which highlight democratic values, human rights, and environmental sustainability, thus offering a comprehensive strategy to address migration challenges while fostering sustainable development in the Middle East and North Africa. Furthermore, in this context, remittances can play a crucial role in economic stability and development, including in covering the reconstruction costs following disasters and conflicts.

Migration in the Mediterranean region poses both opportunities and challenges that require open partnerships that could lead to mutually beneficial, innovative, and sustainable solutions. **The MCP Med framework provides a comprehensive delivery mechanism for institutional support, emphasizing capacity partnerships and stakeholder engagement as a key tenet to the promotion of safe, orderly, and regular migration.**

At the same time, the governance systems overseeing migration across the MENA region are frequently characterised by different levels of limitations, with substantial segments outsourced to UN agencies such as UNHCR and IOM as service providers. This is compounded by a lack of reliable data pertaining to the diverse categories of migrants. Moreover, migration management often prioritises security, law enforcement, and border control, neglecting crucial aspects such as documentation, registration, and profiling of migrants in need of protection, while failing to mitigate risks and maximize the benefits of migration. The absence of clear strategies and visions for migration governance at large and management specifically, coupled with inadequate coordination among government authorities, local administrations, and implementing partners, exacerbates the situation. Consequently, ineffective and costly systems emerge, with heightened risks of migrant exploitation and insufficient identification of individuals requiring protection.

Irregular migration – migratory routes

In 2023, over 274,800 migrants reached Europe across the Mediterranean and the Atlantic Ocean irregularly, travelling largely by sea from Libya/Tunisia to Italy – through the Central Mediterranean route – and from Türkiye to Greece – through the Eastern Mediterranean route (see Figure below).⁴

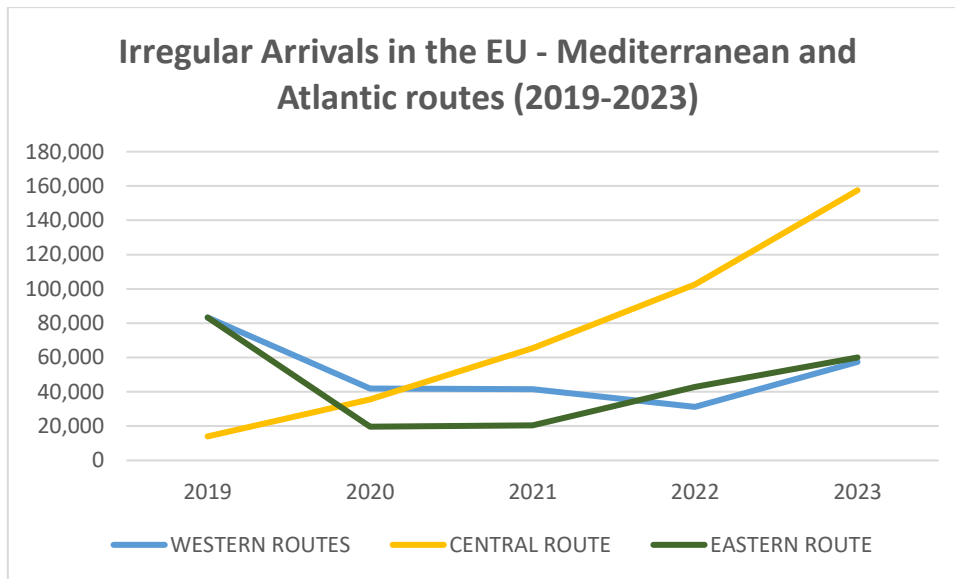
³ https://www.eeas.europa.eu/sites/default/files/joint_communication_renewed_partnership_southern_neighbourhood.pdf

⁴ (2023) Council of the European Union. Infographic - Migration flows: Eastern, Central and Western Routes (EU Infographic), available at:

<https://www.consilium.europa.eu/en/infographics/migration-flows/>; (2023) FRONTEX, 'Significant rise in irregular border crossings in 2023, highest since 2016' (FRONTEX 2023)

<https://www.frontex.europa.eu/media-centre/news/news-release/significant-rise-in-irregular-border-crossings-in-2023-highest-since-2016-C0gGpm>.

2023 figures show that there was roughly a 35% increase from the numbers registered in 2022, **and indicate the highest levels of irregular arrivals in the region since 2016.**⁵ This trend is likely the result of persistent and widespread political instability experienced by countries in the Sahel and Sub-Saharan Africa, coupled with the increasingly strict migration policies adopted by the governments of some North African countries in response to their complex economic situations and heightened migratory pressures. Indeed, while figures of irregular migration towards Europe are often provided through the significant means available to collect and consolidate data on the European side, mirroring such data collection process on the southern shores is more complicated.



Source: FRONTEX

A significant surge in irregular crossings is observed on all main migratory routes from and across the region. The Central and Eastern Mediterranean routes confirmed the previous year's trends by registering a growth of 50% and 55% respectively, whereas the Western routes – including irregular arrivals mainly from Morocco to Spain⁶ – saw a resurgence in 2023 fuelled by an almost threefold increase in the numbers of migrants reaching the Canary Islands via the Atlantic Ocean.⁷ Consolidating a trend that began in 2020, **the Central Mediterranean route remains, by a large margin, the most active in the region**, accounting for more than half of the total number of detected crossings.⁸ Despite the registered increase, flows on the Western and Eastern Mediterranean routes remain substantially below pre-pandemic levels.⁹ This is likely due to the effective border management policies adopted by Morocco and Spain in the Western routes, and by Türkiye and Greece throughout the Eastern route. Nonetheless, the general increase of irregular migration flows might signify that the ability of border control systems to limit irregular flows is reaching its limit vis a vis the intensification of migratory push factors in Africa. Nevertheless, the limited availability of

⁵ Ibid.

⁶ The Western routes includes irregular arrivals via the Atlantic Ocean to the Canary Islands, via the Mediterranean Sea to mainland Spain and the Balearic Islands, and by land to Ceuta and Melilla in Northern Africa.

⁷ FRONTEX 2023.

⁸ Ibid.

⁹ Ibid.

data should not be interpreted as irregular migration being a phenomenon solely affecting Europe for it equally impacts Northern African and Middle Eastern countries.

With a significant increase since 2022, an estimated number of 4,088 people have lost their lives or were reported missing while traversing the Mediterranean Sea to reach Europe in 2023.¹⁰ This figure makes the Mediterranean routes the deadliest on record.

Refugees and asylum seekers' influx

The Mediterranean region continues to host one of the largest concentrations of refugee populations in the world. **Egypt experienced an extraordinary influx of refugees and asylum seekers**, with numbers increasing from roughly 313,000, in 2022, to almost 813,000 at the end of 2023.¹¹ This exponential growth can be attributed to the outbreak of the armed conflict in neighbouring Sudan, which has resulted in the international displacement of over 1.5 million people, including an estimate of 460,000 individuals who have sought refuge in Egypt.¹² Despite remaining very high in absolute numbers, the size of the refugee population in the Middle-East, conversely, decreased in 2023, with the UNHCR estimating refugees/asylum seekers in Jordan and Lebanon to be just over 679,000 and 791,600 respectively.¹³ This solidifies a downward trend in the region, particularly noticeable in Lebanon, where the number of refugees has experienced an over 20% reduction since 2017.¹⁴ The decrease is likely linked to the announced plan of the Lebanese Government to commence operating returns of Syrian refugees, and the deterioration of the economic crisis in Lebanon, which might have triggered secondary movements of refugees and asylum seekers to neighbouring countries and beyond.

The presence of refugees and asylum seekers in the Middle East is certain to remain a major challenge in the region in 2024. This prediction is supported by the deterioration of the security and economic situation in Syria, and by UNHCR's latest return intention survey (conducted in early 2023) which indicates that while most Syrians wish to return one day (56%), only a small number planned to do so within the following year (1.1%).¹⁵

The Nexus Between Migration and Education Governance Sectors

The nexus between migration and education governance sectors can be elucidated through the following key points derived from ICMPD's experiences:

Disparity in Access to Vocational Education and Training (VET): Globally, there has been an increase in access to quality and diverse formal Vocational Education and Training (VET). However, this trend does not hold true for the region, where countries either lack appropriate national qualifications frameworks (NQFs) or have not extended these frameworks to include competences in migration governance for those

10 (2023) IOM Displacement Matrix, <https://dtm.iom.int/europe/arrivals>

11 (2023) UNHCR, Global Focus, Egypt <https://reporting.unhcr.org/egypt?year=2023>

12 (2023) UNHCR, Sudan Emergency <https://www.unhcr.org/eg/sudanemergency>

13 (2023) UNHCR, Global Focus, Jordan <https://reporting.unhcr.org/jordan>; Lebanon, <https://reporting.unhcr.org/lebanon>

14 Ibid.

15 UNHCR. Seventh Regional Survey on Syrians Perceptions & Intentions to Return to Syria, June 2022, available at: <https://data2.unhcr.org/en/documents/download/85739>
https://www.3rpsyriacrisis.org/wp-content/uploads/2022/06/RPIS_2022.pdf

responsible for daily implementation. This gap hampers the effective integration of educational reforms within the migration sector.

Variations in Quality and Governance of Educational Providers: The absence of formalised, independently accredited educational benchmarks results in a wide variation in the quality of educational products offered by largely ungoverned providers. This variation impacts the content and delivery of education, leading to significant disparities in the knowledge, skills, and attitudes of staff within single migration organisations. Such inconsistencies hinder effective performance and cooperation among migration governance personnel.

Targeted Educational Opportunities: Opportunities that carry formal quality assurance and educational credits are typically aimed at higher academic levels (degrees and above) or senior management/policy-maker grades. These opportunities often require pre-existing qualifications and significant time commitments, thereby overlooking individuals in different roles who might benefit from such education but lack the necessary prerequisites or time.

Limitations of Operational Training: Existing operational training tends to be confined to national levels, divided by sectors (e.g., policy, law enforcement, civil service, and humanitarian), and not applicable to contexts outside the EU. Moreover, such training is often unavailable to participants from non-EU member states and lacks formal educational recognition for successful students. This limits the transferability and recognition of skills and knowledge acquired through these programmes.

Demand for EU Accreditation: Formal EU accreditation is very much sought after by regional actors. The quality and recognition of competences assured by European qualifications often surpass those available in their own countries. As a result, many students prioritise EU-based education over other options, mirroring the trend where the majority of those pursuing higher-level qualifications in EU educational institutions are non-EU citizens. This preference underscores the perceived superiority and global recognition of EU qualifications.

The interconnection between migration and education governance sectors highlights significant challenges and disparities that need addressing to ensure cohesive and effective educational reforms that include migration governance competences. Enhanced formal educational benchmarks and the extension of national qualifications frameworks to cover migration governance can play a pivotal role in addressing these challenges.

Tunisia

Tunisia faces significant socio-economic challenges that have profoundly impacted its migration patterns. High unemployment rates, especially among young graduates, have been a major driving force behind emigration. Political events, such as the 2011 revolution, and economic issues, including inflation which surged from 3.3% in 2010 to 8.31% in 2022,¹⁶ have exacerbated these challenges. Despite a modest economic recovery in 2023, the GDP per capita remains below pre-pandemic levels, highlighting the ongoing economic struggles. This context has led to significant waves of emigration as Tunisians seek better

16 (2023) World Bank. Tunisia Economic Monitor, Spring 2023: Reforming Energy Subsidies for a More Sustainable Tunisia.

<https://www.worldbank.org/en/country/tunisia/publication/tunisia-economic-monitor-spring-2023-reforming-energy-subsidies-for-a-more-sustainable-tunisia>

opportunities abroad. Additionally, Tunisia has emerged as a key transit country for irregular migration to Europe necessitating robust border management strategies to regulate migration flows effectively. Further political instability complicates the management of migration flows and the enforcement of consistent policies, which are crucial for addressing the complexities of migration in the region. Against this backdrop, Tunisia plays a significant role in the Central Mediterranean migration route, acting as a key gateway and destination for migrants from sub-Saharan Africa and the Middle East, many of whom aspire to reach Europe. Recently, there has been a significant rise in irregular migration, with migrants undertaking perilous sea voyages to Italy. The political instability in neighbouring Libya has exacerbated these migration flows through Tunisia. In 2023 alone, over 15,000 migrants arrived in Tunisia.¹⁷

Since 2020, Tunisia has seen an expansion in its role as a transit country for migrants from Sub-Saharan Africa, with departures concentrated in governorates such as Sfax, Nabeul, Mahdia, and the Southeast. The presence of approximately 32,000 Sub-Saharan African immigrants in Tunisia underscores the evolving migration dynamics. While Tunisian nationals historically dominated irregular migration, there has been a significant rise in migrants from Sub-Saharan Africa, comprising approximately 80% of total migrant flows in 2023. Furthermore, migration flows between Tunisia and Libya have intensified, as illustrated by the detection of a group of 1,100 migrants at their shared border in July 2023, all aiming to reach Europe.

The surge in migration from Tunisia since 2020 is attributed to a combination of complex economic and social factors, compounded by the impact of the COVID-19 pandemic and the conflict in Ukraine. The country is facing a looming financial crisis exacerbated by years of economic stagnation and political instability. These factors include economic downturns, limited career opportunities, and the social consequences of unemployment or underemployment. Facilitation of irregular migration by criminal groups is one of the threats manifested in Tunisia related to migration, particularly given increased pressure faced by migrants arriving from Sub-Saharan Africa and neighbouring countries. This led Tunisia to be in the limelight of EU cooperation, concluding in 2023 an MoU with the EU that sets out to address, inter alia, irregular migration. The declaration on 19 June 2024 of a Tunisian maritime Search and Rescue zone represents another significant step in the cooperation endeavours between Tunisia and its European partners in addressing safety at sea, with a focus on irregular migration.

Tunisia faces significant challenges in managing irregular migration and human trafficking, with smugglers exploiting its strategic location and for smugglers and traffickers exploiting vulnerable migrants. These networks operate with sophistication, taking advantage of Tunisia's strategic location.¹⁸ These issues necessitate strong law enforcement and enhanced international cooperation to dismantle trafficking networks and protect migrant rights. Furthermore, Effective border management plays a crucial role in regulating migration and preventing illegal activities. Tunisia's border infrastructure requires significant upgrades, supported by investments from the European Union and other international partners, to ensure humane treatment and respect for migrant rights.

Tunisia has ratified several international conventions related to migration, including the 1951 Refugee Convention and its 1967 Protocol. Domestically, the country has enacted Law No. 200 4-6 on combating human trafficking. However, the implementation of these laws is often hindered by resource constraints

¹⁷ (2023) International Organization for Migration (IOM). "Migration Trends in Tunisia."

¹⁸ (2022) United Nations Office on Drugs and Crime (UNODC). "Human Trafficking and Migrant Smuggling in Tunisia."

and lack of coordination among stakeholders. A Human Rights Watch report noted that while Tunisia has a robust legal framework, practical implementation remains a significant hurdle.¹⁹

At the same time, migrants in Tunisia often experience discrimination and have limited access to essential services, such as healthcare and education, compounded by language barriers and inadequate legal protection,²⁰ leading to precarious living conditions. Additionally, economic hardships and social tensions have contributed to increasing anti-migrant attitudes among the local population. A study by Arab Barometer highlights growing xenophobia and negative perceptions towards migrants,²¹ further complicating efforts to integrate and protect migrant communities in Tunisia.

Addressing these issues requires coherent and coordinated efforts to meet urgent humanitarian needs of migrants, including food, shelter, medical care, and legal assistance. Developing comprehensive migration policies and strengthening governance structures are critical aspects for implementing long-term solutions and responsibly managing migration flows and effectively enhancing border management.

Over time, Tunisia has benefited from numerous cooperation projects in the migration field, facilitating the development of capacities in terms of skills and human capital across various levels. Consequently, Tunisia has meticulously refined its capacities, asserting its distinct cultural, institutional, and operational traits while establishing industry standards. National consultations on Migration Capacity Partnerships in Tunisia have yielded promising results in outlining burgeoning opportunities for migration partnerships in the area of professionalisation in the field of integrated border management, through inter-agency cooperation.

As Tunisia prepares for the presidential elections in November 2024, the political landscape will significantly shape its future migration policies and border management strategies.

¹⁹ (2023) Human Rights Watch. "Tunisia: Legal Framework and Migration Management."

²⁰ (2023) United Nations High Commissioner for Refugees (UNHCR). "Tunisia: Country Report."

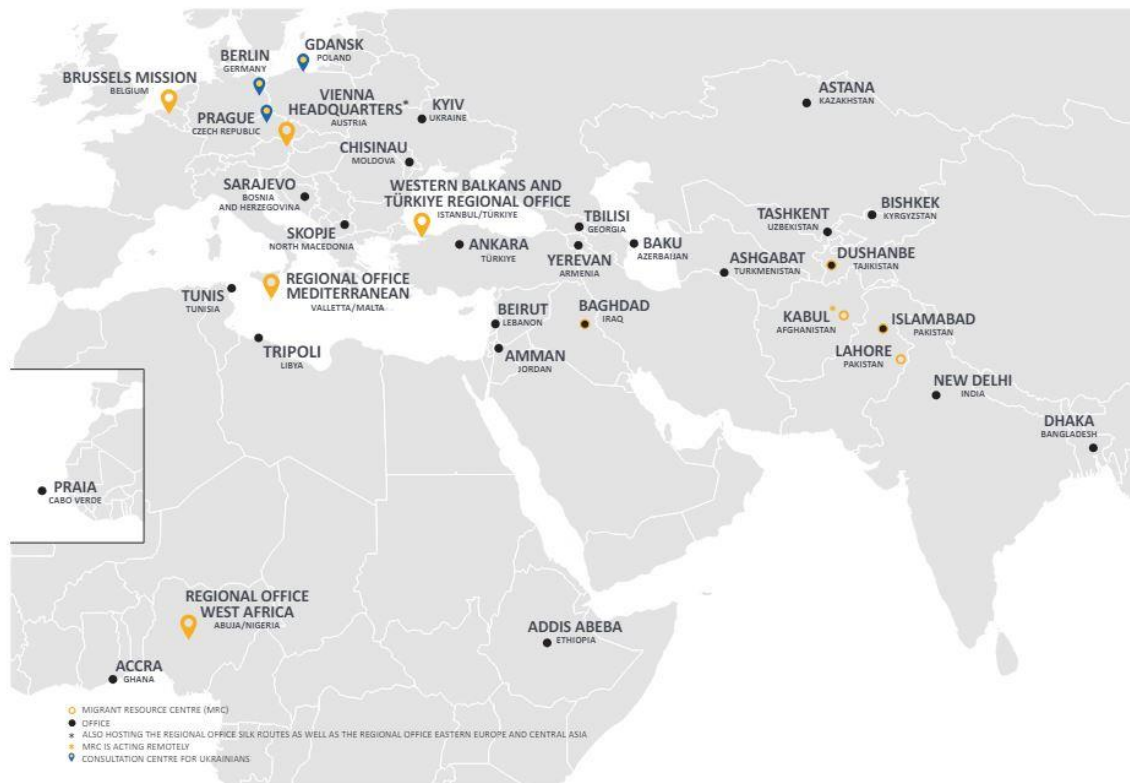
²¹ (2023) Arab Barometer. "Public Opinion in Tunisia: Political and Social Issues."

Annex 2: ICMPD Institutional and Management Capacity

The International Centre for Migration Policy Development (ICMPD) is an international organisation with 20 Member States and 516 staff members. Active in more than 90 countries **worldwide** and 33 locations, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes. Priority regions include Pan-Africa and West-Africa, Eastern Europe and Central Asia, **Mediterranean**, Silk Routes, Western Balkans and Türkiye. The Vienna-based organisation has a mission in Brussels, regional offices in Istanbul and Malta as well as project offices in several countries.

ICMPD field presence:

WHERE WE ARE LOCATED



Since 2016, ICMPD established a Regional Office for the Mediterranean based in Malta and a field office in Tunis since 2015. Furthermore, ICMPD has field offices in Libya and Jordan, with a project office in Lebanon and Seat Agreement signed with Morocco. Negotiations towards establishment of a Seat Agreement with Egypt are ongoing.

ICMPD status as pillar assessed organisation

ICMPD has successfully performed an 'EC pillar assessment' conducted by an independent auditor to ensure compliance of ICMPD's rules, regulations and procedures to international recognised standards. ICMPD is

therefore formally recognised by the European Commission as a trusted to implement EC funds and highlighting the organisation's adherence to stringent operational standards. The pillar assessment provides assurance that ICMPD's rules and procedures guarantee a high level of protection of EU funds. An independent assessor (PWC) conducted a review of the following pillars: 1) internal control system, 2) accounting system, 3) independent external audit, 4) grants management, 5) procurement, and 6) sub-delegation. In 2020 another independent assessor successfully conducted the review of other pillars: 7) exclusion from access to funding, 8) publication of information on recipients, and 9) protection of personal data. The review confirmed that ICMPD had appropriate rules and procedures in place. A new audit is ongoing foreseen to conclude by autumn 2024, thereby reinforcing ICMPD's commitment to excellence, compliance and standards.

Financial control and auditing

ICMPD adheres to the International Public Sector Accounting Standards (IPSAS) to guarantee transparent and accurate management and reporting of its operations and financial transactions. The organisation maintains a robust control and monitoring system, including task segregation, approval processes, and control mechanisms, to comply with ICMPD's regulatory requirements. The organisation regularly performs external audits conducted by independent auditors for its implemented projects.

Procurement and grant management

In terms of grants and procurement, ICMPD has a dedicated professional procurement and grants unit (PGU), working based on a well-established system and standardised rules in line with Public standards and International organisations. The organisation is strongly committed to observing the highest standards in its procurement activities. The ICMPD Procurement info page¹ provides an overview of the process and rules, while the ICMPD e-Tendering site is used to announce and administer tenders.

Cooperation with donors and partners to ensure impact

Timely involvement of key stakeholders in the process of the development and implementation of individual actions is crucial. One of the key principles of ICMPD work is to enable its partners to be able to deliver better on their respective mandates. We want to enable, not replace. Considering that migration has multiple dimensions on national and international levels, ICMPD strives to ensure the whole of government approach when addressing migration issues and opportunities. From that perspective, coordination with the concerned national actors is standard practice. Close involvement of beneficiaries (i.e. in the countries where the action should take place) is equally important when conceptualising and designing actions. That ensures a more comprehensive, sustainable action and consensus-building that is backed-up by key stakeholders. Considering the international dimension of migration, we take a whole of route approach with a view toward developing more sustainable solutions to migration challenges. Therefore, whenever relevant we ensure the involvement of countries and actors at the regional level. Finally, to avoid duplication, ICMPD assesses activities of other actors in the target country and/or region before recommending and/or pursuing any actions.

The organisation has agreements and Memoranda of Understanding with various organisations and agencies:

Advisory Committee on Migration (Adiescommissie voor Vreemdelingenzaken) -ACVZ)

African Union
The Central European Initiative -Executive Secretariat
The Italian Refugee Council (CIR)
UNHCR
CIVIPOL
The Common Market for Eastern and Southern Africa COMESA)
The Economic Community of West African States (ECOWAS)
ENABEL
European Asylum Support Office (EASO) (now the European Union Agency for Asylum)
The European Union Border Assistance Mission in Libya (EUBAM)
European University Institute
FRONTEX
GIZ
The International Migration Policy Programme (IMP)
INTERPOL
IOM
The International Organisation for Peace, Care and Relief
League of Arab States
MARRI-RC THE MIGRATION, ASYLUM AND REFUGEES REGIONAL INITIATIVE REGIONAL CENTRE
MMC- The mixed Migration Center of the Danish Refugee Council
Parliamentary Assembly of the Mediterranean PAM
Roma Tre University
The Regional SECI Center for combating transborder crime
Thomson-Foundation
UCLG The United Cities and Local Governments
UN_ESCWA - The United Nations Economic and Social Commission for Western Asia
UN_Habitat
UNDP
UNOCT - United Nations Office of Counter-Terrorism
WCO The World Customs Organisation

ICMPD Project Management Standard

Project delivery on migration-related matters is one of the key activities of ICMPD. Therefore, the organisation has established a good practice approach on how projects are developed, contracted, implemented, assessed and closed. ICMPD operates on the basis of the ICMPD Strategy 2025, approved by the Steering Group. The Strategy lists clear strategic objectives, as well as strategic values, mission and vision of the organisation.

The approach is focused on efficiency, effectiveness, impact and value-adding to ICMPD Member States, its donors and partners. ICMPD embraces the strategic values of collaboration, rigour, innovation, integrity, responsibility, and excellence, each of which inform its mission, guide its work, pervade its culture and amplify its impact. These values, enshrined in the ICMPD Code of Conduct, are duly reflected in the way ICMPD does project management.

ICMPD’s portfolio of migration policy development projects spans across a wide range of thematic and geographic areas, and activities range from research and policy to capacity development and technical assistance. ICMPD furthermore hosts the Secretariat of a number of important Migration Dialogues. ICMPD’s Project Management standard builds on a **whole-of-organisation approach** to achieve strategic objectives and to offer pragmatic, innovative and sustainable solutions to migration challenges and opportunities. Key internal stakeholders with expertise in our diverse set of thematic, methodological and regional, as well as administrative and technical areas, work hand in hand with project teams to ensure robust and results-oriented project governance throughout the project lifecycle. This approach facilitates 360-degree quality assurance in all aspects of Project Management, as well as targeted delivery and sustained impact through clear key performance indicators (KPI) and strategic pathways.



The methodological part in the form of a dedicated Project Management Guide and supplementing materials will be in place by the end of the 2nd quarter of 2024, whereas the full roll-out of the new system across the organisation will begin in summer 2024.



Annex 3: Theory of Change, Scenario and Results Framework

This project will contribute to ICMPD’s vision to enhance safe and orderly rights-based migration management in Tunisia and the MENA region. The **theory of change** suggests that the situation of migration management practitioners can be improved through support via a triangle of mutually reinforcing efforts:

Need	As mixed migration flows throughout the Mediterranean as well as their impact on Europe have continued to intensify and increase so too has the need for robust and durable solutions to migration governance’s challenges.				
Inputs	Activities	Outputs	Short-Term Outcomes	Mid-Term Outcomes	Long-Term Outcomes
<ul style="list-style-type: none"> • Staff, experts, trainers, monitors • Licensed training premises • Digital and Technological tools • Learning products and material • Curriculum • Knowledge and experience • Partners • Donors 	<ul style="list-style-type: none"> • Delivering EU recognised training courses to migration actors in the region • Developing bespoke learning products • Maintstreaming human rights-based approach in curriculum development design • Organising dialogue and exchange events among migration actors • Sharing best practice • Engaging Decision-makers 	<ul style="list-style-type: none"> • An environment that values and develops capacities is fostered • Migration management practitioners and institutions receive adequate resources • Comprehensive training programmes are provided • Institutional support is reinforced 	<ul style="list-style-type: none"> • Stakeholders, including governmental bodies and international organisations, are engaged • Emerging migration priorities at local, national, and regional levels are identified • Effective collaboration frameworks are established • Regular communication and coordination mechanisms are implemented • Shared goals and strategies are defined • High-quality standards of professionalisation of migration actors are assured 	<ul style="list-style-type: none"> • Strategies and policies aimed at strengthening migration governance are developed • Migration and border management practices are improved • Documentation procedures are standardised • Regulations related to the movement of persons and goods are streamlined 	<ul style="list-style-type: none"> • Migration governance mechanisms are strengthened • Increased human rights-based migration management • More effective and inclusive migration governance are achieved

Annex 4: Risk Management

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Contextual risks					
Security issues arising from regional conflicts	Medium	Medium	Constantly monitor the regional dynamics in close coordination with high-level stakeholders and experts and develop contingency plans to ensure the implementation of the project.	Security and conflicts may affect political priorities and mobility in the region.	Migration management is closely related to regional security concerns. ICMPD is established in different countries in the region and has capacities to assess the way regional conflicts are evolving and the strategies to be implemented thanks to the strong relationships with national stakeholder and partner institutions.
Political and Social Instability at regional and national levels (Elections, economic issues, migration flows, etc)	Likely	Major	Develop contingency plans, maintain flexibility in project implementation, and build strong relationships with multiple political stakeholders, particularly at technical level, to ensure continuity.	Political and Social instability are significant factors that may affect project outcomes, but proactive risk management can reduce its impact.	Political and social instability is an ongoing concern in the region that requires continuous monitoring and flexible project management to mitigate its effects.
Sanitary concerns at the global and the regional level	Medium	Medium	Most of the training programmes could be undertaken via the e-learning platform with flexibility in the implementation including the delivery modalities (Online, hybrid, etc.)	Sanitary issues could affect mobility and priorities of national counterparts in the region.	Experiencing a resurgence of Covid-19 or similar situation. The project foresees the implementation of a wide variety of tools that allow the implementation of the project activities beyond possible restrictions.
Programmatic risks					
Political volatility deprioritises commitment to the implementation of the project	Unlikely	Major	Continuous engagement with the stakeholders, and focus intervention on the technical level, with counterparts being less subject to political changes.	Technical counterparts might still be indirectly affected by broader political decisions	The project is situated in a politically volatile environment where government priorities can change rapidly due to frequent political shifts. The project's success relies heavily on the continuous support and commitment from government stakeholders and other political entities. Lessons learned from past interventions, continuous monitoring of the situation on the ground and proactive engagement of stakeholders as well as adaptability will mitigate risk.
Institutional Resistance to Change	Medium	Major	Conduct thorough stakeholder engagement and consultations to understand concerns and gain buy-in. Provide training and capacity development sessions to demonstrate the benefits of new practices. Ensure continuous communication and support throughout the implementation phase.	While efforts to mitigate resistance are expected to be largely effective, some degree of resistance may persist, requiring ongoing management and support	The assessment is based on past experiences in similar projects where initial resistance was encountered but managed through effective stakeholder engagement and continuous support. The likelihood of resistance is deemed medium as the project involves significant changes,

			Involve key stakeholders in the planning and decision-making process to foster ownership.		but the impact is high given the potential to disrupt project outcomes. The risk response strategies are designed to address these challenges and reduce the residual risk.
Low level of commitment of partner institutions and organisations to participation	Unlikely	Minor	Adopt a transparent, participatory approach to increase engagement during project start up and implementation and incorporate a targeted partner communications plan as part of the broader communications plan to keep partners abreast of project activities and development.	Risk is further reduced to a very unlikely level.	ICMPD has established sound and solid relationships with Southern Partners Countries and notably partner institutions in the framework of different initiatives and project implemented in the MED region.
Potential funding challenges limiting project's sustainability	Medium	Medium	The project developed a plan for financial sustainability and scenarios as well as funding mechanisms are being discussed with Training Institute Governing Board Members.	Residual risks remains but the strong ownership, of Partner Countries will allow project sustainability.	Interest in the Training Institute from EU Member States, Southern Partner Countries through in-kind contribution as well as from the private sector.

Annex 5: Budget details

Note: the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

ICMPD	2024	2025	2026	2027	2028	2029	TOTAL
Outcome 1: Enhanced migration management							
Regional							
Output 1.1: : Recognised Certifications and Training	DKK 111,750	DKK 3,394,485	DKK 3,670,135	DKK 2,472,974	DKK 2,033,424	DKK 1,914,940	DKK 13,597,707
Output 1.2: Practical Capacities in Migration Governance	DKK -	DKK 2,644,433	DKK 2,718,933	DKK 2,561,738	DKK 2,368,783	DKK 122,925	DKK 10,416,810
Tunisia							
Output 1.3: Integrated Border Management in Tunisia	DKK -	DKK 2,909,325	DKK 3,266,925	DKK 2,924,225	DKK 2,886,975	DKK -	DKK 11,987,450
Subtotal direct eligible costs of the Action	DKK 111,750	DKK 8,948,243	DKK 9,655,993	DKK 7,958,936	DKK 7,289,181	DKK 2,037,865	DKK 36,001,968
Audit/Expenditure verification	DKK -	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 52,150	DKK 260,750
MEAL	DKK 509,626	DKK 795,330	DKK 795,330	DKK 795,330	DKK 795,330	DKK 1,167,830	DKK 4,858,777
Total direct eligible costs of the Action incl MEAL and Audit costs	DKK 621,376	DKK 9,795,723	DKK 10,503,473	DKK 8,806,417	DKK 8,136,662	DKK 3,257,845	DKK 41,121,495
Administrative costs (7% total direct eligible costs of the Action)	DKK 43,496	DKK 685,701	DKK 735,243	DKK 616,449	DKK 569,566	DKK 228,049	DKK 2,878,505
Total eligible costs	DKK 664,872	DKK 10,481,423	DKK 11,238,716	DKK 9,422,866	DKK 8,706,228	DKK 3,485,894	DKK 44,000,000

Annex 7: Plan for Communication of Results

This plan outlines the communication framework for the “Delivering on Migration Governance in the Mediterranean through Capacity Partnerships” project, implemented by ICMPD as part of the Danish Ministry of Foreign Affairs' Regional Migration Governance Programme (RMGP) 2024-2029. It specifies the parameters for communications and visibility, as well as key messages for disseminating project results ensuring transparency, accountability, and stakeholder engagement. The RMGP Steering Committee will determine the implementation of the draft communication elements outlined below.

Communication Mechanisms

The communication mechanisms will set out to:

Disseminate results based on the activities and outputs of the project through a range of channels and coordinating key messaging, ensuring coherence and alignment with programmatic messaging and objectives.

Address communication risks associated with the sensitivity of migration-related issues and the political, economic, and social instability in relevant host countries. The communication mechanisms will encompass various channels, consistent messaging, and strategies for risk management and proactive crisis communication.

Communication Channels:

Communication shall be carried out on an ongoing basis, drawing on project milestones and key events for dissemination. The identified channels to drive communication, subject to approval by RMGP Steering Committee, include:

Social media: Platforms such as LinkedIn to share updates, results, achievements, and engage with a broader audience.

Content types would include regular posts, interactive content, sharing of pictures graphics, videos, and other visual elements, where appropriate and feasible.

Traditional media: Press releases, media briefings, and interviews to reach mainstream media outlets and convey key messages when appropriate.

Stakeholder engagement: Regular briefings and meetings with key stakeholders to provide updates, discuss challenges and plan future activities.

Meetings and events: Attending relevant meetings and events to engage with stakeholders and share information as well as raising awareness on the project results.

Infographics and visual content: Simplified and visually appealing content to communicate complex information effectively.

Adherence and alignment to donor guidelines:

The project and any visibility material thereto will adhere to DANIDA visibility and communication guidelines and related decisions made by the RMGP Steering Committee on programmatic communication elements.

Key Messaging:

The project results shall be communicated through key messaging, as per endorsement of the RMGP Steering Committee, and in coordination with key stakeholders to ensure the messaging is coherent in the overall programme. Here are some initial proposed key messages aligned with the project objectives, to be considered:

“Investing in partners’ capacity, is investing in our own capacity.”

“We are committed to enhancing migration management capacities to ensure safe, orderly, and rights-based migration.”

“Effective migration management benefits both migrants and host communities, fostering social cohesion and economic growth.”

“Strengthening institutional practices are essential for addressing the dynamic challenges of migration in the Mediterranean Region.”

“A human rights-based and gender-sensitive migration management promotes dignity and equality.”

“Effective border management, integrated with human rights standards, is crucial for the safety and dignity of individuals crossing borders.”

“Access to EU-recognized certifications and bespoke training programmes elevate the skills and professionalism of migration actors.”

“Professionalisation ensures that migration practitioners are equipped with the latest knowledge and best practices to handle complex migration scenarios.”

Risk Analysis and Mitigation Communication Management Measures

Given the sensitivity and polarisation potential of migration, it is crucial to communicate this topic appropriately with a balanced approach. This means identifying potential compromise areas and preparing strategies to manage and mitigate issues before they arise.

Risk Analysis:

Key elements of the risk analysis include, but are not limited to:

Assessing the sensitivity of the data/information being communicated.

Understanding the political and social climates in the host countries and regions.

Anticipating possible misinterpretations or misuse of the information.

Mitigation Communication Management Measures:

Mitigation and crisis communication management measures will involve developing protocols for rapid response in the event of misinformation, public backlash, or other communication crises. This will include tactics including but not limited to:

Crafting messages that are clear, accurate, balanced and culturally/politically/gender-sensitive avoiding language that could be perceived as controversial or biased.

Creating pre-approved messaging templates as part of a preventive strategy.

Having regular consultations and open channels with stakeholders to maintain transparency, share information, and engagement.

Maintaining transparency with stakeholders.

Engaging in active dialogue and being prepared with well-thought-out responses.

Ensuring that the communication of results not only informs but also fosters trust and collaboration among all parties involved.

Target groups:

The overarching goal of the plan is to communicate the results of the project in an informing and engaging manner. The core function is to develop an effective, targeted Communication Plan in order to build awareness of the activities and outputs, showcase excellence in elevating and professionalising capacities, informing donors about project progress, reinforcing credibility, increasing engagement, and consolidating awareness to the greater public. The target groups are to be separated between primary and secondary target groups. The primary target audience includes individuals or groups directly involved in or affected by the project outcomes, while the secondary target audience consists of individuals or groups indirectly impacted by the project or those who can influence the primary audience, predominantly revolving around supporting broader awareness.

Primary target audience:

Migration practitioners

Governmental Institutions in SPCs including:

Ministries of Foreign Affairs

Ministries of Interior

Ministries of Labour

Ministries of Education

Ministries of Planning and Development

Ministries of social affairs

Border control and law enforcement entities

In addition, ministries and services of information

Programme partners

Secondary target audience:

Thought leaders

General public

International and inter-governmental organisations

Media

Private sector organisations

Academia

Civil society organisations

Timing & Monitoring of Communication

Consistency and interaction with the target groups and key stakeholders, are pivotal for strengthening partnership development. There are two dimensions that will be followed when implementing the plan for communication on results:

Ongoing Updates: Updates throughout the project duration to be communicated on a regular basis to ensure and maintain relationships with primary target groups.

Key Milestones: To be documented and report/disseminated when appropriate in connection with finance acts, international summits, conferences, and other significant events.

In order to assess effectiveness of the frequency and implementation, communication activities will be monitored and will have set targets and indicators to run annual performance reviews. A risk analysis will be conducted to assess the potential outreach of the activities and adapt indicators and targets accordingly. As a basis, the following questions will be assessed:

Have the key messages been received by the target groups as intended?

Has the project successfully integrated the strategic aims of the donor?

Responsible persons

The project implementation team will vet and coordinate all communication activities to ensure consistency and accuracy. ICMPD will follow the communication plan approved by the RMGP Steering Committee and allocate responsibilities accordingly.

Within the project implementation team, responsible persons will include officers/implementing staff and specialists, communication focal points, and technical experts, if and when required.

Modalities and Resources needed for Implementation of the Plan

The implementation of the communication plan requires a multi-pronged approach, utilising various modalities and resources to ensure effective and comprehensive dissemination of information. The communication activities will be implemented using the modalities and resources agreed upon by the RMGP Steering Committee, including but not limited to:

Access to communication and media channels including dialogue instruments and key events as mentioned under the communication mechanisms.

Financial resources for visibility material.

Human resources to implement the communications plan and related activities.

MEAL making communication considerations part of the MEAL framework, including alignment with outputs and activities proposed.

Technical resources assessing the and using appropriate digital tools and platforms for social media management and graphic design for overall content creation and implementation.

Partnership and collaboration with donor and implementing partners to ensure alignment, coherence, and information sharing

Monitoring of situation to address risk and contextual volatility.

By leveraging these modalities and resources, the project can ensure that its communication efforts are sound, effective, and capable of reaching target audiences. This multi-pronged approach not only facilitates the dissemination of results but also fosters engagement, transparency, and trust among all stakeholders.

Annex 8: Process Action Plan for Implementation

Objectives

This plan is elaborated to define the actions needed to reach project objectives and to monitor project results and progress against the outcomes, so as to:

- ✓ Ensure accountability to project partners and the donor;
- ✓ Measure the progress against targets set with quality implementation of key activities;
- ✓ Ensure project activities are implemented according to approved budget and timeframe;
- ✓ Ensure that programmatic and administrative deliverables are available and in line with donor requirements;
- ✓ Assist in the organisation of activities and the allocation of the appropriate resources;
- ✓ Identify risks and challenges and plan the response;
- ✓ Support the collection and management of quality data.

Workplan

	Year 1				Year 2				Year 3				Year 4				Year 5			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Outcome 1 Enhanced migration management: Relevant authorities demonstrate enhanced capacities for migration management																				
Intermediary Outcome 1 Migration management practitioners and institutions have enhanced capacities to respond effectively and proactively to emerging migration priorities both at the national and regional levels																				
Output 1.1 Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute																				
1.1.1 Obtain and maintain European educational licensing certification, at least 1 ISO 21001 renewal, and new ISOs -45001-14001				x	x			x	x			x	x			x	x			
1.1.2 License the Institute as a Further and Higher Education Institution	x	x	x	x	x	x	x	x												
1.1.3 Update the web-based digital MCP MED TI environment including the website, the LMS, and the Virtual Learning Environments (VLEs).	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x				
1.1.4 Produce visibility material to promote the MCP MED TI and maximise its outreach.	x	x	x			x	x							x	x					

1.1.5 Establish and update MEAL framework for the MCP MED TI including monitoring tools/dashboards.	x	x	x	x					x	x	x	x					x	x	x	x
1.1.6 Design and accredit forty (30) learning products based on Partner Countries priorities.	x	x	x	x	x	x	x	x	x	x	x	x	x	x						
1.1.7 License at least two (2) premises in the region to extend the MCP MED TI regional network.	x	x	x	x	x	x	x	x												
1.1.8 Authorise thirty (30) Southern Partner countries trainers in the region through four (4) induction courses to extend the MCP MED TI regional network.	x	x	x	x	x	x	x	x	x	x										
Output 1.2 Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute																				
1.2.1 Carry out an assessment phase with national counterparts to collect feedback and shape project activities, through surveys, workshops and focus groups.	x	x	x	x					x	x	x	x					x	x	x	x
1.2.2 Deliver at least forty (40) training sessions for at least 580 students.			x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x		
1.2.3 Organise six (6) Governing Board meetings for the Training Institute	x				x				x					x				x		x
1.2.4 Organise at least one (1) training needs assessment with 1 Partner Country	x	x	x	x	x	x														
Output 1.3 Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards																				
1.3.1 Design and accredit ten (10) learning products for Tunisia-integrated Border Management Institutions	x	x	x	x	x	x	x	x	x	x	x	x								
1.3.2 Develop a comprehensive curriculum integrating human rights principles into the training modules for border management institutions and prepare materials such as trainer manuals and presentations that emphasise human rights in border management practices	x	x	x	x	x	x	x	x	x	x	x	x								
1.3.3 Conduct workshops and seminars focused on human rights principles and standards for border management officials					x	x	x	x	x	x	x	x	x	x	x	x	x			
1.3.4 Develop and distribute guidelines on integrating human rights into border management practices			x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x		
1.3.5 Establish and inform a specific monitoring and evaluation framework to assess adherence of Border Management capacity development activities in Tunisia to human rights standards	x	x	x	x					x	x	x	x					x	x	x	x

Resources and implementation methodology

Human Resources: Roles and Responsibilities

Role	Responsibilities
Strategic Oversight and Coordination	The strategic oversight will be led by the Head of Region for the Mediterranean and programmatic coordination by the Regional Portfolio Manager as well as the Head of Offices in the region. ICMPD Tunis Office will play a crucial role in the implementation of the project in Tunisia.
Project Team	Responsible for the day-to-day management of this project will be coordinated and led by project the Head of the Institute and the project managers at the regional level and in the specific countries including Jordan, Lebanon, Libya and Tunisia, to manage overall implementation and lead the Process Action Plan for implementation within ICMPD ensuring that data on agreed indicators as well as project deliverables are collected, verified and analysed for the project management and reporting: ensure timely donor reporting and communicate on results internally and externally. The project Team will also include multidisciplinary / multi-skilled staff responsible for technical and administrative support and language assistance. Leveraging economies of scale of ICMPD's regional programmatic approach, the project team, will benefit from additional internal expertise of the Training Institute Faculty staff and organisation thematic experts. Cross-cutting support will include MEAL experts.
Project Operations Support Team	The project team will receive administrative support from the Project Operations Support Team based in ICMPD in the Regional Office for the Mediterranean and from the ICMPD headquarters, leveraging its in-house technical expertise with EU-aligned project management processes.

Implementation methodology

A parallel implementation approach will be established allowing the teams involved to work simultaneously on different aspects of the project: The assessment phase and the establishment of a detailed MEAL framework – drawing on existing data and MEL framework and in alignment with programmatic imperatives – will be planned during the first quarter of the project. Notwithstanding, several activities will be launched immediately to ensure the continuity with the projects currently ongoing. Planning, coordination and resource management will be key, among the ICMPD team, with implementing partners but also with the governmental and non-governmental stakeholders, with whom a participatory and engaging approach will be adopted during all project phases. Several resources will be established for the project teams to ensure that deliverables are in line with donors' requirements. While a MEAL Framework will be better defined at the beginning of the project, the following indicative results monitoring plan will be taken into consideration:

Results monitoring plan

Key Performance Indicators	Baseline and Target	Data Source(s)	Data Disaggregated by	Data Collection Method(s)	Data Analysis Method(s)	Frequency and Schedule	Party Responsible for Data
Outcome 1 Enhanced migration management: Relevant authorities demonstrate enhanced capacities for migration management							
% of project partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention	Baseline: TBC Target: 70%	Feedback collected during and after project activities	N/A	Data captured from evaluation forms gathering the feedback of partners and stakeholders	Analysing the evaluation forms to measure the percentage of their responses	At the launch, Mid-term and end of the project	ICMPD Regional
Intermediary Outcome 1 Migration management practitioners and institutions have enhanced capacities to respond effectively and proactively to emerging migration priorities both at the national and regional levels							
% increase in the number of migration management practitioners and institutions demonstrating enhanced capacities	Baseline: TBC Target: 75%	Feedback collected during and after project activities	N/A	Data captured from evaluation forms gathering the feedback of partners and stakeholders	Analysing the evaluation forms to measure the percentage of their responses	At the launch, Mid-term and end of the project	ICMPD Regional
Output 1.1: Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute							
Existence as an EU and ISO certified educational award issuing authority	Baseline: Level 4 with ISO 21001 Target: Up to level 8 with ISOs 21001-45001-14001	Licensing certificates and project reports	N/A	Data captured from Training Institute licenses recognized by the MFHEA	Analysing the data from the licenses related to the TI	Once a year	ICMPD/Training Institute

Number of migration actors in the region with EU-recognised certifications (Disaggregated by gender and country)	Baseline: 458 in 2024 Target: 1040 in 2029	List of participants, certifications, and transcripts	Disaggregated by gender and country	Data captured from participants list and certifications	Analysing the data from training reports, list of participants, certification, transcripts, and cross-checking with the dashboard based on gender and country	Once off after every training	ICMPD/Training Institute
Output 1.2: Migration actors in the region have better capacities in topics related to migration governance through their participation to trainings delivered by qualified partner country officials conducted within their territories and beyond through the direct support of the MCP MED Training Institute							
% of training participants report a positive impact of the training on their job performance and responsibilities	Baseline: TBC Target: 80% in 2029	Surveys after training	Disaggregated by gender and by country	Data captured from surveys compiled by participants	Analysing the survey forms to measure the percentage of their responses	Once off on yearly basis	ICMPD/Training Institute
Output 1.3: Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards							
Degree to which relevant migration actors in Tunisia perceive an improvement in the organisational environment due to ICMPD intervention	Baseline: TBC Target: 75%	Feedback collected after training activities (Short-term and Mid-term)	N/A	Data captured from evaluation forms	Analysing the evaluation forms to measure the percentage of their responses	Once off at the launch and every 3 and 4 years	ICMPD Tunisia
A human rights-based approach is mainstreamed within the new Curriculum designed for Border Management institutions	Baseline: TBC Target: 70%	Curriculum design material and trainer manual and presentation	N/A	Data captured from activity reports and from Curriculum content	Analysing and assessing the alignment with human-rights international standards	Every Curriculum	Training Institute/ ICMPD Tunisia

Planning for evaluation

A mid-term evaluation will be conducted with the aim to assess the continued relevance of the project and the progress made towards achieving its planned objectives, feeding into the RMGP evaluation cycle. It will assess the extent to which the project is producing change and will provide insights about its effectiveness, giving the donor and ICMPD the opportunity to use best practices and recommendations identified. Evaluation purpose, scope, criteria, questions and methodology will be shaped together with the donor, national stakeholders and ICMPD teams involved in all partner countries. Human-rights, gender and environmental footprint will be key cross-cutting aspects to monitor and evaluate along the implementation of the project. This will be defined further consolidated at the initial assessment stage.

Planning for communication


















Along with the communication plan attached, a summary of the communication tools is detailed below.

Description	Communications tools
Project outreach and results	Digital Dashboard Reports and Progress factsheets (Every month available upon request)
Feedback from counterparts, trainers, and trainees.	Digital Dashboard and social media channels
Project media content produced including video testimonies and story telling material	Social media
Informing on events and activities	Press releases, ICMPD/TI partners websites, PPT presentations, visibility material

Planning for Data Management:

Confidentiality, privacy and data protection will be ensured while collecting, analysing and sharing data. The Training Institute will align with both donor and the Maltese Further and Higher Education authorities’ requirements. Specific attention will be given to consent forms and anonymous surveys when data is collected.

Integrated Migration Management – Fostering Migration Governance, Safeguarding Communities, and Ensuring Regular Pathways

<p>Key results: Following a two-pronged approach, the action will (1) enhance data-driven decision-making and effective border management and (2) support relevant institutions with capacity development to address smuggling of migrants and trafficking in persons.</p> <p>Justification for support: The proposed interventions support the successful implementation of the migration partnerships between Denmark, the European Union (EU) and key countries of origin and transit in the South Mediterranean region.</p> <p>Major risks and challenges: Primary risk factors include a deterioration of the security situation and/or worsening economic conditions in the target countries (Tunisia and Egypt) and across the Southern Mediterranean region, sudden changes in the willingness of governments to cooperate or engage with IOM, and lack of synergy or coordination at different programmatic and stakeholder levels. This is why the action will prioritize interagency coordination through the established programme steering committee that will be overseeing implementation.</p>	File No.	24/35259						
	Country	MENA region with a focus on Egypt and Tunisia						
	Responsible Unit	MIGSTAB						
	Sector	Migration						
	Partner	International Organization for Migration (IOM)						
	DKK million	2024	2025	2026	2027	2028	2029	Total
	Commitment	40	0	10	10	0	0	60
	Projected disbursement	15	10	10	10	10	5	60
	Duration	11/2024-11/2029						
	Previous grants	IOM has previously received DK funding						
	Finance Act code	§06.32.10.13						
	Head of unit	Nicolaj A. Hejberg Petersen						
	Desk officer	Andrea Bruhn Bové						
	Reviewed by CFO	YES: Antonio Ugaz-Simsen						
	Relevant SDGs [Maximum 1 – highlight with grey]							
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation			
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production			
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals				

Objectives [for stand-alone projects]

The project objective is to enhance migration management to advance safe, orderly and rights-based migration in the Southern Mediterranean, with a focus on Egypt and Tunisia.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

IOM was pre-identified as an implementing partner and the selection of IOM is justified by the alignment of IOM objectives with RMGP objectives and the history of IOM achievements in the field of migration. IOM's relevance for the RMGP is underlined by the presence of IOM offices and activities in both Egypt and Tunisia. IOM has a strong and long-standing presence in all the target countries of the South Mediterranean region with demonstrated experience in advising and supporting governments on migration and border governance issues.

Summary:

The project will facilitate governments' access to the latest border management technology, systems and procedures to achieve safer and seamless cross-border movement and to reduce irregular migration. Objective 3 of the Strategic Plan also foresees the provision of protection and assistance to migrants vulnerable to violence, exploitation and abuse, and the development institutional capacity to ensure the sustainability of IOM comprehensive programming to prevent and address migrant smuggling and human trafficking.

Budget (engagement as defined in FMI):

Outcome 1: Enhanced migration management	15,4
Outcome 3: Support to livelihoods and countering migrant smuggling and trafficking	13,2
Operation and administration	27,4
Indirect cost	3,9
Total	60,0

Note: In PMI, an interactive version of this appropriation cover note is available at the "Grant" page under "Budget".

Regional Migration Governance Programme (RMGP) – Focus on the Mediterranean Region

*IOM Project: Integrated Migration Management – Fostering Migration Governance, Safeguarding
Communities, and Ensuring Regular Pathways*

Draft project document

11 October 2024

1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the Regional Migration Governance Programme 2024-2029 as agreed between the parties: The International Organization for Migration (IOM) and the Department for Migration, Peace, and Stabilisation (MIGSTAB) at the Ministry of Foreign Affairs of Denmark. The project document is an annex to the legal bilateral agreement with the implementing partner and constitutes an integral part hereof.

2. Context, strategic considerations, rationale and justification

2.1 Geographic Scope

REGIONAL

Tunisia, Egypt, and other countries of the South Mediterranean region experience a high level of mixed migration flows, in parallel to the proliferation of transnational organized crimes (TOC), migrant smuggling and trafficking in persons¹. The Central Mediterranean route (CMR) is the most dangerous and deadly migration route in the world and the most frequently used to reach Europe. The CMR connects the coasts of North Africa, mainly Libya and Tunisia, with the southern shores of Italy and Malta. In 2023, 157,652 migrants and refugees arrived in Italy through the CMR, accounting for 55 per cent of all arrivals in the year. This represents a 67 per cent increase compared to the 94,453 arrivals registered in 2022 through the same route. The main nationalities of the arrivals through the CMR in 2023 in Italy and Malta were Guinea (12%), Tunisia (11%), Cote d'Ivoire (10%), Bangladesh (8%) and Egypt (7%) The majority of the arrivals (72 per cent) were men, while 10 per cent were women and 17 per cent were children (DTM Europe from national authorities). The CMR also witnessed a high number of fatalities and disappearances at sea, as at least 2,476 migrants lost their lives or went missing while attempting the crossing in 2023, according to the data collected by the Missing Migrants Project (MMP). In addition to the arrivals in Europe, many migrants and refugees who tried to cross the CMR were intercepted, rescued or returned by the coast guards of the North African countries.

Against this backdrop, it is imperative to build national capacities in the face of the evolving and rapidly changing landscape in order to develop skills to enhance migration governance, harnessing its potential and addressing associated challenges of irregular migration and displacement, as well as migrant smuggling and trafficking in persons. This constitutes a holistic and integrated approach to migration governance and border management, to ensure the multi-dimensional nature of the aforementioned challenges is addressed, while allotting specific attention to leaving no-one behind, and the differentiated needs of men, women, boys and girls.

TUNISIA

Tunisia is a country of origin of migrants. In 2022, 15.4% of its population resided abroad, mainly in Europe (France, Italy, and Germany), other African countries, the Middle East, and North America. It is also an immigration country with an estimated 60,145 migrants (UNDESA 2020), mainly from neighbouring countries, Europe, and increasingly from West and Central Africa. Historically, non-nationals came mainly from neighbouring countries, notably Algeria and Libya, and usually migrated for family reasons, work or to access quality health care. Migration from non-Maghreb African countries (i.e., West and Central Africa) is a more recent

¹ See an overview of migration dynamics in Northern Africa here <https://www.migrationdataportal.org/regional-data-overview/northern-africa> and for MENA here <https://mena.iom.int/sites/g/files/tmzbd686/files/documents/2024-01/pub2023-139-r-region-on-the-move-mena.pdf>

phenomenon, in part attracting francophone students as Tunisian universities are among the most reputable in the region.

Since 2023, the migration context has drastically evolved in Tunisia. The CMR became the main migration corridor for irregular migration through the Southern Mediterranean to European shores. For the first time since 2017, Tunisia surpassed Libya as the first country of departure on the CMR with 62% (97,667) of the total arrivals to Italy. Among those who departed from Tunisia, 17,979 were from Guinea, 17,489 were Tunisian nationals, and 15,584 were from Côte d'Ivoire. This is the first year that Tunisian nationals do not constitute most of the individuals crossing. Egyptians represented 10% (11,515) of all arrivals to Italy, with most of them attempting the crossing from Libya.²

This trend is illustrative of the deteriorated living conditions migrants have experienced in Tunisia since February 2023, marked by heightened precarity, insecurity and several episodes of violence targeting Sub-Saharan African migrants. IOM has registered new protection concerns, including an increase in the numbers of unaccompanied and separated migrant children (UASC) in Tunisia, cases of trafficking, sexual exploitation and kidnappings of migrants, often associated with physical violence, and forced begging often involving children.

Since January 2024, the flow of arrivals to Italy from Tunisia dropped by a third (7,245 arrivals between January and April 2024, compared to more than 22,000 for the same period in 2023). Tunisians represent the first group of those making the crossing and the pressure for irregular migration remains high, especially among the youth. More than 39% of those aged 15-24 were unemployed in 2022. University graduates also contend with high levels of unemployment (25% in 2023), pointing to a structural mismatch between educational outcomes and labour market needs. Women are particularly affected and represent two thirds of graduates with higher education due to limited access to the labour market, their role as caretakers in the household, low wages, and persisting discrimination.

EGYPT

Egypt has traditionally been a country of origin for migrants, with migration policies mainly focused on the emigration of workers and diaspora engagement. Since 2020, Egypt has been experiencing a stifling economic crisis due to a combination of low growth rates, lack of foreign currency, and high inflation. These conditions, along with the prevalence of work in the informal economy and deteriorating job quality, have propelled many young Egyptians to seek better livelihood opportunities abroad, not only through regular migration routes but also through irregular routes, which expose Egyptian youth to perilous irregular migration journeys that involve being smuggled, and for some ending up in situations of trafficking.

Over the past years, the Government of Egypt has made considerable strides in managing migration at its borders. Irregular migration via the Central Mediterranean Route (CMR) from Egypt to Europe has decreased significantly since the end of September 2016. However, due to the political turbulences in Libya, irregular migration movements continued to take place to Europe via the Egyptian-Libyan borders. In 2023, Egyptians were the fifth nationality of arrival in Italy, which is the main point of entry for Egyptian migratory flows into the Schengen area, accounting for 7 per cent of all arrivals by sea (with 11,072 arrivals).³

Egypt is also a country of transit and destination for migrants. Migration trends and dynamics are shifting due to the ongoing political turbulences and armed conflicts along the Western, Southern (Sudan) and North-Eastern

² <https://data.unhcr.org/en/documents/details/107239>

³ https://dtm.iom.int/sites/g/files/tmzbd11461/files/reports/DTM_Mixed%20Migration%20Flows%20to%20Europe_Yearly_2023_0.pdf

(Gaza) borders of Egypt. This, coupled with various additional human mobility drivers in other countries - such as limitations to civil and political rights, climate change, environmental degradation and natural disasters, and an increasing number of nationals of Sub-Saharan African and some Asian countries seeking better livelihood opportunities – has resulted in Egypt increasingly witnessing a surge in mixed migration movements.

According to IOM estimates, over 9 million foreigners reside in Egypt, in addition to 700,000 registered refugees and asylum-seekers from 62 different countries – a 65 per cent increase in the number of registered refugees compared to 2022.⁴ Among them, many Sudanese face precarious living conditions and limited access to basic services and protection. Some of them resort to irregular migration channels to seek better opportunities or reunite with their families in Egypt or other destinations. This exposes them to the risks of abuse, exploitation and violence by smugglers and traffickers, who operate along the challenging-to-control areas bordering Sudan. This highlights the need for enhanced cooperation and coordination among the relevant stakeholders to prevent and combat smuggling and trafficking of migrants, especially those fleeing conflict and persecution in Sudan.

Demonstrating that migration as a major issue of interest in Egypt, the Government of Egypt established a number of governmental bodies with a specific mandate on migration, including the Ministry of State for Emigration and Egyptian Expatriates Affairs (MoSEEA) established in 2015 [now merged with the Ministry of Foreign Affairs] and the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIM&TIP) established in 2016. The Migration Data Analysis Unit in the Central Agency for Public Mobilization and Statistics (CAPMAS) was established in 2017, in addition to the Migration Affairs Inter-Ministerial Committee in 2019, as well as the Migration Research Unit in Cairo University in 2021, all of which benefited from the support of IOM Egypt.

2.2 Global Commitments and Strategic Priorities

The project aligns with the objectives of the Global Compact for Migration (GCM) for safe, orderly and regular migration, which the two target countries Egypt and Tunisia endorsed in the United Nations General Assembly vote on 19 December 2018. Specifically, the project contributes to the following objectives: Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies; Objective 9: Strengthen the transnational response to smuggling of migrants; Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration; Objective 11: Manage borders in an integrated, secure and coordinated manner.

In line with IOM's Strategic Plan for 2024-2028, and specifically objective 3 of facilitating pathways for regular migration, the project will facilitate governments' access to the latest border management technology, systems and procedures to achieve safer and seamless cross-border movement and to reduce irregular migration. Objective 3 of the Strategic Plan also foresees the provision of protection and assistance to migrants vulnerable to violence, exploitation and abuse, and the development institutional capacity to ensure the sustainability of IOM comprehensive programming to prevent and address migrant smuggling and human trafficking. Last, objective 3 underlines IOM's role as a facilitator of South-South and triangular cooperation, promoting South-South regional integration and interregional collaboration through the State-led inter-State consultation mechanisms on migration.

⁴ <https://www.unhcr.org/eg/wp-content/uploads/sites/36/2024/07/Monthly-Statistical-Report-June-2024.pdf>

The proposed interventions also support the successful implementation of the migration partnerships between Denmark, the European Union (EU) and key countries of origin and transit in the South Mediterranean region.⁵ It is also recognized as an important field of cooperation by North African countries. Notably, at the Copenhagen Migration Conference held on 6 May 2024, the Secretary of State of Foreign Affairs of Tunisia highlighted the need for consistent and coherent efforts to tackle smuggling and trafficking networks, and the promotion of regular routes as key to leveraging the positive outcomes of migration. The Deputy Assistant Minister of Foreign Affairs for Refugees, Migration, and Combatting Human Trafficking for Egypt echoed the sentiment by mentioning the critical role of the upcoming Danish Regional Migration Governance Programme (RMGP) with focus on the Mediterranean in promoting equal partnerships, synergies, and economies of scale pivotal to realizing Egypt's pledges as a GCM Champion Country.

The EU's New Pact on Migration and Asylum, adopted in 2024, sets out a new approach to embed migration in strategic cooperation with partner countries to prevent irregular migration and the loss of life, fight migrant smuggling, cooperate on return and readmission, and promote legal pathways.⁶

2.3 Synergies and IOM's Capacity to Address the Identified Issues

IOM has a strong and long-standing presence in all the target countries of the South Mediterranean region with demonstrated experience in advising and supporting governments on migration and border governance issues. All the initiatives proposed in the present document will be closely coordinated by the IOM Regional Office (RO) in Cairo, covering the Middle East and North Africa (MENA) region in charge of providing thematic guidance and oversight to country offices. The project falls within the scope of IOM migration management interventions in Tunisia, Egypt and neighboring countries to support governments, migrants and local communities, and builds on ongoing programming:

In **Tunisia**, IOM's support articulates across four main pillars: institutional coordination (at inter- and intra-ministerial level); robust data management (enhancing the capacity to collect, store, analyze, and share data to inform decision-making); continued capacity development,⁷ and support to the legal framework. For cost-

⁵ <https://amg.um.dk/policies-and-strategies/priorities-of-the-danish-government>

⁶ https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en#the-four-pillars-of-the-new-migration-and-asylum-policy

⁷ All IOM migration management projects, especially in the field of immigration and border governance, include capacity development components. IOM's approach is based on active collaboration with the Government to tailor and implement recommendations that enhance the retention of new skills by individuals and institutions. These recommendations are discussed and agreed upon throughout the project phases, focusing on monitoring, mentoring, and developing Key Performance Indicators (KPIs). Recognizing the diverse needs and financial constraints of stakeholders, IOM adapts its methodology accordingly to the respective needs and in line with each institution's strategic plan. During project implementation IOM does not focus only on capacity development, but works with relevant institutions to restructure training plans and promoting institutional changes, allocating time and resources for training, providing incentives and career advancement opportunities for trainers, integrating training outcomes with organizational policies, setting clear workplace expectations, and establishing mentoring, coaching, and feedback mechanisms. IOM emphasizes institutional support, incentivizing trainers, behavioral support for trainees, and robust follow-up mechanisms to ensure the effectiveness and sustainability of capacity development initiatives. For example, senior management workshops and technical working groups are conducted

efficiency and sustainability, IOM's work in support to the Tunisian Government has focused on investing in technology and capacity. Examples include the digitalization of residence permits, in collaboration with technology firms, for which IOM secured international funding, and using blockchain for secure data management. Another example is the engagement with the Tunisian Ministry of Interior, and the close collaboration with the Directorate for Training at the Ministry, to establish coordination mechanisms to assess, discuss and evaluate needs for capacity reinforcement and knowledge-retention mechanisms IOM secured under the Danish-funded project "*Enhancing Border Management Capacities in Tunisia to Strengthen Border Security and Respond to Irregular Migration along the Central Mediterranean Route*".

In **Egypt**, among the priorities IOM identified with the Egyptian Ministry of Interior, features the upgrade of migrant registration capacities, including the use of biometrics and digital procedures as well as upgrading travel document security features, as Egypt continues to receive high volumes of both regular and irregular migrants arriving in the country. This project therefore aligns with previously identified needs and ongoing engagement with national authorities. This project also builds on Denmark's strategic engagement with IOM (2023-2026), falling in line with Priority Area Three: *Supporting capacity building of governments and relevant authorities for better migration management*, with a view to promote orderly and humane migration management, adopt a "whole-of-migratory-route" approach to migration management, as well as address the drivers of irregular migration. It also aligns with Denmark's cross-cutting priority of leaving no one behind (LNOB) which IOM Strategy for Egypt (2021-2025) includes as one of its objectives, through scaling up IOM Egypt capacity to assist and respond to the most vulnerable groups, leaving no one behind. This project further aligns with the three strategic priorities under IOM Strategy for Egypt (2021-2025): resilience, mobility and governance. Under **Resilience**, this project particularly aligns with the objective of effective provision of protection and assistance to vulnerable migrants, improving health and well-being of migrants, and community cohesion and migrant integration. Under **Mobility**, labour mobility and youth empowerment are among the main pillars of interventions. Concerning **Governance**, the project's interventions align with the aim of strengthening border management through enhanced collaboration with law enforcement authorities and enhanced assisted voluntary return and reintegration measures.

At **regional** level, programming such as the EU-funded Migrant Protection, Return and Reintegration (MPRR) Programme in North Africa, the EU-funded Regional Development and Protection Program (RDPP), and the Dutch Cooperation on Migration and Partnerships to Achieve Sustainable Solutions (COMPASS) have provided support and capacity development to stakeholders in Tunisia and Egypt, which will be leveraged through this proposed project. Whenever possible and relevant, IOM will continue to organize joint capacity building events with other ongoing programmes on migration management with a comprehensive approach in the interactions with target stakeholders. For the present proposal, IOM will synergize with the EU-funded programmes MPRR and RDPP and the Dutch-funded COMPASS initiative, through the organization of joint activities, upon previous agreement of concerned donors in areas of mutual interest such as identity management, provision of capacity building on consular support, and comprehensive approach to Return, Readmission and Reintegration.

to facilitate project execution and sustain capacity development efforts. Continuous monitoring and evaluation (M&E) assess the impact of training programs and ensure alignment with organizational goals. By collaborating with training departments within institutions, IOM supports ongoing performance assessments and adapts capacity-building needs, fostering a sustainable and cost-effective approach to migration system improvements.

REGIONAL OFFICE

IOM has extensive experience in implementing tailored projects responding to priorities identified by national stakeholders, and technical expertise in migration governance, migrant protection and assistance, and immigration and border governance, which position it well to respond to the challenges identified. IOM's Immigration and Border Governance (IBG) Division has developed vast experience supporting governments in the Middle East and North Africa with active programming across 11 countries in the region to facilitate international mobility and enhance regular pathways for migration, with a focus on human-rights compliant borders, legal identity solutions and the related operationalization of admission.

Through a solid regional coordination of IBG initiatives implemented at country level and continued monitoring by the Regional Office's Immigration and Border Governance team IOM will continue addressing structural gaps in governments' technical and operational capacity to achieve long-term institutional changes. This will be possible thanks to well-established cooperation between IOM and relevant technical ministries across the region, especially Ministries of Interior, Ministries of Foreign Affairs, and Ministries of Social Affairs. This project will also seek synergies with other Danish-funded regional initiatives, including the IOM Programme Pillar I of "CAPACITY – The Danish Migration Management Programme 2024-2029" funded under the Fund for Migration and Regions of Origin (Nærområde- og Migrationsfonden, §06.32.10.).

In this regard, IOM is well-positioned to support coordination amongst the various stakeholders, fostering opportunities for regional and cross-regional border cooperation and knowledge sharing, including on regional migration data and information characterizing both interventions, through sustained coordination and support by the IOM Country Office in Denmark. Through the alignment of relevant indicators across the two programmes, IOM will also be able to track collective results driven by the broader Danish-funded migration-related project portfolio.

As an example, given the interrelated and complementary nature of the programmatic and geographical areas (expected to encompass Egypt, Tunisia as well as Iraq, Lebanon, Morocco and Algeria under the auspices of CAPACITY), it is considered advantageous to pursue coordinated (and potentially joint) initiatives (e.g., south-to-south dialogue, knowledge-exchange platforms, research and data analysis on shared regional migration challenges) that could generate positive spill-over effect (including other governments' interests) whilst avoiding duplication of efforts and ensuring that donor's support is channelled in a coherent, impactful and visible manner. To this end, the actions are expected to be coordinated at a management, country and regional levels including through support by the IOM's Regional Office in Cairo.

Additionally, with regards to learning, a common approach to MEAL has been outlined leading both projects to report against a same set of IOM's institutional indicators (both at outcomes and outputs levels) in alignment with the recently launched IOM's Strategic Results Framework. This is believed to strengthen the documentation and identification of outcomes and impacts achieved throughout the projects' entire duration, whilst ensure the availability of relevant and complementary regional information to stakeholders and government counterparts in the realm of migration management.

Training curricula and other capacity development initiatives implemented under the project will be closely coordinated with the IOM Regional Office in Cairo, covering the Middle East and North Africa (MENA). IOM RO MENA has partnered with the Arab Naif University for Security Sciences (NAUSS), the scientific body of the Arab Ministers of Interior Council by the creation of a joint Centre in Riyadh, Kingdom of Saudi Arabia on Technical Cooperation on Migration and Border Management. The Centre activities, including technical support, research and facilitation on regional international dialogue and best practices, are in line with the Arab Security Strategy in its updated form approved by the Council of Arab Ministers of Interior in its 32nd session dated 2015,

which stipulated strengthening cooperation with international organizations and bodies specialized in various security fields. The expertise and the high-level convening role of NAUSS university being directly related to the Arab Ministers of Interior Council of the League of Arab States have been pivotal to foster a high-level regional platform for discussion, and to promote collaboration with states of the region to provide capacity building in the area of border governance and migration management. This was exemplified during the joint IOM-NAUSS University conference held in May 2024 in Tunis, in partnership with the Tunisian Ministry of Interior, and titled the *Arab Forum to Curb Migrant Smuggling and to Promote Safe and Regular Migration Pathways*. This platform allowed to discuss coordination mechanisms and integrated responses across the states of the Region to counter migrant smuggling and promote safe and regular migration pathways. The partnership with NAUSS University and the RMPG will allow to value existing cooperations across the Region in the area of capacity building and regional dialogues.

In addition to the identified target countries for this project (see below), IOM will consider including other relevant countries of the MENA region in joint activities based on the needs identified on the ground and the common challenges in specific areas of migration management by facilitating productive exchanges of expertise, sharing of challenges and best practises. The inclusion of further countries of the region will be closely coordinated with the donor and the relevant IOM countries offices under the coordination of the MENA Regional Office.

TUNISIA

Under ongoing programming, IOM Tunisia works closely with the Tunisian authorities to provide humanitarian assistance to migrants in vulnerable situations including victims of trafficking and smuggling. Through its three offices in Tunis, Zarzis and Sfax, IOM Tunisia is working closely with regional and local authorities, including Maritime National Guard at governorate level. The IOM is engaged in collaborative efforts with the Tunisian government, with funding from Italy, Switzerland, United States of America, and The Netherlands.

Further, IOM implemented the Danish-funded project “Enhancing Border Management Capacities in Tunisia to Strengthen Border Security and Respond to Irregular Migration along the Central Mediterranean Route” (2022-2024). This project aims to bolster migration management in Tunisia, particularly focusing on counter-trafficking and smuggling, securing legal identity and enhancing border governance. Specific initiatives include support to the Tunisian Ministry of Interior for Border Management, Search and Rescue (SAR) operations, and the digitalization and integration of systems related to residence permits for foreigners in Tunisia. The assistance includes provision of equipment, infrastructure rehabilitation, and capacity development tailored to assist the Ministry of Interior in an ongoing transformational process.

Furthermore, IOM Tunisia has longstanding programming on counter-trafficking, with strategic partnerships with the National Authority to Combat Trafficking. Since 2011, IOM Tunisia has provided expertise, legal advice and technical assistance to the Tunisian government and partners to adequately apprehend, address, prevent and combat trafficking in all its forms, and protect the victims. IOM notably contributed to the enactment of the anti-trafficking law 2016-61, the development of the National Action Plan Against Trafficking in persons, and the establishment of the National Authority Against Trafficking (NA) in February 2017. IOM succeeded in placing the fight against trafficking issues on the national political and legislative agenda in a context of political transition and of a volatile security situation and continues to advocate with the Tunisian authorities for the protection of victims. With these efforts, IOM has established a strong partnership with the Tunisian authorities and specifically with the National Authority. IOM is the first actor in terms of detections and referrals of trafficking survivors to the National Authority, and regularly engages the National Authority in the context of information sharing, coordination of stakeholders, the organization of trainings, the deployment of an expert pool, and other project activities.

Through these projects, IOM is positioned to leverage the accumulated experiences and established methodologies. This will ensure that initiatives under the RMGP not only align with but also augment current programs, thereby fostering sustained effects in addressing irregular migration and improving overall migration management strategies.

EGYPT

IOM Egypt directly cooperates with a vast majority of ministries either directly or indirectly responsible for border management including the Ministry of Interior, Ministry of Defence, Ministry of Finance, Ministry of Transport and Ministry of Health and Populations and the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIM&TIP), cooperating in total with close to 20 governmental entities having a role in border management and the relevant training institutions under them including the National Police Academy, Border Guard Institute, Naval Academy, National SAR (Search and Rescue) Training Centre, and Customs Authority training entities.

Furthermore, IOM Egypt conducts activities in support of all the levels of border management – policy, strategic, high management, teaching and training - as well as operational ones. IOM Egypt also has a well-established cooperation structure with other relevant international partners in the country including UNODC and UNHCR as well as Interpol and EU specialized agencies such as EUAA. IOM Egypt holds regular consultation meetings with these partners to discuss priorities for technical cooperation in support of the Egyptian authorities, join each other activities where relevant and plan future joint interventions to strengthen the impact and avoid overlaps. On 2 July 2024 in Cairo IOM and UNODC signed a Statement of Partnership to strengthen strategic global cooperation between the two organizations on transnational organized crime related to migration. Thanks to this comprehensive cooperation with the Government of Egypt, IOM Egypt can not only build on its past and current activities, but also ensure that it has comprehensive whole-of-government impact. IOM Egypt regularly also conducts regional and international border-management focused activities which, coupled with Egypt's role as a regional leader, positions it perfectly to continue offering activities bolstering international cooperation based on the integrated border management concept. While the proposed interventions aim at strengthening the Government capacities to counter cross-border crime and better control its borders. Furthermore, IOM Egypt possesses internal capacity to deliver human rights focused trainings including theory, case law analysis and practical application including case studies, moot courts and simulation exercises. IOM Egypt is also ready to develop human rights capacity building activities with other partners, including the Danish Institute for Human Rights. Most of the IOM workshops, trainings, activities in support to the national training programs of the Egyptian training institutions either contain transversal human rights components or centrally focus on human rights. IOM Egypt can – through structured technical discussions and planning – involve the Danish Institute for Human Rights to participate in development and implementation of the relevant activities.

Since November 2022, IOM Egypt has been implementing a three-year project titled “Strengthening the Operational Capacity of the Egyptian Coast Guard and Egyptian Border Guards to Manage Migration Flows through Effective Border Surveillance and Search and Rescue at Land and Sea,” that aims at enhancing the capacities of the border management entities by establishing a foundation on rights-based border management.

IOM Egypt has implemented two phases of the Danish-funded project “Strengthening the Sphere of Protection for Victims of Trafficking and Vulnerable Migrants in Egypt while Preventing Irregular Migration and Human Trafficking” (SPHERE I and II) until February 2023. Through such collaboration, the whole-of-government and whole-of-society approaches were operationalized through the close cooperation with the National Coordinating Committee for Combatting and Preventing Illegal Migration and Trafficking in Persons (NCCPIM&TIP), the Ministry of Social Solidarity (MoSS), the National Council for Childhood and Motherhood (NCCM), the National Council for Women (NCW) as well as the National Council for Human Rights (NCHR) in addition to the Egyptian Red Crescent (ERC). Furthermore, under the second phase, collaboration expanded to include the Ministry of

Defence (MoD) and the Customs Authority, under the Ministry of Finance (MoF) through capacity-building activities to enhance mainstreaming of protection-centered and rights-based border management into their practices.

SPHERE I and II aimed at strengthening the Government's response in migration management while protecting and assisting victims of trafficking (VoTs) and vulnerable migrants at risk of exploitation in Egypt in line with a rights-based approach. Moreover, under both phases of the project, resources were provided to further support the Government's capacity to effectively identify and respond to irregular migration challenges and to counter trafficking in persons and migrant smuggling.

IOM was able to develop strong collaboration with the Egyptian Border Guard, including on the provision of rights-based capacity building activities. A five-year strategic plan for *Enhanced Egyptian Armed Forces Capacity in Migration Management* was introduced in 2018, whereby IOM has been implementing capacity building activities focusing on humanitarian border management (HBM), integrated border management (IBM), countering cross border crime, as well as search and rescue (SAR), while drawing on specific considerations of protection and assistance within border management. Most recently, IOM has scaled up its capacity building support to include structured technical workshops on IBM targeting high-level Egyptian management and decision-making officials. The workshop resulted in a series of concrete recommendations that the interventions under the proposed project aim to build up on. Among other recommendations this project will aim to build on strengthening integrated border management to enhance the national capacities to combat smuggling of migrants and human trafficking and related challenges, with a focus on strengthening cooperation at intra-service, inter-agency and international levels. Additionally, IOM aims to take forward a series of key actionable points identified following the discussions, including supporting national authorities to align border management procedures with the provisions of international law, and enhancing mechanisms for information and experience sharing.

IOM DATA CAPACITY AND EXPERTISE

[IOM's Strategic Plan 2024-2028](#) emphasizes the need to invest in migration data to address migration challenges, save lives, provide solutions to displacement, and promote regular pathways. As the coordinator of the UN Network on Migration and custodian of the Global Compact for Migration (GCM), IOM is the primary reference on migration data within the UN system, with extensive expertise. Objective Two of the [IOM Migration Data Strategy](#) focuses on building national capacities to enhance migration governance and contribute to regional and global knowledge on migration. Over decades, IOM developed effective tools and mechanisms for capacity development in migration data management, making it a valuable partner for countries and donors aiming to improve migration governance. Below are recent key initiatives and resources from IOM and partners, tailored for deployment in MENA countries based on the specific needs and objectives of the partner government:

- [Migration Data Portal](#): Consolidates global migration data and can host national datasets.
- Essentials of Migration Data (EMD): A comprehensive resource for migration data training materials (forthcoming).
- [Migration Profiles – Making the Most of the Process](#) guidance.
- [Migration Governance Indicators](#): Methodology and reporting tools.
- [GCM Indicators](#): To assist in reporting on implementation processes (forthcoming).
- UN [Migration Hub](#): References to good practices, including on Objective One.
- [Global Data Institute \(GDI\)](#): Based on the Global Migration Data Analysis Centre (GMDAC) and Displacement Tracking Matrix (DTM), offering holistic migration insights.
- International Standards and Guidelines on Trafficking in Persons Administrative Data which aims to support counter-trafficking stakeholders to leverage their administrative data on TIP to inform research

and evidence on TIP, through data standardization but more generally better data collection, governance and use.

3. Project Objective

The project objective is **to enhance migration management to advance safe, orderly and rights-based migration in the Southern Mediterranean, with a focus on Egypt and Tunisia**. This effort aims to support comprehensive migration governance and promote cross-border regional cooperation. Following a two-pronged approach, the action will (1) enhance data-driven decision-making and effective border management and (2) support relevant institutions with capacity development to address smuggling of migrants and trafficking in persons.

4. Theory of change and key assumptions

IF national migration strategies and migration management systems are strengthened in Tunisia, Egypt, and neighbouring countries to institutionalize comprehensive migration governance (Output 1.1), **IF** cross-border and regional cooperation is promoted and capacity is increased to manage mixed migration flows at the border through a human rights approach (Output 1.2),

ASSUMING accurate information and data collection and analysis are available; and **ASSUMING** authorities participate and are engaged in the development of strategies, and dialogue forums for south-south cooperation, **THEN** migration management will be enhanced in the South Mediterranean region (Outcome 1), **BECAUSE** Data-driven decision-making and effective border management will inform the interventions that need to be prioritized in cross-border cooperation and for comprehensive migration management,

IF relevant institutions are supported with capacity development related to migrant smuggling and trafficking (Output 3.1) **IF** vertical and horizontal stabilization is promoted (Output 3.2)

ASSUMING officials and all stakeholders are actively engaged in the training activities; and **ASSUMING** communities and law enforcement authorities are willing to participate and collaborate on the topic, **THEN** substantial support can be provided to counter migrant smuggling and trafficking as a means of curbing criminal networks and protecting migrants (Outcome 3) **BECAUSE** the trainings will develop the capacity of relevant stakeholders to improve their work in the field of counter smuggling and trafficking.

5. Summary of the results framework

Objective: To enhance migration management to advance safe, orderly and rights-based migration in Egypt and Tunisia.

Outcome 1: Enhanced migration management (including strengthened border management, documentation etc.)

Promoting effective migration management is a goal that requires a data-driven, whole-of-government and whole-of-society approach. To be effective throughout the implementation period, the project needs to ensure flexibility in delivering international support, governments' ownership and the capacity of achieving long term development goals while navigating immediate short-term needs. IOM aims at supporting the Governments of Tunisia, Egypt and neighbouring countries through a multifaceted intervention which encompasses:

- Strengthening data-driven national migration strategies and migration management systems.
- Improving cross-border cooperation mechanisms to efficiently manage mixed migration flows within the region, with a focus on human rights compliance and rule of law.

- Digitizing processes of migration-related dossier data to promote data-driven decision-making to curb irregular migration, to save lives and to promote regular pathways.

Output 1.1: Developing data-driven national migration strategies and migration management systems.

Strengthening data-driven national migration strategies and migration management systems will focus on fostering inter-ministerial cooperation, establishing data management and protection measures and developing Standard Operating Procedures (SOPs) to enhance existing migration-related data and analytics, promote the development of methodologies and processes in line with effective international practices to ensure that data is utilized for action, insights and foresight to support evidence-based policymaking and implementation along the migration continuum, such as review of visa issuance mechanisms, immigration regulations, rights protection, law enforcement, and return.

Activity 1.1.1 Using census related data to identify migration trends and to support relevant policies: In collaboration with relevant technical ministries, IOM will analyze data from the Tunisian national census to develop migration-related knowledge and data products. These analyses will offer insightful information for data-driven policymaking at the national level and enrich the regional debate on migration and governance.

Activity 1.1.2 Support to the national working group on the implementation of the GCM to develop and implement the national action plan

Activity 1.1.3 Assessment of human trafficking and migrant smuggling to support institutions on the development of relevant policies: A significant limitation in improving migration management through mid- and long-term strategies is the lack of assessments providing multi-sectoral data on Transnational Organized Crime (TOC) and its link with migrant smuggling and human trafficking through a whole-of-route angle. To address this and support the Tunisian government's efforts to develop data-driven policies and engage in regional and international platforms with a comprehensive understanding of these dynamics, IOM will support the development of a dedicated assessment.

Activity 1.1.4 Capacity building for MOI personnel in development of assessments and research for policymaking: The lack of equipment, dedicated procedures, and technical expertise often hinders the proper collection, storage, and analysis of data within the Ministry of Interior (MOI) of Tunisia. Through dedicated capacity-building initiatives, IOM will support the MOI in enhancing its ability to utilize migration data effectively, thereby developing assessments that inform strategic actions, decision-making, policymaking, and increasing inter-ministerial cooperation to promote a whole of government approach to migration management.

Activity 1.1.5 Regional activity: Organize two regional workshops on data-driven migration management systems: A comprehensive whole-of-government approach must be paired with regional collaboration to promote better migration governance. To enable this cooperation, it is crucial to identify gaps, strengthen capacities, and establish coordination mechanisms. Through regional workshops, IOM will foster international discussions, identify obstacles to better cooperation, and propose targeted joint capacity-building initiatives.

Activity 1.1.6 Regional activity: Organize two regional trainings on data-driven migration management systems: Based on the gaps and needs identified during the regional workshops (Activity 1.1.5), IOM will organize joint capacity-building sessions for the states in the region. The specific topics, participating countries, and number of training sessions will be determined during the project implementation phase. These initiatives will focus on enhancing regional cooperation for migration governance, valuing the internal expertise of different states, promoting knowledge exchange, leveraging IOM's expertise, and building upon previous capacity-building activities conducted by the project.

Activity 1.1.7 Organize workshops and follow-up initiatives on International Classification Standard for administrative data on Trafficking in Persons (ICS-TIP) with the aim to devise strategies for effective and safe administrative data collection on trafficking in persons: Support to the ongoing efforts of Egyptian counter-trafficking stakeholders to leverage their administrative data on TIP to inform research and evidence on TIP, through data standardization but more generally better collection, governance and use. In 2022 and 2023, IOM held consultations on ways to improve the harmonization of VoT hotline numbers managed by National Councils, and proposals were issued. The training workshops on the ICS-TIP will complete the technical support interventions planned by IOM in close collaboration with the National Committee working on TIP and migrant smuggling and the relevant institutions operating the VoT hotline numbers.

Activity 1.1.8 Participation of representatives from Tunisia and Egypt in IFMS, June 2025: Representatives from Tunisia, Egypt, and other relevant countries in the MENA region (based on needs identified) will participate in the International Forum on Migration Statistics (IFMS), which has been co-organised by IOM, the UN Department for Economic and Social Affairs (DESA) and the Organisation for Economic Co-operation and Development (OECD) since 2018. This biennial forum is the main global multi-stakeholder event dedicated to migration statistics and data. Led by OECD in 2025, the forum will take place in Malmö University in June 2025. The forum will provide the representatives of Tunisia and Egypt the opportunity to discuss ways to improve and align to global standards on the data collection, analysis, and use of migration data.

Activity 1.1.9 Regional technical consultations on mainstreaming GCM monitoring indicators into national data systems: These consultations will provide a platform for sharing best practices and technical knowledge on integrating GCM monitoring indicators into national data systems. This will enhance the capacity of national authorities to collect, analyze, and utilize migration data effectively, contributing to more informed and strategic migration management.

Activity 1.1.10 Regional technical consultations on awareness raising on new recommendations on migration statistics: These consultations will focus on updating national stakeholders on the latest recommendations and methodologies for migration statistics. By improving the understanding and implementation of these recommendations, countries will be better equipped to produce accurate and reliable migration data, which is crucial for developing data-driven migration strategies.

Activity 1.1.11 Regional conference on data as enabler of good migration governance in MENA: This conference will bring together policymakers, data experts, and other stakeholders to discuss the role of data in migration governance. It will highlight the importance of data in informing policy decisions and facilitating effective migration management. The conference will also foster regional cooperation and the sharing of experiences, further strengthening migration governance in the region.

Output 1.2: Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with rights-based and data-driven approach, including through existing regional mechanisms.

Cross-border cooperation mechanisms are improved to efficiently manage mixed migration flows, with a focus on human rights compliance and rule of law. Initiatives at operational and strategic levels will include joint capacity building plans, uniform Border Crossing Point (BCPs) standards, and international protocols on data sharing to enhance collaboration among border and other relevant authorities. To establish structured cross-border cooperation, it is crucial to promote long-term development within the region, facilitating dialogues, workshops, and training sessions at the regional level to encourage collaboration and shared solutions among the countries.

Activity 1.2.1 Conduct inter-agency cross-border cooperation workshop between Tunisia-Libya-Algeria on cross-border cooperation and capacity building: A workshop involving Tunisia, Algeria, and Libya will be conducted to identify needs and gaps in cross-border cooperation, and to promote joint activities aimed at enhancing integrated border management, ensuring migrant protection mechanisms, and strengthening Rule of Law, while discussing the possible adoption of joint procedures.

Activity 1.2.2 Conduct inter-agency joint capacity building between Tunisia-Libya-Algeria: Following the workshop results (Activity 1.2.1), joint capacity-building sessions will be organized. The specific topics and number of sessions will be defined during the project implementation phase. These sessions will aim to strengthen cross-border cooperation and the implementation of joint procedures, leverage the expertise of participating states, foster knowledge exchange, and capitalize on IOM's expertise.

Activity 1.2.3 Regional Activity: Regional workshop/dialogue cross border cooperation: Due to the porosity of the borders Integrated border management demands robust international cooperation. To enhance operational collaboration at the borders, dedicated workshops will be held to discuss and identify needs and gaps, and explore ways for states to improve their capacity for effective on-the-ground cooperation.

Activity 1.2.4 Regional Activity: Organize one regional training: Based on the workshop results, IOM will organize joint capacity-building sessions for regional states focused on on-the-ground cross-border cooperation. This training will build on existing capacity-building efforts and align with the regional objectives of the project. The specific topics and participating countries will be determined during the project implementation phase.

Activity 1.2.5 Organize two regional roundtables with a focus on anti-trafficking and anti-smuggling initiatives at the borders (Egypt, Tunisia and other regional country): Following previous dialogues in 2023 in which Tunisia, Egypt and Morocco discussed best practices in prevention, protection and prosecution interventions, the planned roundtables will allow further engagement between the three countries and foster regional cooperation.

Activity 1.2.6 Support the organization of international capacity building activities in Egypt and its partner countries to promote international standards on rights-based border management and best practices in border and migration management: The activities will take comprehensive and integrated approach and will involve all the border management actors in Egypt. In case of counter-smuggling and counter-trafficking activities, a route-based approach will be applied to enhance international cooperation in countering these phenomena and provide protection to victims of crime in line with the international law. These activities will build on IOM's existing regional and international capacity building activities with the Egyptian border management activities – e.g. Egyptian Police Academy regional courses on border management, international SAR, counter-smuggling and counter trafficking workshops, contributions to the IOM-led Border Management and Identity Conference as well as other international and regional capacity building activities and their recommendations – e.g. promoting the practical use of the Integrated Border Management (IBM) concept at the strategic and operational levels, enhancing capacities and mechanisms to collect data, share data, develop and share risk analysis products, conduct joint operations, promote responsible use of advanced technologies including biometrics, etc.

Output 1.3: Promote E-Governance best practices in line with UN 2.0 to ameliorate migration management, support regular pathways and curb irregular migration.

Innovation in migration management is being pursued through the adoption of E-Governance best practices as well as UN 2.0 quintet of change which encompasses data, innovation, foresight, digitalization and behavioural science (see here <https://www.un.org/two-zero/en>). This entails digitalizing processes of migration-related dossier, and the

capacity to gather and analyse data to promote data-driven decision-making primarily for rights protection and law enforcement to curb irregular migration, save lives and promote regular pathways, in line with IOM Strategic Plan.

Cross-cutting: South-south cooperation, data collection, research and analysis.

Activity 1.3.1 Support the conceptualization and development of a Risk Analysis Unit within the MOI: IOM will support the Tunisian MOI in developing a Risk Analysis Unit that will gather and analyze migration related data and use them to support operational and strategic action. This support will include, among other things, needs assessment, design of the Risk Analysis Unit, and the development of its operational framework.

Activity 1.3.2 Support capacity building of MOI personnel, involved in the digitalization of migration-related processes: IOM is assisting the Tunisian MOI in digitalizing various migration-related processes, enhancing inter-connectivity between departments and improving data flow. Through this activity, IOM aims to provide capacity building that strengthens the ability of MOI personnel, both on the ground and at headquarters, to collect and analyze data. This support will ensure robust data protection mechanisms are in place and promote data exchange with relevant institutions to foster inter-agency cooperation whenever possible.

Activity 1.3.3 Support digitalization of the training curriculum for the Tunisian National Guard and development of a E-learning platform for continuous training: Capacity building in Tunisia remains predominantly on-site, straining government resources and limiting opportunities for deployed staff to receive refresher training. To address this, the activity aims to support the Tunisian National Guard in developing an e-learning platform for continuous training. The training modules will be developed using existing resources and leveraging the experience of ongoing projects focused on enhancing the National Guard's capacity. The objective is to make training more accessible and easily digestible for a larger number of participants, ensuring effective absorption of the content and its immediate practical application in daily work.

Activity 1.3.4 Regional Activity: Regional workshop/dialogue on E-governance: A regional workshop on E-governance will be organized to discuss the digitalization of migration-related processes among states of the region and enhance international and inter-agency cooperation through improved data flow and dedicated information-sharing mechanisms. This workshop will facilitate the exchange of experiences among different countries, enabling participants to share best practices and identify tailored solutions to promote data-driven decision making and incentive regular migration pathways.

Activity 1.3.5 Regional Activity: Organize one regional training on E-governance: Based on the outcome of the regional workshop/dialogue on E-governance (Activity 1.3.4), and by leveraging the diverse expertise of the countries in the region, capacity building will be conducted to strengthen the capacity of countries in the region to promote the adoption of E-governance solutions that could facilitate migration management.

Activity 1.3.6 Organize three (3) high level workshops on: support digitalization of immigration processes through comprehensive analysis of the existing systems, revision of procedures, upgrading IT systems and provision of the relevant equipment including for biometrics and related infrastructure: Based on its cooperation plan with the border management authorities under MOI and Ministry of Defense (MOD), IOM will organize high level workshops to provide structured technical forum for discussions with the authorities and relevant experts on the needs and expected results. The workshops will also provide space for feedback from the authorities on the assessment that will be conducted as part of the activity. A final workshop will validate the results and the implementation plan of the recommendations to enhance the national migrant registration systems.

Outcome 3: Support to livelihood and countering migrant smuggling and trafficking

To address the root causes of irregular migration, it is necessary to disrupt exploitative irregular migration facilitation networks, mitigate risks to migrants' safety and well-being, and address the underlying economic and social factors contributing to irregular migration. IOM aims at supporting the Governments of Tunisia, Egypt and neighbouring countries through a multifaceted intervention which encompasses:

- Capacity development of relevant institutions on counter-smuggling and counter-trafficking.
- Enhancing vertical and horizontal stabilization to reinforce trust and collaboration between communities and law enforcement across migration routes.

Output 3.1: Promote vertical and horizontal stabilization, reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks.

IOM aims to achieve this by enhancing the capacities of government institutions to identify and persecute human trafficking and migrants smuggling networks including through the provision of training of trainers (TOT) to capacitate relevant actors. The direct capacity of the operational structures of the border management authorities to counter smuggling and trafficking will be built through specialized trainings on the use of advanced technologies in detection of smuggling of migrants and human trafficking with simultaneous development of SOPs based on international law provisions including human rights, refugee and transnational criminal law. The areas affected by conflicts in neighbouring countries will be supported with reception and processing capacities for smuggled and trafficked migrants, whose operations will similarly be based on international law and will benefit from a well-defined operational support from international organizations. Structural results will be achieved through a bottom-up approach in which law-enforcement, other authorities and communities across migration routes cooperate to curb illicit networks, while promoting vertical stabilization and increasing trust between communities and authorities.

Activity 3.1.1 Capacity building of Tunisian MOI in risk analysis and criminal investigation for counter smuggling and trafficking activities: Dedicated capacity-building sessions will be provided to the Tunisian MOI to enhance their ability to take proactive measures against migrant smuggling and human trafficking, to conduct risk analysis and criminal investigations. These sessions will address transnational organized crime, emphasize a whole-of-route approach, and underscore the importance of international cooperation.

Activity 3.1.2 Support to the Tunisian Scientific and Technical Police for the establishment of the Sfax forensic laboratory: The Scientific and Technical Police in Tunisia is the primary entity responsible for gathering identity-related information and is ideally positioned to prosecute and assess cases of smuggling and trafficking. Its capabilities include exchanging information with international counterparts, conducting in-depth document examinations, DNA analysis, and investigating cybercrimes. This enables them to approach smuggling and trafficking through a Transnational Organized Crime angle, using a comprehensive whole-of-route perspective. By supporting the Tunisian MOI in establishing a laboratory in Sfax, complementing the existing facility in Tunis, the project will enhance the Scientific and Technical Police's ability to cover the central and southern regions of the country, where most smuggling and trafficking activities are concentrated.

Activity 3.1.3 Organize 2 specialized trainings to enhance the capacities of the Egyptian authorities mandated with counter-smuggling and counter trafficking with strategic and operational knowledge to use advanced technologies in detection of illicit activities involving human trafficking and support the authorities with the relevant institutional and operational capacities: The trainings will provide the authorities with theoretical and practical knowledge on the use of advanced technologies to enhance their capacity to counter the existing cross-border threats. Trainings

will be organized with both IOM and external experts and aligned with the international and national law. They will be complementary to the Activity 3.1.4 and will provide the authorities with operational capacity to react quickly to disrupt criminal activities in border areas as well as interior of the country where needed.

Activity 3.1.4 Provide specialized equipment and infrastructure: in line with the Integrated Border Management (IBM) and the rights-based border management concepts, enhance the capacities of the Egyptian authorities mandated with counter-smuggling and counter trafficking with strategic and operational knowledge to use advanced technologies in detection of illicit activities involving human trafficking and support the authorities with the relevant infrastructural and equipment capacities: Following the trainings under activity 3.1.3, the equipment will be provided as complementary support to enable the authorities to use the enhanced knowledge in practice and be able to have tangible impact on the ground.

Activity 3.1.5 Provide advanced trainings including ToTs to the VoT national referral mechanism stakeholders and relevant institutions and entities working at the borders on victim identification, protection, and referral of VOTs and smuggled migrants including development of training materials

Activity 3.1.6 Support establishment and operationalization of specialized areas for screening and registration of smuggled and trafficked migrants, conduct interviews and facilitate arrival procedures in line with the international migration law and human rights, refugee law, humanitarian law and transnational criminal law

Activity 3.1.7 Organize 4 specialized trainings for staff: develop the capacity of staff to deliver the project: Core project staff will receive training on 1) international and national legal frameworks and theoretical concepts necessary to implement the project, including those relevant to human rights; 2) technological advances in border management aligned with UN/IOM standards and guidelines that will form part of the project 3) mechanisms to strengthen international cooperation to be applied under the capacity build activities under the project.

Activity 3.1.8 Technical recommendations and a regional study on smuggling of migrants within and towards MENA: This activity will provide evidence-based insights and practical recommendations for addressing migrant smuggling in the MENA region. The regional study will map out smuggling routes, identify key actors involved in smuggling networks, and analyze the socio-economic factors driving smuggling activities. The technical recommendations will guide law enforcement agencies and policymakers in developing targeted interventions to disrupt smuggling networks. By enhancing understanding and awareness, this activity will foster collaboration and trust between communities and law enforcement, facilitating more effective measures to curb smuggling.

Activity 3.1.9 Technical recommendations and a regional study on a second priority topic, such as informal employment of migrants and migrant worker protection within and towards MENA: This activity will address another critical aspect of migration in the region, focusing on the vulnerabilities and exploitation faced by migrant workers. The regional study will provide comprehensive data on informal employment practices and the protection gaps for migrant workers. The technical recommendations derived from this study will help policymakers and community leaders to design strategies that improve the protection of migrant workers, reduce exploitation, and formalize employment practices. Enhanced worker protection will contribute to building trust between migrants, communities, and authorities, which is essential for stabilizing migration routes and reducing the incentives for smuggling and trafficking.

Output 3.2: Preventing trafficking and smuggling by empowering migrants and supporting communities

IOM will enable national authorities to respond to the evolving trends in trafficking in persons and address the increased need for protection of victims of trafficking through a comprehensive intervention that seeks to reinforce state capacity on counter-trafficking following a rights-based and survivor-centred approach.

Cross-cutting: Duty bearers and rights holders, Human Rights Based Approach (HRBA), Migrants human rights are promoted, respected and protected, insights and analytics.

Activity 3.2.1 Capacity building and outreach activities of civil servants and law-enforcement on positive interaction between communities and authorities to reinforce counter-smuggling and counter-trafficking.

Results Framework for the Regional Migration Governance Programme 2024-2029

It is noted that the results framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Project	Regional Migration Governance Programme Integrated Migration Management: Fostering Migration Governance, Safeguarding Communities, and Ensuring Regular Pathways
Project Objective	To enhance migration management to advance safe, orderly and rights-based migration in Egypt and Tunisia
Impact Indicator	<i>Sustainable Development Goals (SDGs) Indicators</i> SDG 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. SDG 17.14: Enhance policy coherence for sustainable development. SDG 17.18: By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts. <i>Global Compact on Migration (GCM) Indicators</i> GCM Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies. GCM Objective 9: Strengthen the transnational response to smuggling of migrants. GCM Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration. GCM Objective 11: Manage borders in an integrated, secure and coordinated manner.
Baseline	Limited government capacity to address migration governance issues related to smuggling of migrants and trafficking in persons.

Project Title	Effective Migration Management		
Outcome 1	1. Enhanced migration management (including strengthened border management, documentation etc.)		
Outcome indicator	# of governments, development and humanitarian actors who collect use and share disaggregated data to inform mobility management systems, procedures, decisions or policies. [IOM internal indicator reference: SRF – 3b3a]		
Baseline	2024	0	Limited regional capacity to collect and utilize disaggregated data for informed mobility management decisions, resulting in fragmented migration management strategies.
Target	2029	12	Enhanced collaboration leads to robust data collection mechanisms, informing evidence-based mobility management strategies and allowing for a whole-of-government approach to migration at national and regional level

Output 1.1		1.1 Developing data driven national migration strategies, and migration management systems	
Output indicator		# of whole-of-government coordination mechanisms developed and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use [IOM internal indicator reference: SRF – 3c22a]	
Baseline	2024	0	Limited or fragmented coordination mechanisms among government agencies involved in migration management
Target	2025	0	Establishment of initial whole-of-government coordination mechanisms facilitated by IOM to improve migration data collection, management, sharing, harmonization, and utilization.
Target	2026	3	Strengthened coordination mechanisms with increased participation and commitment from relevant government agencies, leading to enhanced collaboration and alignment in migration strategies and systems.
Target	2027	3	Further refinement and institutionalization of coordination mechanisms, resulting in improved efficiency and effectiveness in migration data management and utilization for evidence-based policymaking.
Target	2028	3	Sustained and well-functioning whole-of-government coordination mechanisms that have become integral to national migration strategies and management systems, demonstrating a long-term commitment to coordinated action.
Target	2029	3	Established and robust whole-of-government coordination mechanisms that continue to support ongoing efforts in migration data collection, management, sharing, harmonization, and use even after the conclusion of IOM's support.
Output 1.2		1.2 Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach, including through existing regional mechanisms.	
Output indicator		# of processes and initiatives supported to facilitate regional cooperation on migration data for evidenced-base policy development [IOM internal indicator reference: SRF- 3c22c]	
Baseline	2024	0	Limited cross-border cooperation and capacity to manage mixed migration flows, hindering evidence-based policy development
Target	2025	2	Increased support for cross-border cooperation and enhanced capacity, initial steps towards regional cooperation mechanisms.
Target	2026	6	Strengthened cross-border cooperation, reduced irregular migration, and improved regional data sharing.
Target	2027	10	Established cross-border cooperation, enhanced border security, and fruitful regional cooperation for evidence-based policy development.
Target	2028	14	Sustainable cross-border cooperation, effective border management, and thriving regional cooperation mechanisms.
Target	2029	18	Ingained cross-border cooperation, operational regional cooperation, and continued evidence-based policy development.
Output 1.3		1.3 Promote adoption of E-Governance best practices to ameliorate migration management and curb irregular migration	

Output indicator			# of border management-related information sharing systems developed in line with international standards
			[IOM internal indicator reference: SRF – 3b31c]
Baseline	2024	0	Limited E-Governance adoption hampers border management, impeding efforts to curb irregular migration. Outdated information sharing systems hinder collaboration between border authorities.
Target	2025	0	Progress made in developing border management-related information sharing systems. Foundational system established, improving communication among border authorities.
Target	2026	2	Refinement of information sharing systems enhances data exchange between agencies. Tangible improvements in collaboration observed.
Target	2027	3	Fully operational systems lead to increased border management efficiency, reducing irregular migration instances
Target	2028	3	Systems recognized as best practices, strengthening regional collaboration and enhancing border security.
Target	2029	3	Institutionalized systems sustain efforts to manage migration, leaving a lasting impact on border security and migration management practices.

Project Title	National Capacities for Migration Management		
Outcome 3	3. Support to livelihood and countering smuggling of migrants and trafficking in persons		
Outcome indicator			# and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes.
			[IOM internal indicator reference; SRF – 3b1a]
Baseline	2024	0	Limited awareness and capacity among government officials regarding trafficking and smuggling.
Target	2029	200	Increased application of knowledge and skills by officials to prevent trafficking and smuggling.

Output 3.1	3.1 Promote vertical and horizontal stabilization, reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks.		
Output indicator			# of government institutions provided with knowledge, skills and tools to detect, investigate or prosecute organized crimes during the migration continuum
			[IOM internal indicator reference: SRF – 3b11a]
Baseline	2024	0	Limited capacities within government institutions to detect, investigate, or prosecute organized crimes related to migrant smuggling and trafficking along the migration continuum.
Target	2025	2	Increased number of government institutions equipped with knowledge, skills, and tools to effectively detect, investigate, and prosecute organized crimes during the migration continuum.

Target	2026	4	Enhanced collaboration and coordination among government institutions in combating migrant smuggling and trafficking, resulting in improved efficiency and effectiveness in addressing organized crime in the migration context.
Target	2027	6	Strengthened institutional capacities have led to a noticeable decrease in incidents of migrant smuggling and trafficking, indicating a positive impact on mitigating these crimes and protecting vulnerable migrants.
Target	2028	6	Sustained progress in countering migrant smuggling and trafficking, with government institutions demonstrating continued proficiency in detecting, investigating, and prosecuting organized crimes throughout the migration continuum.
Target	2029	6	Government institutions are fully equipped and capable of independently detecting, investigating, and prosecuting organized crimes related to migrant smuggling and trafficking, contributing to a more secure and regulated migration environment.
Output 3.2	3.2 Preventing trafficking and smuggling by empowering migrants and supporting communities		
Output indicator	# # of persons who have directly participated in information and awareness raising activities on TiP, migrant smuggling, or other transnational organised crime		
	[IOM internal indicator reference: SRF – 3b12a]		
Baseline	2024	0	Limited collaboration and trust, low awareness and capacity, high prevalence of smuggling and trafficking.
Target	2025	300	Trained community actors, initial stabilization efforts, increased awareness and reporting.
Target	2026	900	Strengthened collaboration and capacity, reduced prevalence of smuggling and trafficking.
Target	2027	1500	Sustainable mechanisms established, reinforced collaboration, enhanced community resilience.
Target	2028	2000	Deepened relationships, empowered community actors, sustainable initiatives.
Target	2029	3.000	Robust collaboration, empowered communities, significant reduction in smuggling and trafficking.

6. Inputs/budget

Please find attached for the budget details under Annex 5. It is noted that the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

7. Institutional and Management arrangement

The Regional Migration Governance Programme (RMGP) serves as the overarching framework for this project focusing on its first and third outcomes. Management and coordination of overall RMGP activities will be overseen by the Programme Steering Committee overseeing strategic planning, allocation and reallocation of budget. The project management site for this regional project be IOM Tunisia country office and the management structure is as follows:

- 1. Management:** The Regional Programme Manager will be responsible for the overall collation of the project, including regional-level project execution, internal coordination, ensuring adherence to programmatic

standards, monitoring project risks, as well as maintaining close communication with IOM Regional Office, IOM Denmark, participating countries within the region, and the donor.

- 2. Coordination:** The Regional Programme Manager will work in close coordination with the Senior Regional Thematic Specialist (RTS) for Immigration and Border Governance (IBG) at the IOM Regional Office for the Middle East and North Africa (MENA) in Egypt, The Project Manager for IBG at IOM's Egypt Country Office, and the Programme Manager for the CAPACITY Pillar I IOM Programme at the IOM Denmark Country Office. The Regional Project Manager will report to the Head of Programmes at IOM Tunisia. Regular meetings will be organized to ensure streamlined and common approach is taken across the different missions to ensure project outcomes and outputs are delivered.
- 3. Implementation:** The project team at IOM Tunisia (Programme Officers and Project Assistants) will support the overall implementation of the project at regional and national levels, including the coordination of activities, reporting to the donor, and promoting project communications and visibility. For the implementation of activities at national level in Tunisia, the project team will capitalize on the existing coordination with Tunisian Government that has been fostered under other Danish-funded projects dating back to 2022 (see also section 2.3 Synergies and IOM's Capacity to Address the Identified Issues). The team's presence in Tunisia will also enable coordination with other partners on site, such as the Danish Institute for Human Rights. Specifically, DIHR will review all training curriculum and offered inputs that add value (e.g., DIHR have standard invitation to all trainings, and can offer some part of trainings). This partnership would be formalized with DIHR after submission. Finally, the project team at IOM Egypt (Project Managers and Project Assistants) will be responsible for the implementation of national activities, and coordination with national authorities and stakeholders.

7.1 Monitoring, Learning, Accountability and Evaluation

Monitoring plays a critical role in the Project by consistently providing data-driven insights to inform project implementation, adapting to learned lessons, and maintaining congruence with the ^{IOM Global Strategic Plan}, Danish priorities, and strategic priorities in the countries of implementation and at the regional level.

Aligned with the ^{IOM's Monitoring and Evaluation Guidelines and Monitoring Policy (IN/31)}, the Project Result Monitoring Framework (RMF) emphasizes four key areas: (i) activity monitoring, (ii) results monitoring, (iii) budget expenditure, and (iv) risk monitoring. This framework is designed to provide comprehensive oversight of the Project at a regional scale, while also tracking and verifying progress in the countries of implementation. Regular monitoring will be conducted at both country and regional levels, with ongoing communication between IOM Country Offices and government stakeholders, conducting joint field missions, activity feedback (including key informant interviews, and focus group discussions), and reports on output indicators, among other methods.

The Project's Risk Management Framework (RMF) aligns to IOM's ^{Strategic Result Framework (SRF)}. The objective is to establish a standardized, yet customizable framework that can vary by country circumstances and align with key initiatives. The SRF integrates strategic objectives outlined in the GCM, the SDGs, and IOM's ^{Global Strategic Plan} as well as ^{IOM Regional Strategy for the MENA region}.

In addition, MIGSTAB shall conduct monitoring through regular exchanges, progress updates provided by the project team, field visits, as well as meetings with partners of the project and donors involved in the same field of intervention.⁸ Upon completion of the project, IOM will initiate an external evaluation to assess the Project's

⁸ Bilateral Guidelines, Danida, March 2024, p.44.

accomplishments and impact during the project implementation period. The MIGSTAB shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project. After the termination of the project, the MIGSTAB reserves the right to carry out evaluations in accordance with this article. To facilitate the work of the person(s) instructed to carry out such mission, IOM shall provide all relevant assistance, information, and documentation. The MIGSTAB reserves the right to carry out an evaluation after the termination of the grant period. Representatives of the Auditor General of Denmark shall have the right to: i) Carry out any audit or inspection considering necessary as regards the use of the Danish funds in question, on the basis of all relevant documentation, ii) Inspect accounts and records of suppliers and contractors relating to the performance of the contract, and to perform a complete audit.

7.2 Cross-cutting Priorities

Four cross-cutting priorities articulate IOM's ways of working across all its endeavors, and are thus vital to integrate in the planning and implementation of this Project:

Integrity, Transparency and Accountability. IOM's leadership promotes an organizational culture and internal systems that promote integrity, accountability and transparency. IOM measures programs and projects' progress against the clearly defined goals and objectives outlined in the IOM's Strategic Plan 2024-2028, which improves the visibility of results for Member States. Through the regular meetings in the Programme Steering Committee IOM will facilitate transparent discussions about the Project's results and take corrective actions where necessary.

Equality, Diversity and Inclusion. IOM is committed to ensuring that gender is mainstreamed through its programming, in line with its ^{Gender Equality Policy}. This includes that programming is not only gender-sensitive, ensuring that gender equality is central to the activities IOM implements, but also gender-responsive, adjusting to the different impact programming may have on the basis of the gender, both in terms of the Project's participants or its intended endline beneficiaries. For this Project, the integration of a gender component is deemed pivotal. On the one hand, the activities will strive to ensure inclusivity in demographic and personal characteristics, including gender, functional roles and geographic distributions yet recognizing the contextual landscape where being implemented. On the other hand, additional assessment will be conducted to identify areas where training on human rights, gender pluralism or equity can enhance the rights-based approach of the project.

Protection-centered. IOM applies a rights-based approach to programming, in accordance with the United Nations Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Planning. The Project will ensure that protection, in the sense of securing individual or group rights, is mainstreamed throughout implementation, including by integrating rights and rights-based principles into capacity building activities targeting duty-bearers, as well as empowering migrants as rights holders to access and claim rights. The Project will conduct due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population are not adversely affected and that activities are implemented in line with the principle of 'do no harm'. IOM's expertise in human rights will ensure that human rights will form a transversal part of the intervention – from the project development stage through the inclusion of human rights components across all interventions, to conducting a Human Rights Due Diligence (HRDD) process considering human rights risks and proposing mitigation measures, to continuously monitoring adherence of the supported forces to the relevant human rights related obligations. IOM seeks to capitalize on the existing partnership with DIHR which, in the realm of the RMGP, may translate into e.g., i) DIHR revision of IOM-lead training curriculum and potential inputs; ii) DIHR presence (building on a standard invitation) to IOM-lead training; and iii) DIHR-led specialized sessions of trainings organized by IOM. Against this framework, IOM seeks to work in the most synergized and fruitful manner possible with DIHR, in recognition of respective comparative advantages, mandates and existing dialogues/rapports with the relevant government counterparts in Tunisia and Egypt in the realm of the migration governance, human rights and gender.

Environmental sustainability. The Project will consider environmental sensitivity and sustainability to the extent possible in the implementation of all of its activities, in line with IOM commitments as an UN agency, its *Institutional Strategy on Migration, Environment, and Climate change 2021 - 2023*, as well as priorities outlined by the Danish government in its organizational strategy for IOM.

8. Financial Management, planning and reporting

The Project budget is approved by the MIGSTAB Department in the Ministry of Foreign Affairs of Denmark and is subject to revisions and adjustments, as required during the project duration. The Project funds are disbursed in instalments, based on the submission and approval of financial and narrative reports by the project partner, in accordance with the agreement. IOM is responsible for keeping accurate and complete records of all the Project expenditures, and for adhering to the financial rules and procedures agreed upon in the partnership agreement. Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting.

15 January, annually (during grant period)	<ul style="list-style-type: none"> Disbursement request covering January-June
30 April, annually (except year 1)	<ul style="list-style-type: none"> Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) Reporting on results framework (results indicators) Updated project budget including reallocations of any funds transferred from previous year
30 June, annually (except year 1)	<ul style="list-style-type: none"> Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. Stand-alone statement or as appendix to organisation audit Disbursement request covering remaining calendar year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (during grant period)	<ul style="list-style-type: none"> Updated work plan, strategies for next year. Updated budget for the grant period. Financial reporting for organisation, including audited financial statement of accounts and management letter. Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
15 November 2029	<ul style="list-style-type: none"> Draft final report, (draft completion report)
15 May 2030	<ul style="list-style-type: none"> Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

9. Risk Management

The project's risk assessment identifies several contextual, programmatic, and institutional risk factors that could impact its implementation, necessitating IOM to prepare suitable risk responses and plan accordingly. A comprehensive risk assessment is detailed in Annex 4.

Primary risk factors include a deterioration of the security situation and/or worsening economic conditions in the target countries (Tunisia and Egypt) and across the Southern Mediterranean region, sudden changes in the willingness of governments to cooperate or engage with IOM, and lack of synergy or coordination at different programmatic and stakeholder levels. Migration dynamics in the Southern Mediterranean region are subject to national and regional security and political changes. In the current context, regional security dynamics could progress to further escalation considering security risks in Libya, Sudan and the Gaza strip. Exacerbated conflict situations could hinder cross-border cooperation on migration.

Considering potential overlaps between migration and transnational organized crime, participating countries may re-assess their priorities for migration governance to adopt security-first approaches that would be detrimental to a whole-of-government approach to migration management leading to persistent negative perception about migration and preventing from yielding development benefits from human mobility which has been enriching the region over centuries.

Additionally, the risk factors encompass potential adverse impacts from upcoming national elections and high-level government turnover. Upcoming elections may increase the salience of migration in political and public discourses, lead to the introduction of new approaches and policies that may have an adverse effect on governments' commitment to the action and on IOM programming. In this context, the rise of anti-migrant political discourses, noticeable at regional level, can lead to a further deterioration of the migrant situation. IOM counts on its longstanding cooperation with governments in the region to ensure a constant liaison with the relevant partners and respond to evolving trends to address both immediate needs but also long-term objectives of the project.

In addition, IOM's approach to effective migration management requires a whole-of-government and whole of society coordination and cooperation which may be difficult to achieve considering diverging mandates and priorities between the relevant ministries, bureaucratic silos, interagency rivalries and the overall lack of coordination at government level. This is why the action will prioritize interagency coordination through the established programme steering committee that will be overseeing implementation. Efforts will be made to identify ways of institutionalizing inter-agency and cross-country cooperation, such as coordination and partnership with existing international organizations and processes.

10. Closure

At the end of the programme, IOM, will submit final narrative and financial reports to the donor, as per the RMGP reporting calendar.⁹

Exit strategy: To ensure sustained impact of the project interventions proposed, the project structure has considered the necessary capacity development support for national government entities that will enable them to maintain and expand upon the achievements made during the project lifespan. This includes the development of robust policy frameworks, the strengthening of operational systems, and the enhancement of government technical capacity to contribute to a reduced dependence on external funding. To this end, the project design has been

⁹ Regional Migration Governance Programme with a focus on the Mediterranean region, Department for Migration, Peace and Stabilisation, p.26.

closely coordinated with government entities to align with national priorities, needs and strategies, while building on existing capacity and ensuring synergies with other parallel interventions. This approach has involved engaging government stakeholders in the planning, implementation, and monitoring phases, thereby fostering a sense of responsibility and commitment to the objectives of the project. The project closure will follow the guidance and parameters established in the agreement pertaining to closure of accounts, and final reporting on the project outcomes.

Annexes:

Annex 1: Context Analysis (included in the proposal, not applicable)

Annex 2: Partner Assessment (not applicable)

Annex 3: Theory of Change, Scenario and Result Framework

Annex 4: Risk Management

Annex 5: Budget Details

Annex 6: List of Supplementary Materials (not applicable)

Annex 7: Plan for Communication of Results (not applicable)

Annex 8: Process Action Plan for Implementation

Annex 9: Quality Assurance Checklist (not applicable)

ANNEX 3: THEORY OF CHANGE, SCENARIOS AND RESULTS FRAMEWORK

Theory of Change

IF national migration strategies and migration management systems are strengthened in Tunisia, Egypt, and neighbouring countries to institutionalize comprehensive migration governance (Output 1.1), **IF** cross-border and regional cooperation is promoted and capacity is increased to manage mixed migration flows at the border through a human rights approach (Output 1.2),

ASSUMING accurate information and data collection and analysis are available; and **ASSUMING** authorities participate and are engaged in the development of strategies, and dialogue forums for south-south cooperation,

THEN migration management will be enhanced in the South Mediterranean region (Outcome 1), **BECAUSE** Data-driven decision-making and effective border management will inform the interventions that need to be prioritized in cross-border cooperation and for comprehensive migration management,

IF relevant institutions are supported with capacity development related to migrant smuggling and trafficking (Output 3.1) **IF** vertical and horizontal stabilization is promoted (Output 3.2)

ASSUMING officials and all stakeholders are actively engaged in the training activities; and **ASSUMING** communities and law enforcement authorities are willing to participate and collaborate on the topic,

THEN substantial support can be provided to counter migrant smuggling and trafficking as a means of curbing criminal networks and protecting migrants (Outcome 3) **BECAUSE** the trainings will develop the capacity of relevant stakeholders to improve their work in the field of counter smuggling and trafficking.

Results Framework for the Regional Migration Governance Programme 2024-2029

Project	Regional Migration Governance Programme Integrated Migration Management: Fostering Migration Governance, Safeguarding Communities, and Ensuring Regular Pathways
Project Objective	To enhance migration management to advance safe, orderly and rights-based migration in Egypt and Tunisia
Impact Indicator	<i>Sustainable Development Goals (SDGs) Indicators</i> SDG 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. SDG 17.14: Enhance policy coherence for sustainable development. SDG 17.18: By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts. <i>Global Compact on Migration (GCM) Indicators</i>

Baseline	GCM Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies.
	GCM Objective 9: Strengthen the transnational response to smuggling of migrants.
	GCM Objective 10: Prevent, combat and eradicate trafficking in persons in the context of international migration.
	GCM Objective 11: Manage borders in an integrated, secure and coordinated manner.
	Limited government capacity to address migration governance issues related to smuggling of migrants and trafficking in persons.

Project Title		Effective Migration Management	
Outcome 1		1. Enhanced migration management (including strengthened border management, documentation etc.)	
Outcome indicator		# of governments, development and humanitarian actors who collect use and share disaggregated data to inform mobility management systems, procedures, decisions or policies. [IOM internal indicator reference: SRF – 3b3a]	
Baseline	2024	0	Limited regional capacity to collect and utilize disaggregated data for informed mobility management decisions, resulting in fragmented migration management strategies.
Target	2029	12	Enhanced collaboration leads to robust data collection mechanisms, informing evidence-based mobility management strategies and allowing for a whole-of-government approach to migration at national and regional level

Output 1.1		1.1 Developing data driven national migration strategies, and migration management systems	
Output indicator		# of whole-of-government coordination mechanisms developed and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use [IOM internal indicator reference: SRF – 3c22a]	
Baseline	2024	0	Limited or fragmented coordination mechanisms among government agencies involved in migration management
Target	2025	0	Establishment of initial whole-of-government coordination mechanisms facilitated by IOM to improve migration data collection, management, sharing, harmonization, and utilization.
Target	2026	3	Strengthened coordination mechanisms with increased participation and commitment from relevant government agencies, leading to enhanced collaboration and alignment in migration strategies and systems.
Target	2027	3	Further refinement and institutionalization of coordination mechanisms, resulting in improved efficiency and effectiveness in migration data management and utilization for evidence-based policymaking.

Target	2028	3	Sustained and well-functioning whole-of-government coordination mechanisms that have become integral to national migration strategies and management systems, demonstrating a long-term commitment to coordinated action.
Target	2029	3	Established and robust whole-of-government coordination mechanisms that continue to support ongoing efforts in migration data collection, management, sharing, harmonization, and use even after the conclusion of IOM's support.
Output 1.2	1.2 Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach, including through existing regional mechanisms.		
Output indicator	# of processes and initiatives supported to facilitate regional cooperation on migration data for evidenced-base policy development [IOM internal indicator reference: SRF- 3c22c]		
Baseline	2024	0	Limited cross-border cooperation and capacity to manage mixed migration flows, hindering evidence-based policy development
Target	2025	2	Increased support for cross-border cooperation and enhanced capacity, initial steps towards regional cooperation mechanisms.
Target	2026	6	Strengthened cross-border cooperation, reduced irregular migration, and improved regional data sharing.
Target	2027	10	Established cross-border cooperation, enhanced border security, and fruitful regional cooperation for evidence-based policy development.
Target	2028	14	Sustainable cross-border cooperation, effective border management, and thriving regional cooperation mechanisms.
Target	2029	18	Ingrained cross-border cooperation, operational regional cooperation, and continued evidence-based policy development.
Output 1.3	1.3 Promote adoption of E-Governance best practices to ameliorate migration management and curb irregular migration		
Output indicator	# of border management-related information sharing systems developed in line with international standards [IOM internal indicator reference: SRF – 3b31c]		
Baseline	2024	0	Limited E-Governance adoption hampers border management, impeding efforts to curb irregular migration. Outdated information sharing systems hinder collaboration between border authorities.
Target	2025	0	Progress made in developing border management-related information sharing systems. Foundational system established, improving communication among border authorities.
Target	2026	2	Refinement of information sharing systems enhances data exchange between agencies. Tangible improvements in collaboration observed.
Target	2027	3	Fully operational systems lead to increased border management efficiency, reducing irregular migration instances

Target	2028	3	Systems recognized as best practices, strengthening regional collaboration and enhancing border security.
Target	2029	3	Institutionalized systems sustain efforts to manage migration, leaving a lasting impact on border security and migration management practices.

Project Title				National Capacities for Migration Management			
Outcome 3				3. Support to livelihood and countering smuggling of migrants and trafficking in persons			
Outcome indicator				# and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes. [IOM internal indicator reference; SRF – 3b1a]			
Baseline	2024	0	Limited awareness and capacity among government officials regarding trafficking and smuggling.				
Target	2029	200	Increased application of knowledge and skills by officials to prevent trafficking and smuggling.				

Output 3.1				3.1 Promote vertical and horizontal stabilization, reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks.			
Output indicator				# of government institutions provided with knowledge, skills and tools to detect, investigate or prosecute organized crimes during the migration continuum [IOM internal indicator reference: SRF – 3b11a]			
Baseline	2024	0	Limited capacities within government institutions to detect, investigate, or prosecute organized crimes related to migrant smuggling and trafficking along the migration continuum.				
Target	2025	2	Increased number of government institutions equipped with knowledge, skills, and tools to effectively detect, investigate, and prosecute organized crimes during the migration continuum.				
Target	2026	4	Enhanced collaboration and coordination among government institutions in combating migrant smuggling and trafficking, resulting in improved efficiency and effectiveness in addressing organized crime in the migration context.				
Target	2027	6	Strengthened institutional capacities have led to a noticeable decrease in incidents of migrant smuggling and trafficking, indicating a positive impact on mitigating these crimes and protecting vulnerable migrants.				
Target	2028	6	Sustained progress in countering migrant smuggling and trafficking, with government institutions demonstrating continued proficiency in detecting, investigating, and prosecuting organized crimes throughout the migration continuum.				
Target	2029	6	Government institutions are fully equipped and capable of independently detecting, investigating, and prosecuting organized crimes related to migrant				

			smuggling and trafficking, contributing to a more secure and regulated migration environment.
Output 3.2		3.2 Preventing trafficking and smuggling by empowering migrants and supporting communities	
Output indicator		# # of persons who have directly participated in information and awareness raising activities on TIP, migrant smuggling, or other transnational organised crime [IOM internal indicator reference: SRF – 3b12a]	
Baseline	2024	0	Limited collaboration and trust, low awareness and capacity, high prevalence of smuggling and trafficking.
Target	2025	300	Trained community actors, initial stabilization efforts, increased awareness and reporting.
Target	2026	900	Strengthened collaboration and capacity, reduced prevalence of smuggling and trafficking.
Target	2027	1500	Sustainable mechanisms established, reinforced collaboration, enhanced community resilience.
Target	2028	2000	Deepened relationships, empowered community actors, sustainable initiatives.
Target	2029	3.000	Robust collaboration, empowered communities, significant reduction in smuggling and trafficking.

ANNEX 4: RISK MANAGEMENT

Summary of risk analysis and risk response for contextual, programmatic, and institutional risk factors:

Risk Factor	Likelihood	Impact	Risk response	Residual risk
Deterioration of the security situation in the target countries and their neighbourhood	Medium	Major	A serious security deterioration in the targeted countries will require additional assessments of the situation to determine the possibilities of implementing project activities and guide the decision of potentially suspending ongoing interventions that are affected. IOM will follow all UNDSS security guidance to ensure the safety of IOM and partner staff members deployed to at-risk areas.	Although staff's safety is ensured, the deterioration of country/countries' security situation will potentially temporarily put the project activities on hold until further notice.
Sudden change in willingness of target countries to cooperate with IOM on the project	Medium	Major	In case of a change in the government's level of willingness, IOM will leverage its strong relationships with the governments and hold regular discussions to underscore the importance of the project and seek adjustments with partner governments and the donor accordingly.	Should the suggested risk response fail to be effective and subsequent continuation and implementation of project activities can become difficult, if not, impossible.
No synergy or coordination	Low	Medium	Detailed planning prior to implementation, including a mapping of Danish migration-related development engagements to identify gaps, opportunities and synergies. The setup of a centralized management team in Copenhagen will ensure ongoing coordination and synergies among the various country-levels activities as well as other programing at national and regional levels, including through regular follow up on progress of activities with the Danish government/the Steering Committee.	Any residual risks are at acceptable level after mitigation measures outlined on the left have been put in place.

ANNEX 5: BUDGET DETAILS

Note that the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.




















































DRAFT Template output-based engagement budget										
Identifying information - grant and partner										
Engagement	Flexible Return Funds									
Partner	IOM									
File no.	MFA file no.									
Engagement period	1 November 2024 - 1 November 2029									
Budget currency	DKK									
Original outcome (total budget/grant)	60,000,000 DKK									
Date	15.07.2024 (date of internal endorsement)									
Prepared by	Eyad ELEWA (Head of Resource Management, IOM Tunisia)									
Exchange rate (DKK/other currency)	6,957									
	Unit	Unit Cost	Quantity	Budget	Year 1	Year 2	Year 3	Year 4	Year 5	
Total Outcome 1-3 + Operation and admin				60,000,000	11,356,399	11,758,558	13,076,515	12,269,505	11,539,023	
A. Outcome 1: Enhanced migration management (including strengths)										
Egypt										
Output 1.1	Per Year	48.699	5	243.495	48.699	48.699	48.699	48.699	48.699	48.699
Output 1.2	Per Year	507.861	5	2.539.305	507.861	507.861	507.861	507.861	507.861	507.861
Output 1.3	Per Year	75.136	5	375.680	75.136	75.136	75.136	75.136	75.136	75.136
Tunisia										
Output 1.1	Per Year	667.872	5	3.339.360	667.872	667.872	667.872	667.872	667.872	667.872
Output 1.2	Per Year	500.904	5	2.504.520	500.904	500.904	500.904	500.904	500.904	500.904
Output 1.3	Per Year	807.012	5	4.035.060	807.012	807.012	807.012	807.012	807.012	807.012
Regional										
Output 1.1	Per Year	482.199	5	2.410.995	-	402.159	913.106	913.106	913.106	182.624
Output 1.2	Per Year	-	5	-	-	-	-	-	-	-
Output 1.3	Per Year	-	5	-	-	-	-	-	-	-
Total direct cost Outcome 1				15,448.415	2,607.484	3,009.643	3,520.590	3,520.590	3,520.590	2,790.108
Total budget Outcome 1				15,448.415	2,607.484	3,009.643	3,520.590	3,520.590	3,520.590	2,790.108
B. Outcome 3: Support to livelihood and countering migrant smuggling and trafficking										
Egypt										
Output 3.1	Per Year	1,344.919	5	6,724.595	1,344.919	1,344.919	1,344.919	1,344.919	1,344.919	1,344.919
Output 3.2	Per Year	-	5	-	-	-	-	-	-	-
Tunisia										
Output 3.1	Per Year	913.534	5	4,567.670	913.534	913.534	913.534	913.534	913.534	913.534
Output 3.2	Per Year	221.495	5	1,107.475	221.495	221.495	221.495	221.495	221.495	221.495
Regional										
Output 3.1	Per Year	161.402	5	807.010	-	-	807.010	-	-	-
Output 3.2	Per Year	-	5	-	-	-	-	-	-	-
Total direct cost Outcome 3				13,206.750	2,479.948	2,479.948	3,286.958	2,479.948	2,479.948	2,479.948
Total budget Outcome 3				13,206.750	2,479.948	2,479.948	3,286.958	2,479.948	2,479.948	2,479.948
C. Operation and administration										
Monitoring & Evaluation	Per Year	201.753	5	1,008.765	201.753	201.753	201.753	201.753	201.753	201.753
Staff & Office (Tunisia)	Per Year	3,020.257	5	15,101.287	3,020.257	3,020.257	3,020.257	3,020.257	3,020.257	3,020.257
Staff & Office (Egypt)	Per Year	1,778.259	5	8,891.296	1,778.259	1,778.259	1,778.259	1,778.259	1,778.259	1,778.259
Staff & Office (Regional)	Per Year	483.651	5	2,418.253	483.651	483.651	483.651	483.651	483.651	483.651
Total direct cost Operations and administration				27,419.601	5,483.920	5,483.920	5,483.920	5,483.920	5,483.920	5,483.920
Total direct cost Operations and administration				27,419.601	5,483.920	5,483.920	5,483.920	5,483.920	5,483.920	5,483.920
Total direct cost				56,074.766	10,571.352	10,973.511	12,291.468	11,484.458	10,753.976	
D. Indirect cost										
Administrative costs (max. 7% of direct cost)				3,925.234	785.047	785.047	785.047	785.047	785.047	785.047
MEAL				-	-	-	-	-	-	-
Total indirect cost				3,925.234	785.047	785.047	785.047	785.047	785.047	785.047
Total budget				60,000,000	11,356,399	11,758,558	13,076,515	12,269,505	11,539,023	

ANNEX 8: PROCESS ACTION PLAN FOR IMPLEMENTATION

	Activity	Time Frame																			
		Year 1				Year 2				Year 3				Year 4				Year 5			
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
	Outcome 1 Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)																				
	Output 1.1 Developing data driven national migration strategies, and migration management systems																				
Tunisia	1.1.1 Using census related data to identify migration trends and to support relevant policies																				
	1.1.2 Support to the national working group on the implementation of the GCM to develop and implement the national action plan																				
	1.1.3 Assessment of human trafficking and migrant smuggling to support institutions on the development of relevant policies																				
	1.1.4 Capacity building for MOI personnel in development of assessments and research for policy-making																				
	1.1.5 Regional activity: Organize two regional workshops on data-driven migration management systems																				
	1.1.6 Regional activity: Organize two regional trainings on data-driven migration management systems																				
Egypt	1.1.7 Organize workshops and follow-up initiatives on International Classification Standard for administrative data on Trafficking in Persons (ICS-TIP) with the aim to devise strategies for effective and safe administrative data collection on trafficking in persons																				
Regional	1.1.8 Participation of representatives from Tunisia and Egypt in IFMS, June 2025																				
	1.1.9 Regional technical consultations on mainstreaming GCM monitoring indicators into national data systems																				
	1.1.10 Regional technical consultations on awareness raising on new recommendations on migration statistics																				

Regional	3.1.8 Technical recommendations and a regional study on smuggling of migrants within and towards MENA																					
	3.1.9 Technical recommendations and a regional study on a second priority topic, such as informal employment of migrants and migrant worker protection within and towards MENA																					
Output 3.2 Preventing trafficking and smuggling by empowering migrants and supporting communities																						
Tunisia	3.2.1 Capacity building, communication campaigns, rehabilitation and re-integration of trafficking survivors and of migrants victims of aggravated smuggling and outreach activities of civil servants and law-enforcement on positive interaction between communities and authorities																					

UNHCR Project Proposal for the Regional Migration Governance Programme

<p>Key results:</p> <ul style="list-style-type: none"> - UNHCR supporting State owned fair, efficient and adaptable reception, registration and RSD procedures. - Livelihoods and socioeconomic situation are improved for refugees and vulnerable Egyptians, easing possible tensions and contributing to social cohesion in communities where refugees are hosted. - Targeted, prioritized refugees are able to access job markets and enhance their ability to be empowered in order to be placed on the job market in Tunisia. <p>Justification for support:</p> <p>In Egypt, UNHCR views the proposal as an important endeavour at a critical juncture towards ensuring that key protection services remain available, specifically with regards to UNHCR's ability to carry out registration and documentation issuance, as well as refugee status determination (RSD), and provide critical child protection and gender-based violence responses.</p> <p>In Tunisia, socio-economic costs of hosting refugees and asylum-seekers are becoming increasingly heavy for the already stretched national services and local communities. UNHCR is concerned that additional burden placed on systems may lead to higher tensions between refugees, asylum-seekers and local communities and further threaten social cohesion and peaceful coexistence</p> <p>Major risks and challenges:</p> <ul style="list-style-type: none"> - UNHCR's ability to deliver results in Egypt in terms of a Registration and RSD transition are contingent on 1) the law being passed, 2) the contents of the law, and 3) the agreement of the Government of Egypt to enter into a multi-year transition plan with UNHCR – all three elements are fully in the hands of the Government. This will be mitigated through close M&E (see below section on MEAL), readjustment of programming if needed based on learning throughout the five years, accompanied by regular and transparent dialogue both with the GoE and with Denmark. In Tunisia, there is a risk that labour market needs and training skills are misaligned, leaving gaps in the labour market and refugees without livelihoods. To mitigate this risk, UNHCR with its partners will regularly conduct labor market assessments to ensure that training programs are responsive to job market needs. 	File No.	24/35259																							
	Country	MENA region with a focus on Egypt and Tunisia																							
	Responsible Unit	MIGSTAB																							
	Sector	Migration																							
	Partner	UN High Commissioner for Refugees (UNHCR)																							
	DKK million	2024	2025	2026	2027	2028	2029	Total																	
	Commitment	40	10	20	0	0	0	70																	
	Projected disbursement	15	10	12	13	10	10	70																	
	Duration	11/2024-11/2029																							
	Previous grants	UNHCR has previously received DK funding																							
	Finance Act code	§06.32.10.13																							
	Head of unit	Nicolaj A. Hejberg Petersen																							
	Desk officer	Andrea Bruhn Bové																							
	Reviewed by CFO	YES: Antonio Ugaz-Simonsen																							
Relevant SDGs <i>[Maximum 1 – highlight with grey]</i>	<table border="1"> <tr> <td> No Poverty</td> <td> No Hunger</td> <td> Good Health, Wellbeing</td> <td> Quality Education</td> <td> Gender Equality</td> <td> Clean Water, Sanitation</td> </tr> <tr> <td> Affordable Clean Energy</td> <td> Decent Jobs, Econ. Growth</td> <td> Industry, Innovation, Infrastructure</td> <td> Reduced Inequalities</td> <td> Sustainable Cities, Communities</td> <td> Responsible Consumption & Production</td> </tr> <tr> <td> Climate Action</td> <td> Life below Water</td> <td> Life on Land</td> <td> Peace & Justice, strong Inst.</td> <td> Partnerships for Goals</td> <td></td> </tr> </table>							 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation																				
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production																				
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals																					

Objectives

In line with outcomes 2 and 3 of the RMGP, the objective of the development cooperation among the parties is:

- Enhanced asylum systems and processing (including documentation, registration, reception etc.); and
- Support to protection and resilience activities to counter smuggling and trafficking with the view to support the refugee population.

Environment and climate targeting - Principal objective (100%); Significant objective (50%)

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%	0	0	0	0
Total green budget (DKK)	0	0	0	0

Justification for choice of partner:

UNHCR was pre-identified as an implementing partner and its selection is justified by the alignment of UNHCR objectives with RMGP objectives and the history of UNHCR achievements in the field of migration. UNHCR's relevance for the RMGP is underlined by its activities in both Egypt and Tunisia where UNHCR has established offices and support facilities. UNHCR's long term objectives is to work with countries to improve and monitor refugee and asylum laws and policies and ensuring that human rights are upheld.

Summary:

In Egypt, the project is designed to support the move from the status quo (i.e., UNHCR carrying out reception, registration, RSD) to a situation where the Government is capacitated to do so itself with UNHCR playing a supervisory role. The objectives of targeted livelihood approaches in Egypt include facilitating inclusion of refugees and asylum-seekers into national programs for capacity development, economic empowerment, and local development; promoting social cohesion and peaceful coexistence between refugees and Egyptians, and driving evidence-informed policy dialogues. In Tunisia, UNHCR's strategy is driven by a pressing imperative to manage the needs of refugees and asylum-seekers effectively. By building the skills and profiles of refugees and asylum-seekers in sectors highly in demand, both in Tunisia and abroad, UNHCR aims to foster stabilization factors to enhance protection and mitigate risk of dangerous onward movements. Also, the project will contribute to ensure timely access to more safe, regular and legal pathways to admission in third countries through various schemes, including labour mobility pathways.

Budget (engagement as defined in FMI):

Outcome 2 Egypt	47,7
Outcome 3 Egypt	6,7
MEAL activities Egypt	3,0
Indirect cost	3,7
Outcome 3 Tunisia	8,8
Total	70,0

Note: In PMI, an interactive version of this appropriation cover note is available at the "Grant" page under "Budget".

UNHCR Project Proposal for the Regional Migration Governance Programme (RMGP) 2024-2029

1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning Denmark's support to UNHCR under the Regional Migration Governance Programme (RMGP) for the Mediterranean, as agreed between the parties: UNHCR and the Ministry of Foreign Affairs of Denmark. The project/programme document is an annex to the legal bilateral agreement with the implementing partner and constitutes an integral part hereof together with the documentation specified below.

“The Documentation” refers to the partner documentation for the supported intervention, which is Denmark's support to UNHCR under the RMGP.

2. Context, strategic considerations, rationale and justification

UNHCR welcomes Denmark's proposed funding to partners under the RMGP and sees great synergy between this Programme and the Route-Based Approach to mixed movements of refugees and migrants suggested by UNHCR and IOM for the Central Mediterranean Route. Our proposal herein for activities in Egypt and Tunisia reflects this approach.

Egypt

In Egypt, UNHCR views the proposal as an important endeavour at a critical juncture towards ensuring that key protection services remain available, specifically with regards to UNHCR's ability to carry out registration and documentation issuance, as well as refugee status determination (RSD), and provide critical child protection and gender-based violence responses. The continuation of UNHCR's protection activities pursuant to its mandate is of pivotal importance while UNHCR concurrently focuses on strengthening State-based protection through the development of a national asylum system that provides timely and meaningful access and referrals for those in need of international protection, including alternatives to detention, and access to protection and solutions. Furthermore, it is acknowledged and applauded that the government of Egypt— with the onset of the conflict in Sudan beginning in April 2023 has responded to large-scale displacement into Egypt— generously hosting those that need international protection. At the same time, protection challenges have emerged for the many refugees and asylum-seekers in Egypt. UNHCR remains dedicated to working with the Government of Egypt and other key stakeholders for the protection of refugees and asylum-seekers in Egypt, including with regard to the asylum space. The regional challenges and the socio-economic dilemma facing Egypt is a recognizable reality, for which UNHCR and other key stakeholders underscore the need to support the government's increasing responsibility to refugees and asylum-seekers and to contribute to their protection and assistance needs in the country.

Implementation of entry procedures has resulted in persons fleeing Sudan, in particular women and children, as well as exploitation and abuse, on their route to safety. In this context, registration with

UNHCR plays a critical role in regularizing their stay, while RSD by UNHCR plays an essential role for those without identity documents issued by their country of origin as well as greater access to protection and solutions for many asylum seekers. While UNHCR continues advocacy for the recognition of its registration appointments, undocumented arrivals awaiting registration with UNHCR are at greater protection risk and have greater challenges accessing assistance, despite their expressed intent to seek asylum.

Increased challenges for Sudanese in terms of access to documentation, including asylum-based residency, restrict the availability of legal protection in Egypt and heighten protection risks and access to public services. For refugees and asylum-seekers registered with UNHCR, by mid-2024, the asylum-based residency waiting period has significantly increased, with appointments scheduled for 2026. The provision of asylum-based residency permits, recognized by national law and law enforcement entities, provides a legal right to stay and is the most reliable way of ensuring refugees and asylum-seekers can access protection as well as access to basic services, noting residency permits are often required to access SIM cards, lease contracts, as well as education.

In the current context, UNHCR anticipates that refugees and asylum-seekers will continue to face increased protection challenges and will struggle to meet their most basic needs, leading to the adoption of harmful coping mechanisms, including deciding to embark on dangerous onward journeys from Egypt. Indeed, according to UNHCR's biometric registration system, onward movement from Egypt increased more than five-fold from January-June 2023 and January-June 2024 – mainly to Libya.

Recalling that the Government of Egypt (GoE) declared in 2019 its intention to adopt a national asylum framework, UNHCR has understood and welcomes that a draft asylum law is now at an advanced stage. While UNHCR has not had access to the law, since 2019, UNHCR and the Ministry of Foreign Affairs (MFA) have organized several roundtables and meetings with the Refugee Law Committee to carry out asylum capacity development in an effort to advocate and support the development of a normative and institutional framework aligned with international standards. To that end, UNHCR will continue to focus on carrying out a strategic and institutional asylum capacity development approach with the engagement of different actors including, *inter alia*, academia, national institutions as well as development partners with a focus on joint action and collaborative efforts, taking into account UNHCR's expertise in this arena. It should be noted this approach is based on UNHCR's extensive expertise as set forth in lessons learned and best practices in the form of recommendations with regard to asylum capacity development worldwide. UNHCR aims to engage in joint work with the GoE, including, if possible, with secondment of staff to further strengthen capacity development streams and appreciates the GoE's substantive and increased interest in asylum processes in recent years, recognizing this engagement as a critical factor in fostering effective asylum management and reinforcing institutional frameworks. It is worth noting that UNHCR and EUAA continue to strengthen their collaboration in Egypt, including to ensure no duplication of resources. For example, in 2023, the two organizations co-facilitated a training for government counterparts on second instance/ appellate decision making whereas EUAA presented on EU country models and UNHCR presented on non-EU countries examples in the MENA region and Africa. In this way, the two entities are able to enhance synergies while harnessing their specific expertise to support the GoE in developing an asylum framework in line with international standards.

UNHCR also collaborates with other key capacity building actors, such as the International Institute of Humanitarian Law (IIHL) in Sanremo Italy, an academic institute with specific expertise in refugee law with a global reputation, to carry out asylum capacity development activities for government counterparts as well as other stakeholders with regards the transition from UNHCR mandate registration and RSD to the government assumption of responsibility. In October 2023, the MFA and UNHCR, in collaboration with IIHL carried out an asylum management workshop for government counterparts from various ministries as well as the Egyptian Red Crescent. It is envisioned that this partnership will be further strengthened and

UNHCR and the IIHL will convene a number of capacity building activities in Egypt starting in 2025, which can focus on capacity building on international refugee law principles as well as the key elements for the transition to government assumption of responsibility of asylum management for, *inter alia*, key government counterparts, as well as other actors, such as academia and bar associations in preparation for the eventual handover. Indeed, by partnering with actors such as IIHL, UNHCR will be able to provide capacity building to all stakeholders in a streamlined manner and to take a whole of society approach in awareness raising of refugee law principles.

In addition to these collaborations, capacity building in the form of peer learning, drawing from the expertise shared by experts involved in transition processes from countries that recently transitioned from UNHCR mandate registration and RSD to the government assumption of responsibility is also a means during which best practices and lessons learned can be shared can further enhance capacity-building efforts. To that end, study visits to countries that recently underwent transitions, such as Turkiye, are also a means by which hands-on peer learning can be carried out.

Furthermore, it is crucial that, at this point in time, UNHCR's protection activities pursuant to its mandate, in particular registration and RSD, remain accessible and effective to ensure access to asylum and allow for the identification and determination of persons in need of international protection, as well as those without international protection needs. Indeed, registration and RSD are critical protection activities that allow refugees to realize their rights in Egypt, and to access services including education/ health systems. By facilitating this, UNHCR ensures the necessary conditions for a gradual transition to a domestic asylum system, safeguarding the rights and well-being of refugees and asylum-seekers and supporting a smooth transition to a domestic asylum framework.

In terms of the framework and context, Egypt is a signatory of the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, as well as the 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa¹. UNHCR operates in the country on the basis of its 1954 MoU with the GoE, pursuant to which UNHCR has been delegated and carries out, *inter alia*, coordination, registration, asylum documentation, RSD and resettlement. Even before the influx of Sudanese, Egypt was UNHCR's largest mandate RSD operation globally.

While no joint transition plan has been agreed upon with the authorities as of October 2024, it is envisioned that UNHCR and the Government of Egypt will carry out specific strategic discussions to determine a common path. As such, UNHCR is looking at following a transitional roadmap towards the Government's assumption of responsibility for asylum management with the following three phases for the transition 1) Phase before the adoption and implementation of the asylum law during which UNHCR carries out activities in preparation for the transition; 2) Asylum law has been adopted, gradual transition process; 3) GoE assumes full management of the asylum system, including reception, registration and RSD. Given UNHCR's longstanding robust working relationship with the GoE, UNHCR plans to provide sustained long-term support in the transition, in collaboration with key actors, such as the EUAA as appropriate, including with regard to quality assurance, taking advantage of its extensive institutional experience in transition processes globally and its in-depth knowledge of the operational context in Egypt given its

¹ Upon accession to the 1951 Convention, Egypt entered into reservations with regards to articles 12 (1) (Personal Status), 20 (Rationing), 22 (1) (Public Education), 23 (Public Relief) and 24 (Labour Legislation and Social Security). Egypt is also a State Party to the 1969 OAU Convention governing the Specific Aspects of Refugee Problems in Africa. Despite its accession to these refugee instruments, there is no domestic implementing legislation.

presence in the country since 1954, and in line with its supervisory authority as enshrined in international law.

To prepare for the transition to a government asylum framework, UNHCR will continue to ensure that access to asylum is maintained and as possible, enhanced, and that UNHCR carries out mandate registration and RSD in an efficient, fair and transparent manner. UNHCR will also carry out a surge RSD project, with a focus on adjudicating the international protection needs of asylum-seekers from countries of origin without a presumption of inclusion, at both first instance and appeal. This will allow UNHCR to assess those who are not in need of international protection, which is essential to maintain the integrity of the asylum process. Moreover, asylum-seekers who have faced prolonged wait times will be able to undergo RSD and receive clarity on their status and be able to progress towards solutions – whether as refugees in Egypt, or as persons not in need of international protection who can return to their countries of origin or, alternatively, access other avenues to regularize their stay in Egypt or regular pathways for migration. UNHCR views this as an essential component in preparation for the transition to the GoE assuming responsibility for asylum management—in order for UNHCR to handover to the GoE an asylum system with minimal backlog, which is sustainable from the outset. This strategy is pursued with the overarching goal — in line with UNHCR’s Route-Based Approach to mixed movements —to strengthen State-based protection and access to services in Egypt, to ensure the protection of refugees in Egypt, thereby also addressing drivers for onward movements toward Libya/Europe.

UNHCR is exploring how to carry out hands-on capacity building for government counterparts during the pre-transition period and the transitional period for the GoE—to the extent possible, which may take the form of joint or sequential UNHCR and GoE registration and/or RSD processing. This would be possible in UNHCR or government facilities in which UNHCR and GoE officials can work together and UNHCR can capacitate government counterparts with regards to the technical skills required to carry out registration and RSD. This on-the-job training will then allow for a smooth handover and government counterparts will be able to gain expertise on the population groups that are seeking international protection in Egypt. Furthermore, in depth on-the-job trainings can be carried out with regard to interviewing techniques, country-of-origin research, RSD assessment drafting, as well as reviewing RSD decisions while ensuring that UNHCR procedural guidelines and data protection principles are followed.

UNHCR Egypt has robust national-level expertise in both registration and RSD staff who in turn will be able to carry out capacity building activities for government counterparts including with regard to job trainings. Indeed, capacitating high level expertise at the national staff level has been a key focus for the operation to prepare for the government's assumption of responsibility.

Indeed, joint UNHCR and GoE activities will be a key focus going forward. A standing proposal is for joint pre-registration to be carried out at a government-identified location, as an initial, transitional measure to further strengthen engagement with the GoE. It will provide an opportunity for UNHCR to share with government actors asylum management expertise and for GoE centres to be refurbished in line with international reception standards with a view to opening space for registration in other parts of the country. This will set in place nascent joint procedures which will lay the ground for a longer-term transition process of the broader asylum system. The tangible impact on refugee protection includes mitigating protection risks, allowing refugees to access services (such as enrolling children in public schools or accessing healthcare in public health facilities) and being able to engage in formal livelihood activities, as the context allows.

All activities contribute to the overarching objectives shared by Denmark and UNHCR: creating a sustainable State-owned asylum system in line with international standards and ensuring protection-sensitive and human-rights-based approaches. This will be accompanied by activities around livelihoods, socio-economic inclusion and social cohesion in line with the Global Compact on Refugees (GCR), with the aim of enabling access to rights and opportunities for refugee communities in Egypt.

Tunisia

Growing mixed and onward movements to and through Tunisia – driven by instability and conflict in neighbouring regions as well as restrictive protection environments in neighbouring countries – have had an unprecedented impact on the country, reshaping the posture of the government towards migration and asylum and shifting to an approach portrayed as aiming to curb migration and prevent the further expansion of smuggling and trafficking networks. The sharp increase in the number of new arrivals in 2023 has overstretched UNHCR’s capacity to deliver adequate protection and assistance services. The continuous and sudden changes in the operational environment have forced UNHCR to adjust its planning scenario and implementation modalities repeatedly over the past year, and UNHCR expects the operational environment to remain highly unpredictable.

Tunisia is a signatory of the 1951 Convention relating to the Status of Refugees and its 1967 Protocol, as well as the 1969 Organization of African Unity Convention Governing the Specific Aspects of Refugee Problems in Africa. The international obligations are reflected in Article 32 of the 2022 Constitution, which guarantees the right to political asylum. Tunisia’s international commitments remain to be translated into domestic laws and regulations allowing for a legal framework that guarantees an effective implementation of the provisions and measures foreseen in both conventions. Since 2012, UNHCR has been conducting several advocacy and capacity building initiatives addressing the competent administrations after consultation and coordination with the authorities.

The context in the sub-region and neighbouring regions indicates that individuals will continue to reach and travel through Tunisia in search of safety. Currently, Tunisia continues to receive individuals with specific and compelling protection needs, including individuals fleeing situations of conflict and violence, individuals fleeing political and religious persecution, women fleeing gender-based violence/persecution, and individuals fleeing persecution related to their gender and sexual identity. Since late 2023, among those arriving is a high number of unaccompanied or separated children, mostly fleeing from war-torn countries. In this context, current trends in the protection environment demonstrate a pressing need for transformational support including third country solutions, such as complementary pathways, which play a vital role in safeguarding the rights and well-being of refugees and asylum seekers.

As of the end of June 2024, there were 18,363 individuals registered with UNHCR, including 3,811 refugees (22%) and 14,288 asylum-seekers (78%). Average monthly registration figures demonstrate a significant increase in arrivals: In 2024, UNHCR registered 1,200 asylum-seekers per month on average, with most individuals currently registered with UNHCR having arrived in the past 12 months. The majority of refugees and asylum-seekers registered with UNHCR are from Sudan, South Sudan, Somalia, Syria as well as other countries covered by UNHCR non-return advisories (indicating a high presumption of eligibility for the refugee status); over a quarter are children. Asylum-seekers and refugees in Tunisia come from 47 different countries and generally possess a high level of skills and competencies. UNHCR’s efforts are aimed at leveraging and strengthening existing skills and competencies to facilitate access to a broader range of solutions, including complementary pathways.

Before arriving in Tunisia, most refugees and asylum-seekers transit through other countries, often by foot. Regardless of their nationality, almost all are survivors of traumatic experiences and abuse suffered during their journeys to Tunisia. Those travelling to and from Tunisia often resort to the services of smugglers, especially for crossing the sea to reach Europe. Some of those using the services of smugglers suffered during their journey to Tunisia, including trafficking and smuggling and are exposed to violence, exploitation and ill-treatment.

The socio-economic costs of hosting refugees and asylum-seekers are becoming increasingly heavy for the already stretched national services and local communities. Therefore, enhancing the competencies, empowerment, and self-reliance of refugees and asylum-seekers is key for UNHCR not only to enhance

the protection of asylum seekers and refugees but also to ensure continued collaboration with Tunisia to further promote responsibility-sharing in managing regional mixed movement dynamics effectively, in accordance with the strategic objectives laid down by the Global Compact on Refugees.

At a regional level, as part of a separate initiative, UNHCR with its partners, including the Mixed Migration Centre, will continue to strengthen the collection and analysis of quantitative and qualitative data on mixed and onward movements of refugees, asylum-seekers, and migrants, including protection risks and services on routes leading to and from Egypt and Tunisia. This data will include information on drivers of onward movements for different population profiles, and inform programmatic responses as well as dialogue with both countries on how the Route-Based Approach can be implemented to strengthen State-based protection systems along the routes, thereby mitigating motivations for dangerous onward movements. The data will complement data collection by IOM and other partners in the region, keeping in mind that the DTM tools have not been rolled out in Egypt and Tunisia. In addition to data collection efforts, UNHCR will also play a role in ensuring information is shared with all partners engaged with refugees and migrants along the routes and make reliable data on mixed movements affecting Egypt and Tunisia available, in support of, among other, the regional Mediterranean project.

3. Programme or Project Objective (*)

In line with outcomes 2 and 3 of the RMGP, the objective of the development cooperation among the parties is:

- Enhanced asylum systems and processing (including documentation, registration, reception etc.); and
- Support to protection and resilience activities to counter smuggling and trafficking with the view to support the refugee population in situ.

4. Theory of change and key assumptions (*)

The interventions proposed here have been designed based on a data-informed analysis incorporating UNHCR data, operational experience and observations, and the country context. UNHCR's multi-year country strategies are based on situation analysis, strategic priorities and a Theory of Change (ToC) that assesses what and how changes will happen in the lives of forcibly displaced and stateless people. UNHCR continuously seeks to strengthen data collection to ensure ongoing programme adjustment to ensure the protection and assistance of forcibly displaced and stateless people, and address key drivers of onward movement.

Egypt

In Egypt, the transformation that this project is designed to help achieve is to move from the status quo (i.e., UNHCR is carrying out reception, registration, RSD) to a situation where the Government is capacitated to do so itself with UNHCR playing mainly its supervisory role as provided in both the 1950 UNHCR Statute and 1951 Convention. Furthermore, the project will focus on carrying out an RSD surge capacity project to focus on clearing the backlog of pending RSD cases with a focus on asylum-seekers from countries of origin without a presumption of inclusion within the refugee criteria in preparation for the transition to a domestic asylum system. It is envisioned that the backlog project will focus on cases at first instance and appeal. The impact will be to help develop a whole-of-Government asylum system in a sustainable manner based on a new national asylum framework in line with regional and international standards. UNHCR aims to support the GoE to develop a robust asylum system with streamlined case

processing modalities, in collaboration with key actors, such as EUAA. Backlog reduction ensures sustainability from the outset.

Hence, part of the activities is geared towards institution- and capacity-building, from a central ministerial level down to local municipalities. The previously-stated caveat hereby is that UNHCR cannot guarantee that this change will have been completed within those five years because much hinges on whether and how fast the national asylum law is passed by the Parliament and the GoE, and, subsequently, implemented. Furthermore, both UNHCR and Denmark's Route-Based Approach emphasize stabilization: the importance of addressing socio-economic drivers for onward movement by focusing on livelihood activities.

Egypt has in recent years faced severe economic challenges, such as a foreign exchange crisis, soaring inflation, and external global pressures, including those linked to the Ukraine and Gaza conflicts and violence. Revenue from tourism and the Suez Canal has plummeted, remittances from abroad are down, and the cost of everyday essentials has risen dramatically. The threat from economic problems to political stability has over the past year led to rising negative sentiment against foreigners and particularly against the largest refugee populations present in Egypt, notably Sudanese and Syrians.

UNHCR recognizes that economic activities facilitate the integration of refugees into the social and economic fabric of their host country and, since the start of the Syria crisis (and now similarly in light of the Sudan crisis), has prioritized programmes to help refugees access employment opportunities, start businesses, and participate in vocational training programs, to enable them to become active members of society contributing their skills and talents, to build social networks, and contribute to community development. The objectives of targeted livelihood approaches in Egypt include facilitating the inclusion of refugees and asylum-seekers into national programs for capacity development, economic empowerment, and local development; promoting social cohesion and peaceful coexistence between refugees and Egyptians which is becoming more important than ever, and driving evidence-informed policy dialogues.

UNHCR engages in community development initiatives aiming at improving the socio-economic conditions of both refugee and host communities. This may involve supporting income-generating projects and vocational training programmes that benefit refugees and host populations alike. UNHCR also promotes skills development and training for livelihood purposes programmes to develop the vocational, life, and entrepreneurial skills and competencies of refugees, and facilitates access to markets and distribution channels for refugee-owned businesses to sell their products or services. This may involve forging partnerships with local businesses, retailers, and marketplaces, as well as participating in trade fairs, exhibitions, and networking events to showcase refugee entrepreneurs' products and talents.

As part of its livelihood interventions, UNHCR also works to promote social cohesion and peaceful coexistence by organizing cultural exchange events, and festivals that showcase the traditions, music, dance, and cuisine of different ethnic and cultural groups within the community. These activities provide opportunities for refugees and host community members to learn about each other's cultures, foster appreciation for diversity, and celebrate shared humanity. UNHCR also provides training sessions on conflict resolution, mediation, and peacebuilding skills for community leaders, youth groups, and representatives from both refugee and host communities and encourages community service projects, such as environmental clean-up campaigns, neighbourhood beautification initiatives, and volunteering at local charities or shelters.

Lastly, as highlighted above, UNHCR Egypt adopts a data-driven programming and advocacy approach by working towards the recognition of the potential of refugee-owned businesses to contribute to local economies and communities and promote their socio-economic integration. This may be through the development of evidence-based briefs highlighting the economic benefits of refugee inclusion (e.g., increased productivity, tax contributions) or organizing networking events, workshops, and policy dialogues

through inviting representatives from ministries, UN agencies, civil society, academia, and refugee communities. UNHCR also presents successful coexistence models from refugees and host communities in Egypt aimed at fostering inclusive business environments and combating discrimination or stereotypes against refugee entrepreneurs.

The primary beneficiaries of UNHCR's projects are refugees residing in Egypt in different governorates, particularly those of working age and youth, to benefit local communities (80 per cent refugees and 20 per cent Egyptians) by fostering a more inclusive and cohesive society. The activities are implemented through a national NGO with a well-grounded role in the Egyptian community that has been working in projects that are led by the GoE with a focus on development and social cohesion.

The focus within the RPMG would be on the development of market-relevant skills based potentially relevant areas of work in line with refugees' expertise and background; to facilitate job matching opportunities to ensure refugees can access decent jobs and work with dignity contributing to the Egyptian economic labour market; financial education and awareness to allow refugees to better navigate economic and financial opportunities and challenges and better face the challenges linked to the current economic crisis; and to strengthen entrepreneurship support initiatives for refugees to successfully access self-employment opportunities, overcome economic challenges and risks and participate to the market in competition and complementarity with nationals; and evidence-based advocacy efforts for policy changes for employment and financial inclusion of refugees with relevant actors, based on socio-economic data collected and policy analysis conducted.

Women and girls' survivors of violence also continue to express challenges related to self-reliance and inability to cover their basic needs due to limited safe livelihood opportunities (one of the main drivers for onward movements), recurrent incidents and threats, and their general socio-economic vulnerability in addition to their recovery. Beyond immediate and emergency response in the form of specialized multisector services, survivors of violence need to have access to sustainable livelihoods. This will in turn allow them to become more self-reliant and prevent violence against women and girls from re-occurring. Participants in livelihood activities will be provided with the necessary skills and tools to save money and use it for income-generating activities as well as to satisfy pressing basic needs.

Tunisia

In Tunisia, UNHCR's strategy is driven by the pressing imperative to manage the needs of refugees and asylum-seekers effectively. Moreover, the proposed project will ultimately contribute to ensuring timely access to more safe, regular and legal pathways to admission in third countries through various schemes, including labour mobility pathways.

If UNHCR and its partners focus on refining, certifying, and developing refugees' and asylum-seekers' skills, then they will be in a better position to enhance their ability to be self-reliant in Tunisia, while at the same time facilitating solutions in third countries and, for those whose asylum claim is rejected, support their reintegration in the country of origin, should they decide to return. The strategic emphasis on self-reliance aims to reduce the burden on local resources. Through targeted employment and vocational training programs for refugees, UNHCR aims to ensure self-reliance during their temporary stay in Tunisia and prepare them for potential third country solutions by equipping them with skills that are in demand in third countries. Thus, targeted interventions will increase their chances of qualifying for legal pathways where skilled workers are needed. It supports the immediate goal of self-reliance by empowering refugees and facilitating durable solutions elsewhere.

While resettlement is an integral component and an important tool to achieve the objectives of the Global Compact for Refugees, complementary pathways provide additional mechanisms to expand third country solutions, ease pressure on host countries, and enhance refugees' self-reliance and resilience. UNHCR

Tunisia initiated preliminary steps to explore alternative arrangements for solutions – including through socioeconomic data collection and skills mapping – with the goal of building on such initiatives to expand refugees’ effective access to skills-based pathways. While existing complementary pathways, ranging from humanitarian to skills-based pathways, are important, the socioeconomic profiles and backgrounds of refugees and asylum-seekers suggest that labour mobility is likely the most viable safe and legal pathway for them.

Using UNHCR’s database, refugees and asylum-seekers eligible for the self-reliance program will be targeted based on their experience and skills. An analysis of beneficiary profiles, capacities, interests, and market needs will enable better and develop their autonomy over the short, medium, and long term. UNHCR and its implementing partner will secure training opportunities with various training centres in specific sectors based on the demand of both local and international labour markets to provide vocational training opportunities to refugees and asylum-seekers, especially youth, to enhance their knowledge, technical skills, and integrate into high-potential employability niches. This skill acquisition will also facilitate access to complementary pathways in third countries, including skilled labour mobility programs and tertiary education prospects.

Parallel processes for skill acquisition will be complemented with support for securing decent work opportunities in the formal sector. Upon placement, UNHCR and its partner will support beneficiaries throughout the recruitment phase, from initial contact with the private employer to contract finalization, ensuring compliance with labour ministry standards and legal provisions. In the medium to long-term, the aim is to target various institutions and others involved in capacity building to ensure skills development/self-reliance opportunities for refugees are informed by markets not only in countries of asylum and origin but also in third countries. The intended outcome is to build the capacity of actors to direct skills development for refugees towards current and future labour demand needs (i.e. market informed scalable approaches to prepare refugees for labour mobility).

The effective implementation of the project depends on the adoption of a comprehensive and multifaceted approach, addressing the multiple dimensions of complementary pathways. The planning and implementation will therefore require a multidisciplinary approach considering the broad spectrum of opportunities available to refugees who lack durable solutions in Tunisia. This includes, inter alia, linking local partners and initiatives with available complementary pathways opportunities and investing in creating sustainable ‘talent pools’ through upskilling and self-reliance opportunities for in-demand job sectors in third countries. The identification and profiling of eligible refugees and asylum-seekers, a robust outreach program and communication strategy, key partnerships with local, national, and international stakeholders, as well as providing individual support to refugees and asylum-seekers throughout the whole process are key.

As part of previous projects, the implementation of self-reliance options for asylum-seekers and refugees resulted in the continuous engagement with relevant authorities, including with the Ministry of Employment and Vocational Training, which continues to closely cooperate with UNHCR and its partner for the validation of work contracts across Tunisia. Since 2017, UNHCR has monitored and financially supported the development of several income-generating activities (30 micro-projects), and provided support for refugees in finding employment opportunities. In 2023, around 30 refugees were provided with a validated work contract issued by the Ministry of Employment. Finally, several refugees were facilitated access to vocational training, including 55 refugees and asylum-seekers trained in web development and acquired digital skills in 2023, allowing them to upskill and unlock professional opportunities.

Lessons learned from UNHCR’s initiatives in promoting resilience and self-reliance for refugees and asylum-seekers highlight several key strategies and outcomes. Since 2019, UNHCR established a

partnership with a national partner focusing on the implementation of self-reliance and resilience programs. Over the years, the national NGO partner was able to progressively learn and grasp the complexities of the challenges facing refugees and asylum seekers in the area of self-reliance and economic empowerment, and to swiftly adapt to a constantly changing operational environment. The partner has a wide-range of projects addressing different areas, including entrepreneurship, public-private partnerships, refugee self-reliance, and women at risk, which are implemented with various actors including governmental entities. This partner is currently the most suited actor to further contribute to the operation's shifting strategy and to complement UNHCR's interventions in Tunisia. This progressive experience with a local development NGO enabled UNHCR and its other partners to develop robust best practices and to adapt their approach on a case-by-case basis including for the purpose of job placement, vocational training, and other income-generating activities. The partner has successfully forged partnerships with various ministries and governmental bodies such as the Ministries of Vocational Training and Employment as well as national, local, and international NGOs, and development organizations. Moreover, UNHCR aims to pursue further collaboration with private and public entities that are leading programmes that advocate for the inclusion of refugees in vocational training opportunities. The aim will be to conduct outreach and proactive engagement and eventually liaise with various entities that have shown interest in refugee inclusion within their institution. In line with this approach and established best practices. Therefore, building on the results of the last project, UNHCR will aim at pursuing its work on self-reliance but with a phased and gradual approach, based on the situation of each individual rather than community groups.

The project will integrate a human rights based and gender-based approach (HRBA/GE) across the project in close collaboration with the DIHR (the HRBA/GE helpdesk) and will formulate specific ways they will work towards ensuring its implementation in accordance with UNHCR's Age, Gender and Diversity (AGD) approach and in line with the UNs and the Danish MFAs HRBA priorities. AGD is strongly mainstreamed in the case processing component of the operation, to ensure staff with adequate training are responding to the needs of the wide variety of profiles among refugees and asylum-seekers. As a result, UNHCR is continuously able to identify the needs of asylum-seekers and refugees across the country and ensure safe access to different services that are tailored to their needs. This includes survivors of GBV, women and men, girls, and boys, LGBTIQ+ individuals, older persons who face heightened protection risks, persons with disability. UNHCR is also increasingly empowering the community to participate in the planning of UNHCR and partner programs and activities. UNHCR works on building the capacity of partner staff with respect to gender-sensitive case management, ensuring respectful communication with LGBTIQ+ persons according to their needs and preferences, and effectively identifying and conducting the referrals of LGBTIQ+ persons with acute protection needs to the appropriate legal and health service providers.

In that sense, the UNHCR Tunisia will integrate the principles of dignity, equality of treatment, non-discrimination, combating abuse and exploitation and cross-cutting protection (safety, fairness, accountability, and participation) throughout all project phases. These will particularly focus on incidents of mistreatment and traumatic experiences during their displacement, especially for survivors of GBV, unaccompanied or separated children, women at risk, and victims of trafficking.

5. Summary of the results framework (*)

It is noted that the results framework is tentative and will be finalised in the process leading up to the signing of the project agreement.

Egypt – *note that targets are limited to what can be achieved with this Danish funding only*

Outcome 2: Egypt

Project Title		UNHCR	
Outcome		2. Enhanced status determination interventions, access to territory through registration & profiling, improved reception conditions, handover of procedures to the government, strengthening government capacity for asylum framework.	
Outcome indicator		Asylum-seekers have access to fair, efficient, and adaptable national reception, registration and refugee status determination procedures.	
Baseline	2024	Y/N	UNHCR carrying out fair, efficient and adaptable reception, registration and RSD procedures.
Target	2029	Y/N	UNHCR supporting State owned fair, efficient and adaptable reception, registration and RSD procedures.

Output A		Provision of asylum capacity development in terms of technical guidance and support to key government counterparts in furtherance of the adoption and implementation of a fair and efficient national asylum framework	
Output indicator		# GoE Counterparts trained on Asylum Capacity Development in the form of workshops and roundtables, as well as if possible, on the job trainings and study visits, to enhance knowledge on asylum management in line with international standards as well as through strengthened engagement and coordination with the GoE by secondment staff members to the GoE who will work to enhance asylum capacity development work, including in collaboration with key partners such as the EUAA and IIHL as possible	
Baseline	2024		N/A
Target	2024		0
Target	2025		150
Target	2026		200
Target	2027		250
Target	2028		250
Target	2029		250

Output B		Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE	
Output indicator		# Asylum-seekers receive registration services to access asylum in Egypt	
Baseline	2024		N/A
Target	2024		5,000
Target	2025		89,000
Target	2026		81,000
Target	2027		73,000
Target	2028		130,000
Target	2029		103,000

Output C 1)		Provision of RSD capacity for the RSD surge project from 2025-2027 to prepare for the transition to the government assumption of responsibility	
Output indicator		# Individual fair, efficient and quality RSD Decisions	
Baseline	2024		NA
Target	2024		0
Target	2025		2,500
Target	2026		5,000
Target	2027		3,500
Target	2028		N/A
Target	2029		N/A

Output C 2)		Provision of RSD capacity for staffing initially for UNHCR, and then eventually in view of the transition to the government assumption of responsibility, provision of technical guidance and support to the GoE	
Output indicator		# Individual fair, efficient and quality RSD Decisions	
Baseline	2024		NA
Target	2024		0
Target	2025		1,500
Target	2026		1,500
Target	2027		1,500
Target	2028		6,000
Target	2029		1,000

Outcome 3: Egypt

Project Title		UNHCR	
Outcome		3. Support to livelihood [for refugees and asylum-seekers] and countering smuggling and trafficking	
Outcome indicator		Economic empowerment and improved access to livelihood support to refugees and asylum-seekers and vulnerable host communities, contributing to the stabilisation of refugee and local refugee-hosting communities alike.	
Baseline	2024		Refugees are living in urban areas where they share the same challenging socioeconomic situation as host communities. This has led to tensions; refugees are often perceived as a burden by the local communities.
Target	2029		Livelihoods and socioeconomic situation are improved for refugees and vulnerable Egyptians, easing possible tensions and contributing to social cohesion in communities where refugees are hosted.

Output A		GBV survivors have access to targeted livelihood opportunities	
Output indicator		# of GBV survivors benefitting from Village Savings and Loans Associations (VSLA)	
Baseline	2024		25
Target	2024		0
Target	2025		120
Target	2026		120
Target	2027		120
Target	2028		120

Target	2029		100
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Output B	Livelihood support provided		
Output indicator	# of People received Business management training # of People received livelihood grants to startup and or expand business # of People benefited from livelihood activities and events that will foster social cohesion		
Baseline	2024		0
Target	2024		10
Target	2025		140
Target	2026		140
Target	2027		140
Target	2028		140
Target	2029		108

Note on the results framework – Egypt

This project does not currently allocate funds for the inclusion of refugees into Egypt’s national social assistance programs (Takaful & Karama) and the Universal Health Insurance Scheme (UHIS) as part of the proposed budgeted activities. This is primarily due to the need for further coordination with the GoE to ensure strong government commitment. However, in order to effectively lay the foundation for the direct inclusion of refugees in such government systems, UNHCR plans to allocate a budget for the recruitment of a national consultant who would be, if possible, seconded to the Ministry of Social Solidarity (MoSS) under this project starting in 2026 as approvals by the government are required to second staff from an international organization to a government entity.

Working with the GoE who speaks of the need to improve refugee reliance and to enhance social cohesion, UNHCR is focused on advancing these same issues, and the direct inclusion of refugees into social protection systems could be pursued beyond and or within the five-year implementation period (either by re-adjusting programming or by tapping into the 20-25% flexible funding reserve). The inclusion of refugees into social assistance and health insurance schemes would help achieve the objectives of bridging the nexus to development, in line with the pledges made at the Global Refugee Forum (GRF - December 2023, 2019). Moreover, it is a crucial building block for developing inclusive state-based systems that can foster the stabilization of refugee communities in Egypt.

Tunisia

Outcome 3: Tunisia

Project Title	UNHCR
Outcome	3. Support to livelihood [for refugees and asylum-seekers] and countering smuggling and trafficking
Outcome indicator	Focusing on enhancing the employability of refugees and vulnerable members of the host community through vocational training and on-the-job and opportunities. Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand.

Baseline	2024		Refugees are facing challenging socioeconomic situation as host communities, especially in terms of access to job markets to be self-reliant.
Target	2029		Targeted, prioritized refugees are able to access job markets and enhance their ability to be empowered in order to be placed on the job market.

Output		Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand.	
Output indicator		# of refugees to have completed vocational trainings.	
Baseline	2024		50
Target	2025		100
Target	2026		100
Target	2027		100
Target	2028		100
Target	2029		100

Output		Enhance self-reliance opportunities that are directly linked to the local needs and in third countries.	
Output indicator		# of refugees to have obtained employment contracts.	
Baseline	2024		30
Target	2025		50
Target	2026		50
Target	2027		50
Target	2028		50
Target	2029		50

Note on the results framework – Tunisia

UNHCR and its partners in Tunisia have developed several interventions to facilitate skills' building and professional growth of refugees and asylum-seekers in their host communities. This proposal focusses on enhancing the employability of refugees through vocational training and on-the-job and opportunities. Although causal links between UNHCR's interventions and the number of departures to third countries through labour pathways will be difficult to establish, UNHCR will monitor and keep track of refugees and asylum seekers who received support and follow up on their progress over the implementation period of the project. Moreover, beyond the direct self-reliance interventions and facilitation efforts, the project will reach a high number of indirect beneficiaries both through communication with communities and the formal and informal transfer of knowledge among members of the refugee community to expand access to these pathways.

This initiative will prioritize women and youth and aims to prepare them in line with labour market needs, thereby fostering self-reliance and exploring options for third country solutions including through labour mobility programs.

6. Inputs/budget (*)

It is noted that the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

UNHCR	2024	2025	2026	2027	2028	2029	Total in DKK (DKK)
Egypt							61,250,000
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							47,701,565
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to enhance the protection of the refugee population in Egypt							6,747,673
MEAL Activities (5% of overall Egypt budget)							3,062,500
Subtotal Egypt							57,511,738
Indirect cost (6.5%)							3,738,262
Total Egypt							61,250,000
Tunisia							
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to enhance the protection							

of the refugee population in Tunisia							
Subtotal Tunisia							8,215,962
indirect cost (6.5%)							534,038
Total Tunisia							8,750,000.00
TOTAL UNHCR							70,000,000
<i>Note: Please note that 2024 is: November to December (2 months)</i>							
<i>Note: Please note that 2029 is: January to October (10 months)</i>							

7. Institutional and Management arrangement (*)

Partner Management

The activities included in this proposal will be implemented through implementing partners or direct implementation. Agreements are prepared and signed with the selected partners for project implementation. The activities will be monitored by the Country Offices and UNHCR's field staff. The Heads of Protection and Programme Units, Sub-Offices and senior management will provide the overall strategic and operational guidance and support.

UNHCR has the responsibility to ensure that, in accordance with UNHCR's rules, policies and practices, mechanisms are in place for adequate planning, implementation, financial control, reporting and monitoring of any of the Programme/Project activities implemented by Implementing Partners.

In accordance with the UNHCR operations management cycle (assessment, planning, implementation, monitoring, reporting, audit, and evaluation), UNHCR will ensure that funds entrusted to partners are utilised in accordance with the terms of the signed agreements. Monitoring will be done to:

- a. Compare actual with planned performance and analyze the results, which are of interest to both UNHCR management and the government of Denmark.
- b. Assess the performance of all those involved in delivering, monitoring, and administering the assistance.
- c. Identify management and control weaknesses for corrective action and communicate the lessons learned to assist future projects.

The above is done by review of implementation and analysis of performance through a consultative process with key stakeholders including with beneficiaries. In addition, evaluation of specific thematic areas is conducted by the UNHCR headquarters.

Monitoring activities are carried out at various levels by partners and agencies implementing subprojects, UNHCR Branch Office, Sub Office and Field Offices. Situation reports are submitted by all UNHCR Field Offices to their respective Supervising Office on a monthly basis and Branch Offices submit a corresponding report to Headquarters.

Monitoring and Evaluation

UNHCR and its partners have established several Communication with Communities mechanisms to ensure that forcibly displaced and stateless people receive the necessary support and protection. These mechanisms include protection helplines, dedicated mailboxes where refugees and other forcibly displaced and stateless people can reach UNHCR. All means of communication with the population falling under

UNHCR mandate are continuously evaluated in close dialogue with the persons UNHCR serves to improve their efficiency.

UNHCR has a multi-function team that carries out regular monitoring activities of funded projects locations to ensure that services are being provided effectively efficiently and in line with standards promoted by UNHCR. UNHCR also gathers feedback from beneficiaries through community consultations on services throughout the year. This allows the organization to understand the needs and experiences of beneficiaries and to continuously improve its services. Overall, the mechanisms in place ensure that forcibly displaced and stateless people receive the necessary support and protection and that any issues are promptly addressed within the limits of available resources of UNHCR and its partners.

UNHCR's Accountability to Affected People (AAP) is a commitment to the intentional and systematic inclusion of the expressed needs, concerns, capacities, and views of people we serve in all protection, assistance and solutions, interventions and programmes. Made available in Iran. Globally, UNHCR's AAP framework is outlined in UNHCR's 2018 [Policy on Age, Gender and Diversity](#) (AGD). The 2020 Operational Guidance on [Accountability to Affected Populations](#) further details the objectives of each AAP area of focus as outlined in the 2018 AGD Policy.

Technical, financial and performance monitoring of the implementation of this project is a continuous process and an integral part of UNHCR's responsibilities. UNHCR uses a logical framework based on its results-based framework approach to not only monitor and evaluate its activities, but also to ensure the effectiveness and quality of results to be achieved. As per standard requirements, UNHCR carries out at least two verifications of financial and performance reports each year.

The projects are also subject to external annual audit of UNHCR to assure due diligence and value for money in terms of full compliance.

In Egypt, UNHCR's Community-based Protection team works to empower, mobilize, and elevate refugees to obtain access to their rights, safety, and dignity, irrespective of age, gender, and diversity. It focuses on communication with communities, empowerment, and assistance to refugees and in particular persons with specific needs. Understanding the criticality of social cohesion, UNHCR with the GoE and other stakeholders conducts activities to better understand refugees and their host communities and create responsive programming to needs emphasizing the policy applications of Age, Gender, and Diversity (AGD) and the Accountability to Affected Populations (AAP).

As a two-way process, communication with communities, both refugee and host, facilitates dialogue amongst all affected populations and humanitarian actors, to ensure that refugees receive the right information in a timely manner to preserve their protection, access to services, and to prevent fraud and protection risks. CBP shares information both proactively and reactively through various communication channels; joint reception, area-based community meetings, WhatsApp groups with refugee community representatives, and refugee outreach information workers.

To date, CBP together with its partner Terre des Hommes has mapped and maintained an up-to-date database of 205 Refugee Led Organizations (RLOs) representing diverse communities across Greater Cairo. To strengthen Refugee Led Organizations, CBP along with its partner Terre des Hommes provides capacity building trainings and material support to RLOs. Also, 4 community centers were established to provide community services such as social activities, co-working spaces, and access to digital services.

CBP in collaboration with its partner Terre des Hommes has a sports for protection program that provides refugee and Egyptian youth with ToT on sports for protection methodology to enable them to create sports initiatives for their communities enhancing their protection and wellbeing.

In Tunisia, UNHCR has expanded and mainstreamed two-way communication with communities using several tools and channels. A trained group of outreach volunteers supports UNHCR in the dissemination of information on services and brings to the attention of UNHCR concerns and ideas expressed by refugees

and asylum seekers, they also facilitate with UNHCR structured focus group discussions with refugees and asylum seekers in different governorates. UNHCR has dedicated communication channels for unaccompanied children and for refugees and asylum seekers members of the LGBTIQ+ community. Community committees in temporary shelters are regularly discussing activities, concerns and ideas for shelter improvement with UNHCR staff. UNHCR has also activated 4 helplines and 4 email addresses for refugees and asylum seekers to request information and get in touch with UNHCR protection staff. In that sense, one of the goals is to identify the capacities and skills among a diverse group of refugees and asylum-seekers. Enhanced capabilities in registration and information management enable UNHCR to maintain an accurate profile of the population, including their skills, expertise, and competencies.

UNHCR is also conducting post-distribution monitoring for recipients of cash-based assistance and ad-hoc survey are planned to collect data on different issues, such as birth registration and access to education.

Planning

In 2021, UNHCR introduced a new result-based management approach, COMPASS, which is a multi-year and multi-partner planning approach at the country level, with a streamlined and logical results chain that can align with national plans and UN country frameworks. This project is aligned with the UNHCR Egypt's five-year strategy (2022-2027) and UNHCR Tunisia's 2023-2025 multi-year strategies.

The multi-year horizon allows UNHCR Egypt and Tunisia to align their planning cycles with national development plans and priorities, bridges the gap between the humanitarian and development actors and broadens the support for forcibly displaced people. This ensures more effective coordination and strengthens partnerships with a wide range of stakeholders. In recognizing that achieving solutions requires longer-term investments beyond the current annual cycle, a multiyear programming cycle allows UNHCR and partners to strategically plan for the affected populations.

UNHCR's five-year protection and solutions strategy in Egypt is based on several key assumptions, namely that the protection environment will continue to remain complex, particularly given the current evolving regional security context, which may impact the general tolerance towards refugees and new arrivals with increasing protection risks and vulnerabilities; the number of newly arrived refugees including those seeking to register with UNHCR will continue to rise; the socio-economic situation of newly and previously arrived refugees, will continue to be challenging with many asylum-seekers and refugees remaining in need of significant support, including humanitarian assistance; and the Government of Egypt (GoE) will continue to work towards the establishment and development of a national asylum system.

UNHCR expects to continue to see a steady increase in individuals seeking asylum in Egypt, in particular from Sudan. Access and admission to Egypt will continue to be a challenge, with the majority of forcibly displaced persons arriving in the country through irregular means.

Considering the situation in several of the countries of origin—e.g., Sudan, Syria, South Sudan, Eritrea, Ethiopia and, Yemen— it is assumed that refugees and asylum-seekers currently hosted in Egypt, including Syrians, will not return in large numbers.

In such a context, UNHCR in Egypt will strongly continue to work closely with the Government of Egypt to promote the effective inclusion of refugees in national social protection systems and will seek to increase livelihood opportunities for forcibly displaced persons, as much as and where possible. Further inclusion into the national health and education systems for all refugees and asylum-seekers regardless of nationality will be equally promoted, while the Office will prioritize the development of capacities of national social protection institutions in line with international standards, and ensure that refugees and asylum-seekers, in particular women and children, can be safely referred to relevant national protection structures on equal footing as nationals. Individual case management will be strengthened, including through partnerships with relevant entities and quality data management, to respond to the complex and growing protection risks that refugees face, including those linked to legal and physical protection, and ensure timely identification of the neediest, and referral to solutions, as necessary. Child protection (CP) and protection of gender-based

violence (GBV) survivors will remain key priorities, while the focus on other vulnerable groups will be further strengthened through enhanced partnerships with relevant governmental institutions.

Communicating with communities and strengthening UNHCR's engagement in Egypt with various population groups will remain of particular importance, in line with UNHCR's Age, Gender and Diversity policy (AGD) and the Operational Guidance on accountability to affected populations (AAP), to ensure full participation and inclusion, communication and transparency, access to feedback and complaints for all refugees, and learning and adaptation of programming and response. Community empowerment activities will be considered essential to support resilience and foster social cohesion and inclusion. Engagement with youth will be enhanced to ensure the long-term empowerment of refugee communities, while ensuring that the most vulnerable, such as persons with disabilities and other specific needs are increasingly supported.

UNHCR's strategy in Egypt is firmly based on the commitment to strengthen integrity, with zero tolerance for sexual exploitation and abuse, as well as maintain credible and effective anti-fraud and complaint mechanisms, thus strengthening accountability to refugees.

Where possible and in accordance with UNHCR's rules, policies and practice, and unless Denmark disagrees or requests otherwise, UNHCR shall take appropriate measures to accord Denmark public visibility to acknowledge the fact that the Project was implemented with the financial support of Denmark. To ensure UNHCR maintains a balanced approach to donor visibility, any measures will be undertaken with consideration to other **donors, including donors of unearmarked and softly earmarked contributions.**

Anti-Terrorism

Consistent with numerous United Nations Security Council resolutions, including S/RES/1269 (1999), S/RES/1368 (2001) and S/RES/1373 (2001), UNHCR is firmly committed to the international fight against terrorism, and in particular, against the financing of terrorism. In accordance with this commitment, UNHCR undertakes to make reasonable efforts to ensure that none of the funds received from Denmark under this programme are used to provide support to individuals or entities associated with terrorism which are named on the United Nations Security Council Consolidated Sanctions List, as may be amended.

Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH)

UNHCR has a zero tolerance for inaction approach to tackling sexual exploitation and abuse ("SEA"). This means that UNHCR and its implementing partners will take all reasonable steps to prevent SEA by both its employees and any implementing partner and respond appropriately when reports of SEA arise, in accordance with their regulations, rules, policies and procedures.

UNHCR has a zero tolerance for inaction approach to tackling sexual harassment ("SH"). This means that UNHCR will take all reasonable steps to prevent SH and respond appropriately when reports of SH arise, in accordance with its regulations, rules, policies and procedures.

MEAL SETUP AND ORGANIZATION

UNHCR relies on a variety of monitoring tools and modalities. Monitoring is based on information and observations by UNHCR's technical and multi-functional teams (MFT) as well as by partners, and through regular direct observation, ongoing assessment by UNHCR (e.g., on the spot visits to project sites), verifications and comparison of achievements and related financial expenditures with set objectives, as well as interactions with persons benefitting from the project.

UNHCR Egypt will ensure complementarity with various actions and projects being implemented including through established coordination frameworks (see part 7 below for details) and instituting strong M&E mechanisms. In accordance with the UNHCR operations management cycle, UNHCR will ensure that funds entrusted to partners, in this case mainly GoE, are utilised in accordance with the terms of the signed agreements. This is achieved through review of implementation and analysis of performance through a consultative process with key stakeholders including refugees and asylum-seekers (i.e., the “end users” of the services in our case).

The partnership with MoSS and MFA for Government-led delivery will be strengthened, including joint assessment and monitoring missions, in consideration of the existing 1954 Memorandum of Understanding with the GoE as well as an agreement with the MoSS to enhance overall coordination, to address the specific protection needs of refugees and asylum in Aswan and to support GoE protection service delivery to refugees and asylum-seekers throughout the country.

Progress will be measured through the UNHCR’s monitoring framework focusing on a limited number of key outcome(s) and corresponding outputs and their associated indicators. UNHCR will see if it is possible to second a staff member to the GoE who will support engagement with the Government counterparts implementing different components of the Danish project and help to bring together the teams in various fora to encourage collaboration, joint monitoring and documenting various learnings during the project implementation.

The project is permeated by a strong learning component: challenges and lessons learnt will regularly be discussed both with Denmark and all stakeholders involved through honest and transparent dialogue, institutionalized through the Steering Committee. On this basis, lessons will be learnt, and better reiterations of the project components built.

UNHCR Tunisia proposes an evidence-based designed to maximize protection and solutions within the current environment and enhance operational effectiveness, while preserving credibility, and providing a framework to enhance UNHCR’s operational flexibility and adaptability to the evolving context.

UNHCR Tunisia’s monitoring reflects the corporate results-based management model to not only monitor and evaluate its activities, but also to ensure the effectiveness, the impact and quality of results to be achieved. UNHCR uses a logical framework approach to monitor indicators and activities and their efficiency and effectiveness in achieving results (outputs, outcomes). Projects are monitored on a continuous basis, by UNHCR and partners, both individually and jointly.

UNHCR’s programmatic monitoring system is comprised of three elements: (1) impact monitoring: which comprises data collection and validation for each impact indicator at an objective level; (2) performance monitoring plans (when working through partners): which include specific measures to monitor implementation of agreed activities at the output level; and (3) performance monitoring for directly implemented activities: outlines specific measures to monitor implementation of agreed activities at the output level.

COORDINATION, PARTNERSHIPS AND SYNERGIES

Egypt

Danish Institute for Human Rights (DIHR): Complementarities and distinctions of our work were discussed with DIHR bilaterally in the week of 29 April. UNHCR will seek synergies with DIHR in Egypt as far as DIHR’s advisory role vis-à-vis the GoE is concerned, for example by sharing and discussing regularly our advocacy messages. Given that DIHR will be a HRBA/gender help desk across the programmes, UNHCR will seek DIHR’s feedback on training curriculum and asylum capacity development through quarterly meetings and UNHCR may request QA on demand. While UNHCR’s primary GoE counterpart is the MFA, UNHCR will join forces with DIHR when advocating with the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) under the auspices of the Prime Minister’s office, of which the National Council for Human

Rights is a member. DIHR's independent feedback will be sought in particular on impact measurement/results harvesting.

EUAA: The first EUAA-Egypt Roadmap for Cooperation 2021-2023 was published in 2022. The EUAA has convened several workshops in Egypt with UNHCR's participation. The EUAA is negotiating for a second roadmap (2024-2026) which is not yet adopted. The roadmap will be accompanied by a training plan on asylum capacity development which the EUAA will agree upon with the GoE after the finalisation of the roadmap. Complementarities and distinction of our work were discussed with the EUAA bilaterally in the week of 29 April. As part of the multi-year transition plan, UNHCR will further strengthen its strategic partnership with the EUAA towards the common objective of building a domestic asylum framework in line with international standards. Specific collaboration with the EUAA has been detailed throughout this document.

IIHL: The IIHL is an independent, non-profit, humanitarian association to promote international humanitarian law, organising practical and multidisciplinary courses, training programmes and advanced studies in the fields of international humanitarian law, international human rights law, and refugee law, as well as by promoting dialogue through the organisation of international conferences, multilateral meetings and seminars involving scholars and practitioners. The IIHL has been a consistent and dedicated partner of UNHCR in advancing protection principles globally by delivering workshops and training sessions, covering legal and operational challenges in asylum management. As an independent, external, and objective voice, it capacitates stakeholders on international human rights, protection and asylum standards and to carry out a critical role in supporting government counterparts as well as different actors such as academia and bar associations in developing a national asylum framework in line with the strategic capacity development approach carried out by UNHCR Egypt. Specific collaboration with the IIHL has been detailed throughout this document.

IOM: On the above-explained parts related to mixed movements, synergies will be sought with the Mixed Movement Working Group (MMWG) as the main UN internal working group under the UNCT that is responsible for coordination and support to the Government of Egypt in responding to mixed movements of migrants and forcibly displaced persons. It is co-chaired by IOM and UNHCR and it provides a platform for engagement with the GoE and civil society, including NGOs, relevant community-based organizations, and migrant and refugee-led organizations. The overall objectives of the MMWG are: (1) ensuring consistent coordination and cooperation within the UN system in support of the GoE on mixed movements responses along with complementarity with, where necessary and beneficial, the coordination efforts of other mechanisms; (2) strengthening systems to prevent, mitigate and respond to smuggling and trafficking; (3) addressing gaps in the protection and assistance provided to refugees, asylum-seekers and migrants within the context of mixed movements. Priorities of the MMWG also include effective joint advocacy, and the development of effective referral pathways in the context of mixed movements.

Other partnerships/coordination: UNHCR coordinates the refugee response in Egypt using the Refugee Coordination Model and leads the Regional Refugee and Resilience Plan and assists various governmental entities with training activities. The GoE is currently in a process of instituting a Government-led coordination system for emergency and refugee responses, led by MoSS. This is in its nascent state and the actual progress on those plans will be factored into the regular learning and adjustment component under this Danish project. In late 2023, the EU (DG NEAR) started funding the Joint-Platform on Migrants and Refugees (JPMR) in the areas of health, education, and protection. It aims to promote self-reliance and equitable responsibility sharing. UNHCR is the lead as part of an UN-to-UN agreement which also involves WHO, IOM and UNICEF. UNHCR is intensifying its discussions on the asylum law in the context of the Joint Declaration on the Strategic Comprehensive Partnership between Egypt and the EU recently signed in March and will make the necessary synergies with the Danish funding and learning architecture around

it. The financial and investment support package of loans, grants and energy cooperation deals for 2024-2027 is worth 7.4 billion euros.

In 2023, UNHCR Egypt signed a EUR 12.2 million agreement with the EU (DG NEAR) under the JPMR, of which UNHCR received EUR 5M for Protection and Education (inc. refurbishment of classrooms in public schools). The contribution is for the period of 36 months starting December 2023. A possible top-up for the Joint Programme is expected for Protection activities with an indicative amount of EUR 7M but is yet to be confirmed. In 2024, ECHO is supporting UNHCR Egypt with EUR 4M for basic needs. The contribution will help UNHCR to assist more than 68,400 vulnerable individuals. Through the RDPP-NA Programme, DG HOME and Italy are also supporting UNHCR Egypt with EUR 5.4M for registration and RSD for the period 2023-2024.

In addition, UNHCR receives support through the Netherlands-led strategic multi-year PROSPECTS partnership which brings together the International Finance Corporation (IFC), the International Labour Organization (ILO), the UN Children's Fund (UNICEF), the World Bank and UNHCR to help transform the way in which governments and other stakeholders, including the private sector, respond to forced displacement crises. The overall objective of PROSPECTS in Egypt is to improve the living standards and inclusiveness of refugees, asylum-seekers, vulnerable migrants, and host communities, by contributing to the expansion of socio-economic opportunities through better education and mainstreamed protection interventions.

With a geographical focus on Greater Cairo, Alexandria, and Damietta, PROSPECTS Egypt will work under four main pillars on behalf of refugees, asylum-seekers, vulnerable migrants and host communities, as follows: Education and Learning; Economic Inclusion; Protection and Social Protection; and Critical Infrastructure.

The Partnership operates through a highly collaborative model between all partners, including the Dutch government, that leverages the strengths and expertise of various stakeholders, including international organizations, government agencies, and the private sector. Each organization within the partnership has a defined role that complements the others. For instance, UNHCR focuses on protection and solutions for refugees, UNICEF emphasizes children's rights and welfare, ILO contributes to employment and decent work agendas, IFC brings in private sector investments, and the World Bank supports structural and policy development. In addition, PROSPECTS supports nationwide systems and reforms and initiatives that have long-term sustainable impacts that contribute to national efforts towards a more inclusive and richer society. It also seeks innovative solutions to address the needs including new financial models, educational models, or innovative access to work paths. UNHCR has well-established systems in place to ensure that all these funding streams are distinct, prevent overlap and ensure complementarity.

Tunisia

UNHCR has long-standing and working relations with line-ministries, local authorities, UN sister agencies, and international and local NGOs in Tunisia. Consistent with the whole-of-society approach, these connections enable UNHCR to have a comprehensive protection and solutions approach with great potential for scalability should additional resources and opportunities be secured.

A UN Technical Coordination Group on Asylum and Migration has been formalized in 2023, allowing a larger and more coordinated response to mixed movements in Tunisia. UNHCR is also working in close coordination with UNICEF to promote greater inclusion in national systems for forcibly displaced and migrant children, based on a Letter of Understanding signed in December 2023 and the tripartite (UNHCR-UNICEF-IOM) joint workplan for 2024. Moreover, UNHCR continues to contribute to the achievements of the outcomes adopted in the United Nations Sustainable Development Cooperation Framework (UNSDCF), including the first outcome relating to employability and partnership with the private sector.

In addition, UNHCR Tunisia receives support from the Principality of Monaco on employability and access to decent work since 2017, serving as a blueprint for all self-reliance and resilience programmes. Support from Switzerland in past projects was also instrumental in developing and establishing this programme within the operation. UNHCR Tunisia has started coordinating with a select number of diplomatic mission regarding the possibility of advocating for the inclusion refugees and asylum-seekers staying in Tunisia for expanded access to third country solutions, including labour mobility pathways.

UNHCR's implementation strategy is essentially based on partnerships and a multi-actor approach, in particular with local NGOs, public and private entities, and central, regional and local authorities. The UNHCR's support is cross-cutting and based on several components (capacity building, equipment support, networking, advocacy, evaluation, monitoring and close accompaniment of individual beneficiaries). In line with the objectives of the Global Compact on Refugees, UNHCR will build on complementarities and shared responsibilities with other stakeholders in enhancing the resilience of refugees and asylum-seekers. In light of the operational context marked by mixed movements of people, UNHCR will seek to expand coordination with the private sector, faith-based leaders and organizations, academic institutions, and research faculties.

8. Financial Management, planning and reporting (*) The contribution will be made under the UNHCR-Denmark Humanitarian Partnership Framework Agreement (HPFA) 2022-2026. The funds will be managed in accordance with the Financial rules for Voluntary Funds administered by the High Commissioner for Refugees, applicable UN Financial Regulations and UNHCR's practices and procedures (the "Financial Rules") and in accordance with the applicable requirements of the Section on Accounting in the General Guidelines for Accounting and Auditing of Grants channelled through Multilateral Organizations. In line with UNHCR policies, the Grant is subject to a six and a half per cent (6.5%) Indirect Support Cost.

The contribution will also be managed in line with the relevant clauses of the HPFA, including those relating to anti-corruption, misconduct, prevention of sexual exploitation and abuse, audit and evaluation.

Audit

UNHCR accounts are audited annually by the United Nations Board of Auditors (UN BoA), which provides independent assurance to the General Assembly, Member States, and other stakeholders regarding the proper, effective, and efficient use of organization resources. The UN BoA an opinion on UNHCR financial statements. The reports of the UN BoA are transmitted to the General Assembly through the Advisory Committee on Administrative and Budgetary Questions (ACABQ). The single audit principle adopted by the United Nations including UNHCR, allows only one entity, to externally audit UNHCR. This principle gives the BoA the exclusive right to act as the external auditor for UNHCR. Additionally, the Office of Internal Oversight Services (OIOS) provides internal audit services to UN agencies including UNHCR.

Reporting

UNHCR proposes to submit to MFA a comprehensive end-year narrative report by **30 April each year** and a certified financial report by **30 June each year**, covering the previous calendar year. The first annual reports are therefore expected to be provided by **30 April 2026 and 30 June 2026**, respectively. The certified financial reports will be specific to the to the Danish contribution. Narrative and indicator reporting will be specific to the Danish contribution, within the context of the broader country programme.

9. Risk Management (*)

UNHCR Egypt have identified the following main risks on the contextual, institutional and programmatic level.

The first risk concerns the pending asylum law. In 2019, the Government of Egypt began drafting a national asylum law. As of July 2024, UNHCR has not been involved at any stage of the process and has not been privy to the draft law. UNHCR understands that the draft asylum law has reportedly been pending parliamentary endorsement since June 2023. UNHCR's ability to deliver results in terms of a Registration and RSD transition are contingent on 1) the law being passed, 2) the contents of the law, and 3) the agreement of the Government of Egypt to enter into a multi-year transition plan with UNHCR – all three elements are fully in the hands of the Government. This will be mitigated through close M&E (see below section on MEAL), readjustment of programming if needed based on learning throughout the five years, accompanied by regular and transparent dialogue both with the GoE and with Denmark. UNHCR will continue to advocate with the GoE based on its own assurance via the MFA, namely that the law will fully adhere to international standards, specifically to the 1951 Convention and the 1969 OAU Convention, including the right to seek asylum and protection against refoulement, and contain articles supporting education, employment, and health care. UNHCR will also continue its advocacy for a joint multi-year whole-of-Government plan (inspiration be taken from the Danish model) to assist in the transition to the Government assumption of responsibility.

The second concerns the protection space for refugees and asylum-seekers. Focus is on access to territory, protection and services continue in Egypt, and if the pending asylum law is not adopted and/or implemented in line with international standards, there is a possibility that the protection space may face more challenges. This will be mitigated by ongoing engagement with the government on the 1954 MoU and the new asylum law; and current measures which include engaging with media and public stakeholders; enhancing communication with communities; providing training and capacity development activities for governments counterparts; and interventions in response to individual protection cases, coordinate response with partners.

The third concerns the deteriorating socio-economic conditions affecting vulnerability of refugees with the continued reduction of subsidies, increase in prices for main food items, rent, utilities and services, and restrictions of employment opportunities for refugees. This will result in refugees' ability to cover their basic needs being diminished resulting in increased vulnerability, harmful coping mechanisms, and a potential breakdown of community protection mechanisms. This is being mitigated by improving vulnerability targeting, reviewing cash assistance level; undertaking socioeconomic, market and cost-of-living assessment with other UN entities; inclusion of refugee data in the national census (economic surveys); strengthening community-based interventions and case management with partners and State entities; including refugees in social protection schemes and improve livelihood programme targeting; post-distribution monitoring to understand the cash assistance impact and gaps; sensitization of different stakeholders on the impact of funding shortfalls and dire socioeconomic situation of refugees in Egypt; and aligning interventions with public policies and measures adopted by the government.

The fourth relates to the corresponding observed rise of negative attitudes towards refugees and asylum-seekers and that if xenophobic attitudes towards refugees increase, then refugees may face increasing instances of harassment and discrimination resulting in violence, increased vulnerability, GBV and harmful coping mechanisms. This is and will continue to be mitigated together with key Government of Egypt entities, by organizing awareness-raising activities and capacity building with civil society, media and other stakeholders; mobilizing legal partners to bring cases to the attention to Law Enforcement Authorities; conducting social media listening and trends analysis about refugees and asylum-seekers; liaising with relevant authorities; and developing joint targeted initiatives and social cohesion activities among the host and refugee communities, in coordination with government departments.

Main risks have been identified for **UNHCR Tunisia** as follows:

There is a risk that labour market needs and training skills are misaligned, leaving gaps in the labour market and refugees without livelihoods. To mitigate this risk, UNHCR with its partners will regularly conduct labor market assessments to ensure that training programs are responsive to job market needs. If it materializes, UNHCR will engage with local businesses and industries to tailor training programmes that meet their employment criteria. It will also align training needs with the needs of third countries for complementary pathway opportunities. Advocacy for international responsibility-sharing, including resettlement and complementary pathways opportunities will also be pursued, while at the same time mitigating the risk of creating unreasonable expectations by continuously engaging with refugee communities with regard to these prospects.

There is a risk that participants drop out of the training programme. To mitigate this risk a robust and solid identification and profiling system will be implemented to ensure all candidates selected for self-reliance programmes have undergone several interviews, demonstrated their readiness to engage in training or work opportunities and will include a trial period before further investment is made. The system will therefore act as a risk response by allowing available spaces to be filled on a continuous basis.

Please see the risk matrix in **Annex 4** for more information.

10. Exit Strategy

Egypt

Component of asylum transition: The overall goal is UNHCR's exit, in the sense of handing over the management of a complex asylum system gradually to the GoE with safeguards in place. The Danish funding is buttressed by complementary funding (see above under "COORDINATION, PARTNERSHIPS AND SYNERGIES" for details). UNHCR's exit strategy in Egypt is oriented towards a systematic transition of its operational responsibilities in the areas of reception, registration, and RSD to the GoE. This transformative approach aims to enhance the capacity of the GoE to undertake these essential functions, partly by establishing a national asylum system governed by a new legal framework. This framework is designed to enable the government to manage asylum procedures sustainably, in accordance with international standards. UNHCR's initiatives encompass institutional and capacity-building efforts across all levels of government, and with the engagement of actors including academia and development partners, thereby ensuring the long-term viability of the national asylum system. Additionally, these initiatives will address the socio-economic factors that impact both refugees and host communities, thereby fostering stabilization and social cohesion. This strategy is grounded in UNHCR's extensive expertise, drawing on lessons learned and best practices from asylum capacity development worldwide, particularly during transitions to government assumption of responsibility in countries such as Kenya and Türkiye. Recognizing that the success of this transition is contingent upon the adoption and implementation of the asylum law, UNHCR remains committed to providing ongoing support to the GoE throughout this process. This includes the development of a streamlined and efficient asylum system in collaboration with key stakeholders following the below transitional roadmap:

1) Phase before the adoption and implementation of the asylum law during which UNHCR carries out activities in preparation for the transition; 2) Asylum law has been adopted, gradual transition process; 3) GoE assumes full management of the asylum system, including reception, registration and RSD.

Moreover, it is important to note that post transition, UNHCR aims to enter into a joint quality assurance role with the GoE, during which it will be able to exercise its supervisory role as set forth in Article 35 of the 1951 Convention. UNHCR seeks to ensure a smooth handover of reception, registration and RSD functions to the GoE and to support the GoE throughout the process to ensure a seamless handover can be carried out. It should also be noted that many of the targets provided herein may need to be revised, based on the adoption of the law as well as discussion and agreement with the GoE with regards to joint

work during the transitional phase. Furthermore, depending on what transpires in Egypt during the project period, UNHCR Egypt may also need to revise budgets, for example, to be able to provide more support to the GoE, if requested.

Village Savings and Loan Association (VSLA) is a self-sustainable model and activity in itself. It allows beneficiaries to carry out their projects, including starting a business that can provide a stable source of income. VSLA is underpinned on an empowerment process, as the group is able to run independently after receiving training and technical guidance. As it's based on cycles and trust among the group members to support each other, it can be replicated over the years without further oversight.

For the **livelihood component**, the focus will be on sustainability from the early onset. This will be achieved by providing training in marketable skills and facilitating access to entrepreneurship for refugees, enabling them to start and expand market-driven businesses. Additionally, regular coaching, mentorship, and follow-up will be essential to ensure the growth and profitability of supported businesses. Finally, building networks with host communities through social cohesion activities will provide ongoing support and access to resources for refugees via existing local facilities after the program concludes. In 2022, 192 out of 200 sustained their businesses run by beneficiaries for more than 6 months, while in 2023, 221 out of 226 were still operating. This is evidence to suggest the long-term sustainability of these interventions, as well as that those benefitting from UNHCR's livelihood support are less inclined to move onward towards Libya/ Tunisia onto Europe.

Tunisia

For UNHCR in Tunisia, the exit strategy is equally designed with a focus on sustainability. The primary objective of the project is to empower refugees and asylum-seekers with skills that will enable them to sustain themselves economically. This approach not only addresses their immediate needs but also ensures that by the end of the project, a significant number of beneficiaries will have the skills and competencies required to either enter the labor market in Tunisia or qualify for third-country solutions through legal pathways such as labor mobility. These initiatives are deliberately designed to reduce long-term dependence on direct assistance, fostering self-reliance and enhancing the overall resilience of refugees.

The project is also geared towards facilitating third-country solutions, with a focus on labor mobility and educational pathways. This will provide long-term solutions for refugees who may not have the opportunity for local integration, with benefits extending after the project's lifecycle.

Working closely with the local NGO currently partnering with UNHCR has proven successful in building local capacity. This NGO will be supported to continue playing a vital role in delivering resilience programs, ensuring that it is equipped to carry forward specific initiatives where possible.

Finally, UNHCR's intervention will focus on advocating for and facilitating the participation of refugees in various opportunities, including those with the private sector. By placing refugees in local enterprises and enrolling them in vocational training programs with various training institutions, a network of sensitized partners will be established. This network could foster ongoing collaborations and support beyond the project's lifecycle.

Annexes:

Annex 1: Context Analysis – N/A

Annex 2: Partner Assessment - N/A

Annex 3: Theory of Change, Scenario and Result Framework - N/A

Annex 5: Budget Details

Annex 6: List of Supplementary Materials N/A

Annex 7: Plan for Communication of Results N/A

Annex 8: Process Action Plan for Implementation N/A

Annex 9: Quality Assurance Checklist or signed table of appraisal recommendations and follow-up actions taken, depending on whether the appraisal has been conducted by a development specialist N/A

ANNEX 6 Budget Details

Note: the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

UNHCR	2024	2025	2026	2027	2028	2029	Total DKK
Egypt							61.250.000
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							exchange rate
Output 2A Provision of asylum capacity development in terms of technical guidance and support to key government counterparts, including at local level, in furtherance of the adoption and implementation of a fair and efficient asylum framework, including with regards to access to territory	DKK 80.844	DKK 1.566.746	DKK 1.566.746	DKK 450.250	DKK 450.250	DKK 450.250	DKK 4.565.087
Assistant Capacity Building Officer National (AWF) - AOL	DKK -	DKK 257.409	DKK 257.409	DKK 257.409	DKK 257.409	DKK 257.409	DKK 1.287.045
Output 2B Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE in this regard	DKK 623.212	DKK 3.845.970	DKK 3.845.970	DKK 3.845.970	DKK 4.890.978	DKK 3.870.824	DKK 20.922.925
Output 2C (1) Provision of RSD capacity - SURGE exercise for backlog clearance (staffing) - AOL	DKK -	DKK 3.155.203	DKK 5.180.363	DKK 4.510.345	DKK -	DKK -	DKK 12.845.911
Output 2C (2) RSD regular staff and running cost (materials, and rent)	DKK -	DKK -	DKK -	DKK -	DKK 6.546.537	DKK 1.534.060	DKK 8.080.597
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to stabilize the refugee population in Egypt							
Output 3A: GBV survivors benefit from Village Savings and Loans Associations (VSLA programme)	DKK -	DKK 279.310	DKK 279.310	DKK 279.310	DKK 279.310	DKK 232.758	DKK 1.349.998
Output 3B: Livelihood support to refugees, asylum seekers and vulnerable host communities	DKK 74.710	DKK 647.173	DKK 647.173	DKK 647.173	DKK 647.173	DKK 508.033	DKK 3.171.435
Associate Partnership Officer - Secondment to GoE/ MoSS - AOL	DKK -	DKK -	DKK 556.560	DKK 556.560	DKK 556.560	DKK 556.560	DKK 2.226.240
MFAL Activities (5% of overall budget)							DKK 3.062.500
Subtotal Egypt							DKK 57.511.737
Indirect cost (6.5%)							DKK 3.738.263
Total Egypt							DKK 61.250.000
Tunisia							
Outcome 3: Support to protection and resilience activities to counter smuggling and trafficking with the view to enhance the protection of the refugee population in Tunisia							
Output 3A: Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand.							
Output 3B: Establish and enhance self-reliance opportunities that are directly linked to the local needs and in line with efforts to foster complementary pathways in third countries.	-	1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	8.215.962
Subtotal Tunisia							8.215.962
Indirect Support Costs (6.5%)							534.038
Total Tunisia							8.750.000
TOTAL UNHCR							70.000.000
Note 2: Please note that 2029 is: January to October (10 months)							
Note 3: Please note indirect Support Costs (ISC) ensures transparency, equity, and predictability in funding management, administrative, and program support costs. A fixed 6.5% ISC rate is applied to all							