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. 9

1. Overall purpose:	*For discussion and recommendation to the Minister*
2. Title:	Regional whole-of-route migration programme
3. Amount:	DKK 400 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

The Whole of Route Programme

Key results:

Reduced risks and vulnerabilities facing people on the move, due to better access to information and more tailored, responsive service provision, including in "hotspots"; More effective protection mechanisms for people on the move; A more conducive environment for migrants, due to better information and more balanced debate regarding the challenges and opportunities facing people on the move.

Justification for support:

To ensure more coherent and impactful approaches to migration through a "whole of route" approach, reducing the risks and vulnerabilities facing people on the move, and thus contributing to prevention of further irregular migration across migratory routes.

Major risks and challenges:

- Shifts in the political, economic, social and security conditions along migratory routes, which exacerbate risks and vulnerabilities facing people on the move;

- Challenges in coordination and coherence by consortia/consortium partners in pursuing a "Whole of Route" approach.

File No.	24/06800						
Country	Global						
Responsible Unit	MIGSTAB						
Sector	Migration						
DKK million	**2024**	**2025**	**2026**	**2027**	**2028**	**2029**	**Total**
Commitment	100	100	100	100			400
Projected Disbursement	50	77	82	87	52	52	400
Duration	5 years (11/ 2024 – 11/2029)						
Finance Act code.	§ 06.32.10.18						
Head of unit	Nicolaj A. Hejberg Petersen						
Desk officer	Clara Simonsen Tørsleff						
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 objective of the programme is to address – with an aim to prevent – irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment to people on the move along the Mediterranean migratory routes. The programme seeks to provide people on the move with options in their decision-making process by ensuring that they have access to reliable information and direct assistance and services, thereby allowing them to make safer decisions about their journey.

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)						
Budget item (DKK Million)	**2024**	**2025**	**2026**	**2027**	**2028**	**2029**	**Total budget**
Call for Proposal Consortia	50	75	65	65	50	50	355*
Unallocated (9 %)			15	20			35
MEAL unit (all 3 programmes)		2	2	2	2	2	10
Total budget	**50**	**77**	**82**	**87**	**52**	**52**	**400**

* Unallocated 10-15% of the consortium's budget or around DKK 35-53 million

The Whole of Route Programme

"Assisting people on the move and preventing irregular migration through a Whole-of-Route Approach"

Final Draft

Abbreviations

AMG	Aid Management Guidelines
AMiRA	Action for Migrants: Route-based Assistance.
A/WMR	Atlantic / Western Mediterranean Route
COMPASS	Cooperation on Migration and Partnerships to Achieve Sustainable Solutions initiative
CMR	Central Mediterranean Route
DAC	Development Assistance Committee
DKK	Danish Krone
EMR	Eastern Mediterranean Route
EU	European Union
FRR	Final Results Report
GCM	Global Compact on Migration
GDP	Gross Domestic Product
HRBA	Human Rights-Based Approach
IP	Implementing Partner
LNOB	Leaving No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
MENA	Middle East and North Africa
MHPSS	Mental Health and Psychosocial Support
MIGSTAB	Migration, Stabilisation and Fragility
MFA	Ministry of Foreign Affairs
MMC	Mixed Migration Centre
MOPAN	Multilateral organisations performance assessment network
NDICI-GE	Neighbourhood, Development and International Cooperation Instrument – Global Europe
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
SGBV	Sexual and Gender-Based Violence
SO	Strategic Objective
SRF	Strategic Results Framework
ToC	Theory of Change

UM	Ministry of Foreign Affairs
UN	United Nations
UIM	Ministry of Immigration and Integration
WoRP	Whole of Route Programme
3M	Mediterranean Mixed Migration

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1 Introduction

This programme document outlines the background, rationale and justification, objectives and management arrangements for Denmark's "**Whole of Route Programme** - Assisting people on the move and preventing irregular migration through a Whole-of-Route Approach" (hereafter the Whole of Route Programme or WoRP).

The programme is designed at outcome level based on the preparatory analysis prepared by Altai Consulting for the Ministry of Foreign Affairs (MFA) in April 2024. However, the final programme document will be formulated by the winning civil society consortium in a **Call for Proposals** process currently ongoing. Two consortiums are currently formulating full proposals for programme documents based on an Information Note (Annex 6) that is aligned with the present programme document and dictates the outcomes and overall objective of the programme. Thus, this programme document provides the framework for the future programme, where outputs and activities will be further defined as per the instructions provided in the information note. Everything below outcome level in this document is therefore only indicative or proposed outputs/activities.

The overall objective of the programme is to address – with an aim to prevent - irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment for people on the move along the Mediterranean migratory routes. The programme seeks to provide people on the move with options in their decision-making process by ensuring that they have access to reliable information and direct assistance and services, thereby allowing them to make safer decisions about their journey. 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.

It is a core pillar of Denmark's migration portfolio and is one of three programmes supported through the Danish Finance Act for 2024 pertaining to different responses to migration related issues. The other two programmes include the Regional Migration Governance Programme with a focus on the Mediterranean region, and the Capacity Migration Management Programme focused on enhancing migration capacity in countries of origin and transit.[1] Since the programmatic areas are highly interrelated and interdependent, a common strategic "chapeau" including a common theory of change has been developed to facilitate synergies and complementarities across the programmes, and to ensure efficient management and administrative arrangements. An overview of the "Joint Strategic Framework for the Danish Portfolio of Migration Programmes" is provided in section 2. The programme will complement existing (and forthcoming) programmatic interventions supported by Denmark, including humanitarian and development strategic partnerships. The programme complements the others in the portfolio, including in terms of linkages and coherence at global, regional and country level.

While no common standard definition of route-based approaches exists, the programme draws on the definition from the Danish Red Cross, which suggests that a route-based approach implies that assistance and protection is available to vulnerable migrants at all stages throughout their journeys, and that there is communication and cooperation along the main routes, between points of service, and across borders. As such, a route-based approach indicates a cross-border and interregional response addressing the needs of people moving along complex and evolving routes; that is, addressing the different needs in countries of origin, transit, and destination.

The programme seeks to enable Denmark to respond to ongoing and emerging priorities and mixed migration movements across migratory routes, working with civil society actors to provide flexible,

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[1] A fourth programme aimed at strengthening migration governance in Türkiye and Western Balkans is currently being formulated and will be subject to appraisal in 2025.

appropriate services, protection, and support geared towards addressing the various risks and vulnerabilities which characterise irregular migratory journeys. There are significant complexities associated with the pursuit of this objective, given the changing tendencies and dynamics along the migratory routes. The programme therefore takes a flexible and adaptive approach, described in further detail in Section 5. Inter alia, this was one of the recommendations of the internal review of Danish support to migration-related programming completed by the end of 2023.

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 WoRP and the envisioned 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" development strategy 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** (ToC), 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 objective of the overarching ToC is to enhance migration management in a safe, orderly and rights-based manner 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"[2] 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 **Whole of Route steering committee** will include representatives from relevant departments of the MFA along with relevant representatives of the consortium. 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

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[2] Denmark is financing a broad range of engagements on migration, including these programmes [henviser til hvad? Inkluderer det vores 190 mio og 110 mio?], 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.

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 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 four programmes** will be established, with 1-2 designated MIGSTAB staff members in charge of overall communication with the unit, please refer to the migration programmes for specific details.

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 envisioned regional programme for Türkiye and the Western Balkans will **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 these two 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 WoRP 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 Committees).

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 cross-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 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.

For the Whole of Route programme, the successful applicants will be asked to explore linkages and synergies with technical assistance and capacity building of duty bearers planned under the RMGP and the CAPACITY Programmes, as well as those implemented through other donors' support.

3 Context, strategic considerations, rationale and justification

3.1 Overall rationale and justification for the Whole of Route Programme

There are currently around 280 million migrants and refugees worldwide, which equates to 3.6 per cent of the global population. The number of migrants and refugees is growing moderately yet faster than the global population growth, with around one third of global migration estimated to be irregular. Migration is multidirectional, involving returns to countries of origin, often followed by back-and-forth movements, or migration onwards to new destinations.

Migration can be a powerful driver of development and improved living conditions for migrants and communities of origin, transit, and destination. Equally, development also has an impact on migration and migratory movement patterns. Whether and how migration contributes to sustainable development are primarily defined by how well migration is managed. Inadequate regular migration pathways and protection can leave people vulnerable to violence, exploitation and abuse.

Across various migration routes, countries are facing increased pressure to step up efforts to prevent irregular migration, combat transnational organised crime, including human trafficking and smuggling of migrants, and to strengthen border governance. Transit countries are particularly critical in this regard, given that they shape the conditions under which migrants decide to continue their migratory journeys, return to their countries of origin, or remain. In this way, engagement in transit countries can also serve as a preventive investment in relation to onward irregular migration. The preparatory analysis commissioned by the MFA also underlined this point, drawing attention in particular to the importance of addressing conditions in countries such as Tunisia, Morocco, and Türkiye.

The overall conditions across migratory routes vary significantly, as do the risks and vulnerabilities faced by people on the move. However, the provision of support and protection to people on the move is often focused on specific national settings and circumstances, losing sight of the interconnectedness across countries along the migratory routes. This lack of coherence and coordination ultimately undermines effectiveness and sustainability and limits the potential to address and prevent irregular migration flows further along the migratory routes. This programme seeks to address these challenges by supporting a civil society consortium that is present and operational across migratory routes and thus well positioned to strengthen coherence, coordination, and sustainability of "Whole of Route" approaches.

Accordingly, Danish migration interventions focus on irregular migration, seeking to *prevent* irregular migration by promoting legal pathways, *strengthen* migration management along the irregular migratory routes, and *promote* return and readmission.

This programme seeks to enhance the situation for people on the move along the Mediterranean migratory routes, address and prevent further irregular migration movements. In relation to the "whole of route" approach, its aim is to contribute to safer migration along the three main Mediterranean (and Atlantic) routes. It will do this by strengthening people's access to information, direct assistance and services (including possible forms of durable solutions) in countries of origin and countries of transit.

The programme is expected to cover several countries along the three main Mediterranean routes: the Atlantic/ Western Mediterranean Route (A/WMR), the Central Mediterranean Route (CMR), and the Eastern Mediterranean Route (EMR). It will have a particularly focus on transit countries (and so-called "hot spot areas" within those countries), given the acute risks and vulnerabilities faced by people on the move in such contexts.

In terms of indicative activities and approach, they could include support to migrants along key migratory routes, focusing on access to information, protection services, and community integration. In countries of origin, the programme places an emphasis on providing reliable information and counselling to potential migrants to help them make informed decisions. In countries of transit, the programme can, for example, establish community focal points to connect actual migrants with essential services. The programme can enhance the capacity of one-stop centres to deliver direct assistance, such as mental health support and legal aid, while ensuring a rights-based approach to migration management. Additionally, it will seek to promote social cohesion in host communities through advocacy, community engagement, and collaboration with media to reshape the migration narrative. Overall, the programme is designed to address vulnerabilities faced by migrants, by facilitating access to effective protection services and systems and more accurate information enabling migrants to make better informed decisions, including on alternatives to irregular migration as well as foster inclusivity within host societies. Indicative activities are described in further detail in section 5.1.

3.2 Context

Migration flows converging towards the Mediterranean and Europe are complex and frequently shifting. People find themselves on the move for diverse socio-economic, political, and environmental reasons, while migration policies of transit and destination countries also strongly influence patterns of migration flows.

The programme design is informed by the preparatory analysis prepared for the MFA in April 2024. The analysis provided an up-to-date mapping of trends and dynamics across the three migration routes, presenting a number of recommendations regarding this programme's focus countries and approach, also drawing on key good practices and lessons learned in relation to operationalising "Whole of Route" approaches. The graphic below reflects the migratory routes which were the focus of this analysis, and which in turn shape the geographic focus for this programme going forward.
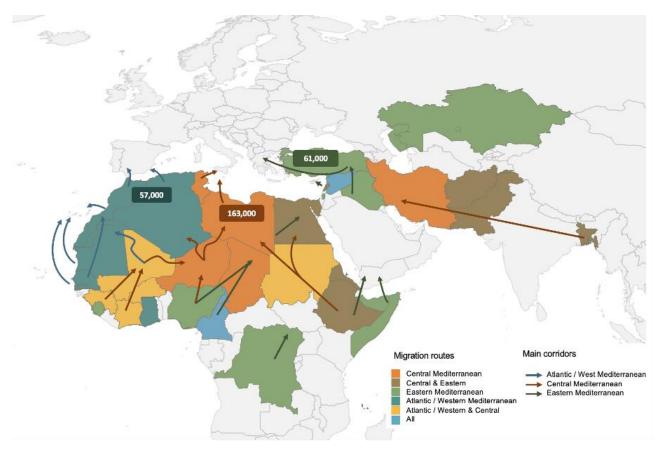
Figure 1: Mobility trends along the Atlantic/West, Central and East Mediterranean routes[3]

The **Atlantic/Western Mediterranean Route (A/WMR)** refers to arrivals in Spain from North and West Africa via sea passages; across the Strait of Gibraltar from Tangier to Tarifa and a land route through the enclaves of Ceuta and Melilla. It also encompasses departures by boat from Morocco, Mauritania, Senegal and The Gambia to the Spanish Canary Islands. Since 2020, the Atlantic sub-route has been recording more arrivals than the Western Mediterranean Route – meaning more arrivals to the Canary Islands than to the Spanish southern coastline. In 2023, the top nationalities along the A/WMR were Senegalese (18,100), Moroccans (14,400), Algerians (6,600), Malians (5,900) and Gambians (4,400).

The **Central Mediterranean Route (CMR)** refers to arrivals in Italy and Malta from North Africa, often by people first travelling from West Africa, but also from Bangladesh or Egypt. Tunisia became the most popular country of disembarkation for the CMR in 2023. Early trends from 2024 show a significant decrease in arrivals to Italy compared to January 2023, and Libya has overtaken Tunisia again as the main country of embarkation on the CMR. In 2023, the CMR was mainly used by irregular migrants coming from Guinea (18,600), Tunisia (18,100), Côte d'Ivoire (16,100), Bangladesh (14,300) and Egypt (11,700). Between January 2014 to June 2023, the route claimed more than 22,000 of a total 28,000 migrant deaths and disappearances in the entire Mediterranean. Arrivals on the CMR have sharply increased since 2020, with a 54% rise over the last year only. Explanations include an increase in departures by Tunisians, but also by Sub-Saharan Africans, departing from Tunisia. In 2023, Tunisia was the main country of departure on the CMR with over 97,200 sea arrivals coming from Tunisia against 52,300 arrivals from Libya to

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[3] Source: Numbers come from Frontex for 2023. Lines can refer to movement by land, air or sea (ex. Typically Bangladeshi join the CMR by air to Libya or Tunisia). Country colour codes correspond to the top 15 nationalities (on average) between 2020 and 2023. Also note that the border between Western Sahara and Morocco is not represented in this map for simplicity's sake. This does not represent an endorsement of a particular political position.

Italy. Departures of Tunisian citizens (along the CMR) rose from 2,600 in 2019 to over 18,000 in 2022 and 2023, which some reports attribute to the accelerating economic challenges that Tunisia has been facing since the onset of the COVID-19 pandemic. Economic difficulties associated with COVID-19 also led a growing number of sub-Saharan migrants who were already living in Tunisia to make the crossing to Europe after losing their informal jobs. Many sub-Saharan migrants legally arrive in Tunisia by commercial air travel, given the numerous visa procedure agreements between Tunisia and sub-Saharan countries, particularly in West Africa.

The **Eastern Mediterranean Route (EMR)** consists of the sea and land route from Türkiye to Greece and the sub-routes via Bulgaria and Northern Cyprus, as well as the sea route from Lebanon to Europe (mostly to Cyprus or Italy), which has recently been on the rise. Türkiye is the main transit country for this route. In 2023, nationals from Syria, Afghanistan, Palestine, Türkiye and Somalia mostly used the Eastern Mediterranean route. According to UNHCR, 2,670 individuals departed or attempted to depart irregularly from Lebanon by boat in the first nine months of 2022, compared to 1,137 during the same period the year before. Most of those boats intended to reach Italy, a shift from recent years when Cyprus was the primary intended destination.

Arrivals on the three Mediterranean routes have been on the rise since 2020 despite a slight drop on the A/WMR between 2020 and 2022. In 2023, arrivals on the CMR represent 58% of the total arrivals along the three routes, with the EMR and the A/WMR representing 22% and 20% respectively. A major trend for 2024 is the sharp rise of arrivals on the Atlantic Route, (12,000 in the first two months of 2024 against 2,000 during the same period in 2023), with a majority of Malians using that route (representing more than half of the detected arrivals).

Political dynamics – both in relation to ongoing conflicts, insecurity and domestic politics in countries of transit – continue to shape migrant flows and patterns. There are several recent examples of this across each of the aforementioned migratory routes.

Egyptians and Bangladeshi migrants increasingly use the CMR, using Libya as a transit country. An increasing number of Egyptians have also been using the CMR and no longer directly go from Egypt to Greece. This relates to law enforcement measures taken in Egypt in the aftermath of the capsizing of a boat off the coast of Egypt in 2016, during which 200 migrants died or went missing. More and more Bangladeshi migrants are also detected along the CMR, from 4,000 in 2020 to 14,000 in 2023. This rise may have been related to an overall increase in the number of arrivals and not necessarily to a change in migration routes. Many Egyptian and Bangladeshi migrants legally enter Libya with official visas, often using air transport, before seeking out smugglers in Libya to cross the sea to Europe. As such, over a third of Bangladeshi migrants from interviewed by IOM in 2022 reported having travelled to Libya via Türkiye. Another third had either travelled directly from, or transited via the United Arab Emirates. A minority (13%) had travelled from Bangladesh via Egypt.

In 2023, Greece registered the most arrivals on the EMR, followed by Bulgaria, while arrivals to Italy and Cyprus decreased when compared to 2022. Increased departures from Türkiye over the last years can be linked to a deteriorating relationship between migrants and host communities in Türkiye. These are in part due to the COVID-19 crisis and the early 2023 earthquake. The disaster put even more pressure on both host communities and migrant populations. The latter were particularly affected: more than two million refugees under international and temporary protection previously resided in the eleven provinces affected by the earthquakes.

The lack of access to reliable information is a key factor, which exacerbates the vulnerabilities and risks facing people on the move. People on the move tend to rely on their social networks – and other migrants they meet along the way – for information, using social media and face-to-face interactions to gather information. Smugglers are one such source of information, and misinformation and distorted information is pervasive, shaping decisions migrants make about current locations and onward journeys.

The profiles of people on the move and main risks they face on the road vary significantly depending on the routes and transit countries. Their profile (as reflected in the preparatory analysis) has also particular implications in relation to protection and human rights considerations. Between 2019 and 2022, on average 76% of detected entries on the CMR and A/WMR were men, 15% children – including 11% by Unaccompanied and Separated Children (UASC), and 9% were by women. In 2023, migrants from West Africa moving towards Europe (mostly via the A/WMR and CMR) tended to be more mostly male (49% as opposed to 24% women and 27% children), single (81%) and tended to travel in groups (67%). Interestingly, those intending to travel to Europe were on average younger (26 years old) than their counterparts travelling to North Africa (28) or the rest of West and Central Africa (32). There were also more likely to be single. According to a specialised IP interviewed as part of the preparatory analysis, over 20% of arrivals to Europe from West Africa are children, many of whom are unaccompanied. Particularly vulnerable populations along the CMR and A/WMR include mostly UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify.

The **risks** range from extortion, kidnapping, physical and sexual violence, forced returns and detention and lack of access to basic services including food, water and health care. In **West Africa and Central Sahel**, the main protection issues mentioned by migrants tend to be physical violence, theft (especially in urban areas, of migrants travelling with large amounts of cash), corruption (e.g. at the borders) and extortion. In **North Africa,** on the other hand, protection incidents tend to be more severe, with kidnapping, ransom requests, SGBV and exploitation being cited more often. Instances of misconduct by border guards and law enforcement agencies are also regularly reported. On the EMR, risks also vary by country; for example, for Afghans in some countries, the main risks include physical violence or shooting at the border while in others, physical violence is still present, but the risk of theft, detention and possible refoulement are higher.[4]

Particularly vulnerable populations along the CMR and A/WMR include UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify. With regards to children and youth, the UNHCR 2019 report Live, Learn and participate for example cited "75% of children and youth who took the CMR reported to have suffered some form of exploitation, including human trafficking".[5]

The preparatory analysis shows that the most vulnerable populations along the EMR are the increasing number of children, especially UASC, and women-at-risk who are often more subject to SGBV compared to men.[6] They may also be subjected to trafficking, although there is very little actual information on human trafficking. As an implementing partner in Izmir noted "we have been working on irregular migration in Izmir since 2016 and have never heard of a single victim of trafficking. It's impossible".

The MFA does not seek to limit or pre-define the programme's focus on specific vulnerable populations, and would prefer that the successful consortium seek to address vulnerable groups in ways which are appropriate and sensitive to the activities and locations proposed. In this way, the consortium is encouraged to place particular emphasis on the priorities and perspectives of local organisations, while also strengthening local organisational capacity in addressing vulnerabilities, including in relation to the capacity to provide psycho-social services

The main needs reported by migrants and IPs are overall quite similar across the three routes, though with some specificities based on the country/ies of transit and the mode and length of travel (migrants who were able to at least travel part of the way via plane are likely to have faced less danger and violence than those travelling by sea or bus across the desert). Across each of the routes, challenges

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[4] Altai.
[5] UNHCR, 'Live, Learn and Participate', June 2019.
[6] Altai.

pertaining to access to livelihoods and informal jobs are frequently cited, though this is seen as a particular challenge in CMR and EMR.

On the **A/WMR**, in Morocco as a key transit country, interviewees mentioned access to basic services, shelter and information / help with administrative procedures (with regards to residency but also to registering births) as important unmet needs. The needs on the **CMR** are similar with cash, shelter and protection also coming on top. The CMR is characterized by long, complicated travels through difficult terrain (the Sahara desert) and situations in some of the most dangerous areas (Libya, the borders with Algeria and Libya, the north of Niger and Mali). In countries like Libya, the needs for protection in general, including health, SGBV and Mental Health and Psychosocial Support (MHPSS) are immense.

On the **EMR**, basic needs – including cash or access to work -, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular migrants' needs are largely driven by their irregular status, which impedes their access to basic services. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time.

Finally, the preparatory analysis also identified areas along the routes with heightened risks and gaps and a need for an enhanced *focus* of these heightened risk and hotspot areas including countries of transit, such as Morocco, Tunisia and Türkiye where people on the move end up with many protection and livelihood needs. This finding and recommendation was also confirmed by UNHCR.

The MFA has deliberately chosen not to specify the geographical scope of the programme in order to provide it with maximum flexibility. Synergies with the other migration-related programmes (also geographically) will be discussed in the Steering Committee. In this regard, the selected consortium partner(s) is expected to clearly justify the choice of countries of intervention.

3.3   Geography

The programme is route-based and will cover main transit points in key countries along the three Mediterranean routes. Given the available budget, and to maximise the programme's impact, it will be implemented in a limited number of countries (and, within them, specific areas) for i) their strategic location along the routes and therefore high number of migrants transiting through, ii) their significant identified gaps in terms of services available for mixed migrants, iii) countries that are strategic / accessible for Danida and implementing partners. Tentatively, the locations listed below could be considered in the programme. The actual activity locations will be defined by the implementing partner(s).

- **Findings show that it will be key for the programme to include activities at disembarkation (and near crossing) points** – where migrants who attempt to cross to Europe and are caught and sent back finding themselves in very vulnerable positions. Findings also show that it will be key to focus on cities and other key mixed movement locations, where services accessible to migrants often lack. The awareness raising component could be incorporated in both countries of origin and most identified countries of transit since they are themselves often also countries of origin (e.g. Morocco, Türkiye, Tunisia, Egypt and to a certain extent Iran).

- In **Morocco**, the programme could focus its activities in the southern part of the country, including Agadir, and in the North East, including Tangier, Oujda and Nador. The programme could also consider targeting Casablanca as it is a significant hub for migrants (due to the presence of the airport and because of potential employment).

- In **Tunisia**, the main areas of focus would be the border with Algeria, notably near Kasserine, with Libya (near Ben Gardane) as well as key transit locations such as Sfax.

- In **Senegal**, the programme could target main areas of departure and crossing points (Kayar, Mboro, Fass Boye, Lompoul, Fatick, Ziguinchor) as well as urban centres like Dakar, Thies and Saint Louis that can be first stops for Senegalese migrants before engaging in an international migration journey.

- In **Guinea**, border areas with Mali and Senegal like Kouremalé and Nafadji in the Northeast, and Boundoufourdou in the North would be targeted, as they are key crossing points for people on the move. Urban centres that are departure points would also be targeted: Conakry, Kindia, Labe, Mamou, Faranah and Kankan.

- In **Niger**, the operations would focus in the Agadez region, targeting Agadez itself but also (if necessary, through mobile operations) border areas with Algeria and Libya (such as Arlit, Dirkou and Assamaka).

- In **Egypt**, the programme could target urban areas where people on the move mostly live in (Giza, Cairo, Alexandria, Kalyoubin, Sharkia, Damietta, Dakahlia, Menoufia, and Matrouth), key transit points for new arrivals from Sudan (Arqeen and Qustol, in the South, as well as Karkar and Aswan or Wadi Halfa at the border) and for those exiting the country in the North (via Salloum towards Libya). Eventual counselling and work raising awareness on the risks of irregular migration could also target the provinces from where most Egyptians are leaving for Europe (although the Egyptian government is already implementing such campaigns with little effect).

- In **Libya**, the most vulnerable can be found in detention centres. Disembarkation points could also be important areas of focus. In addition, the border area with Chad and Sudan, the so-called "triangle area" is considered one of the most dangerous, with access points in El Fasher (Sudan), Al Kufrah and Sabha (Libya). The latter two are highlighted by UNHCR as particularly in need of some sort of Humanitarian Service Point (HSP). Finally, most of the departures take place from the western coast near Tripoli with Sabratah having surged since 2022 and there is a new rise in the East from Tobruk where support could be useful.

- **Chad's** situation is more marked by a considerable growth in the number of refugees and asylum-seekers from Sudan and an ensuing humanitarian emergency situation. Yet, places like Ounianga-Kebir and Faya-Largeau in northern Chad see important flows of mixed migration and are highlighted by UNHCR as needing HSPs to help deal with these flows. In addition, it could be worth deploying support to gold-bearing areas like Tibesti, near the border with Libya, as mixed migrants tend to congregate to these areas to work in the mines to support their onward journey.

- Similarly, **Sudan** is dealing with massive emigration due to the ongoing conflict. Some areas that could particularly need HSP-type support include Dongola in the north of the country on the way to Egypt or Libya.

- In **Türkiye**, the programme would target the western coast, from Marmara to Cannakale, including Izmir and could also consider focusing if possible on Van (a major crossing area for Afghans) and Istanbul where there is a large presence of irregular migrants.

- **Iran** is one of the countries on the EMR that sees the most amounts of violence and deaths of migrants, particularly of Afghans. Many of the incidents take place at the borders with Afghanistan and Türkiye.

In the Call for Proposal process, as applicants move ahead with proposals, the geographical focus of their proposed interventions should be related to a **mapping of the proposal of services already being provided in the chosen locations and what concrete gaps remain that the proposed intervention would be able to address**. Applicants are also asked to elaborate on how their interventions will be

interlinked with other relevant initiatives in the relevant locations and how they intend to coordinate with other actors working on providing similar support and services. In all cases, **mobile operations** should be considered in order to be able to adapt to the rapidly changing migration routes and therefore needs.

3.4 Strategic framework

3.4.1 International policies

Migration is an integral part of the 2030 Agenda for Sustainable Development. In particular, the programme is consistent with Target 10.7 to facilitate orderly, safe, regular and responsible migration and mobility of people, in accordance with the Global Compact for Safe, Orderly and Regular Migration (GCM). Similar, the Global Compact on Refugees aims to ensure that host communities get the support they need and that refugees can live productive lives. The GCM is the first-ever UN global agreement on a common approach to international migration in all its dimensions. Yet, the GCM is a non-binding document that respects states' sovereign right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration. It includes 23 objectives for Safe, Orderly and Regular Migration and a number of important guiding principles, including: data for evidence-based policies, minimize adverse drivers and structural factors, providing accurate and timely information, availability of pathways for regular migration, access to basic services, strengthen responses to smuggling and trafficking, manage borders in a collaborative manner, and safeguard conditions that provide access to decent work.[7]

Protecting women, girls and children on the move (at heightened risk of SGBV, human smuggling and trafficking) and providing support to host countries along migratory routes is also one of five main priorities in the EU's development interventions regarding migration under the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI-GE). This focus is reflected in the Team Europe Initiatives for the A/WMR and the CMR, in which Denmark participates. Under NDICI, a number of initiatives geared towards the reintegration of returnees are taking place across Sub-Saharan Africa (including in partnership with IOM). While some of these take a regional focus, others are geared towards specific country contexts such as Guinea-Conakry, and Côte d'Ivoire, where programmes focus on strengthening migration management, information campaigns as well as the capacities and strategies of national civil service. NDICI also supports similar efforts in Iraq. The programme will draw on lessons learned and complementarities with relevant NDICI-supported activities in the focus countries, and on existing channels of engagement to capture insights from such programmatic engagements to inform this programme's approach throughout the implementation period.

In April 2024, the European Parliament adopted ten legislative texts to reform European migration and asylum policy as agreed with EU members (also referred to as 'The Pact on Migration and Asylum''. The new legislation reflects a notable focus on whole-of-route dynamics, highlighting the importance of ensuring protection and responding to the needs of migrants and refugees along migratory routes towards Europe. The legislation references the importance of comprehensive approaches to migration management, including engagement across migratory routes in a more coherent manner, while also highlighting the preventive purpose such an approach can have.

The programme will also align with the OECD-DAC guidelines pertaining to migration-related activities in Official Development Assistance (ODA).[8] According to the OECD, a key element for a programme

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[7] Global Compact on Migration, A/RES/73/195, 11 January 2019

[8] https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm

to be ODA-eligible is to aim primarily to promote development in the recipient country (countries), rather than to address domestic concerns in donor countries. The DAC has agreed on a set of principles and criteria to guide ODA reporting in these situations, with a view to preserving the integrity of ODA.

The guiding principles underpinning this approach include:

i) Development as a primary purpose;
ii) No diversion of ODA towards donors' immediate interests on migration;
iii) Mutual benefits recognised by developing countries' interests remain at the centre of ODA eligibility;
iv) ODA is aligned with development, humanitarian and human rights objectives and principles;
v) ODA integrity is preserved through a focus on developing countries' main benefit.

3.4.2 Danish policies and strategies

The 2024 Finance Bill and the Government's priorities for Danish Development Cooperation clearly demonstrates the interconnected nature between climate change, migration, and conflicts, and the importance of addressing these challenges in a coherent and integrated manner. In this context, addressing irregular migration is one of four main lines of action articulated in the Finance Bill and this programme can be seen as responding to a clear priority.

The programme aligns with a number of the objectives articulated in "The World We Share" development cooperation strategy, particularly Objective 2 which focuses on addressing irregular migration and helping more people better along key migration routes. The objective reflects Denmark's commitment to supporting innovative approaches and for a more just and human asylum system, while also helping more people better along key migration routes – thereby preventing refugees and irregular migrants from ending up in vulnerable situations. The strategy also seeks to strengthen cooperation regarding voluntary return of persons without legal residence in Denmark. In this context, the programme can be seen as an essential contribution towards Denmark's foreign policy and development objectives pertaining to strengthening the collective ability to address irregular migration in a more just, humane, and effective manner, centred primarily around strengthening the capacity and ownership of States that are both countries of origin and transit countries.

The programme also aligns with a broader set of objectives included in "The World We Share". Objective 1 reflects the linkages between irregular migration and displacement and the importance of preventing poverty, and pursuing development dividends, including in relation to livelihoods and social safety nets. Similarly, Objective 3 reflects Denmark's focus on preventing humanitarian crises, and includes a particular focus on leading innovative, long-term and solidarity-based solutions for refugees and internally displaced people and their host communities in conformity with the Global Compact on Refugees.

The programme can 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 the focus on particularly vulnerable groups. In practice, this will likely entail a particular focus on women, girls and boys, who are particularly exposed to certain types of risks along migratory routes, as is described elsewhere in this document.

Altogether, much of Denmark's humanitarian and development assistance can be seen as contributing to addressing the structural causes of irregular migration and displacement as they pertain to crisis response and humanitarian assistance, as well as in relation to development interventions pertaining to livelihoods, education, health, and well-being. Denmark underlines a "whole-of-route approach" to migration management with support to countries of origin, transit and destination to better assist more people along key migration routes and prevent people on the move from ending up in vulnerable situations. This

particular programme is seen to have a particular focus and comparative advantage, and is geared towards advancing "whole of route" approaches to addressing irregular migration.

In this way, the programme also complements other migration-related programming, including those pertaining to regional migration governance, and capacities for migration management and return, readmission, and reintegration.

3.5 Past results and lessons learned

This programme builds on lessons learned from previous internal and external migration programming, including programmes aiming for a "Whole of Route" approach. Across these experiences, which are detailed further in Table 1 and the subsequent text, the importance of flexibility and adaptability is frequently cited. Due to the fluctuating situation across migratory routes, it is difficult to predict the operational environment within the five-year timeframe of the programme. Yet, the most likely scenario is that migration towards the Eastern, Central and Western Mediterranean routes will continue. 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.

The findings and recommendations from the *Review of Danish migration related engagements (2018-2022)* provide clear pointers for the design of Whole of Route programme, including focus on results framework, results/outcome harvesting, manageability of the programme (including easing of the administrative burden) and streamlined administrative structures.

Table 1: Summary of lessons learned derived from the review and the programme response

Topical area	Summarized recommendation by Review report	Programme 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 WoRP seeks to provide a more coherent programmatic response across migratory routes, with a focus on areas of acute vulnerability.
	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 reflected 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 into fewer, bigger grants.	The consortium approach seeks to leverage INGOs with a significant footprint, operational presence, and programmatic track record of "whole of route" programming across the three migratory routes, and to have the lead consortium partner work closely with local civil society and authorities. This approach enhances prospects for programmatic coherence, while also reducing the management burden.

Anti-Corruption and SEAH	Address the risk of cases of misconduct including corruption and SEAH in a more systematic manner.	Will guide the 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 the programming of individual projects.
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 consortium approach also seeks to reduce the management burden.	The WoRP management arrangements intend to do that under the Joint Strategic Framework for the Danish Portfolio of Migration Programmes, see section 2.
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 across the migration programmes, and set-up of Steering Committees in Denmark and relevant countries, also see section 2.
	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	Will guide the set-up of the management arrangements and the programming of projects. The engagement of an external MEAL capacity covering all the new migration programmes will also bolster the MFA's ability to address this recommendation.

Further lessons and observations are highlighted in the preparatory analysis undertaken by Altai Consulting. Key observations are summarised here and a fuller version is included at Annex 5.

As cited in the analysis, significant funding is being spent along migratory routes by a number of donors on a variety of topics related to mixed migration. It is estimated that Team Europe Initiative (TEI) donors contribute EUR 4.27 billion to programming on mixed migration in the 19 countries covered by the two Team Europe Initiatives on the CMR and the A/WMR, including 40 % on protection and assistance to migrants and refugees (including many large scale programmes on durable solutions for refugees and IDPs and resilience programmes in areas known to host significant displaced populations) and 34 % to issues related to trafficking in people and smuggling of migrants.

The Altai report also highlights a number of lessons learned and good practices from this programmatic footprint. These include:

- Whole-of-Route approaches appear to be relevant when looking at supporting the needs of people on the move, especially when it comes providing support to the most at-risk with protection services. Applying a route-based approach enables a better understanding of migration dynamics.
- Cooperation between partners and across countries is key and requires a clear definition of roles and responsibilities from the start of the programme, as well as clear coordination mechanisms and data sharing protocols. A best practice is for coordination between country teams to include

implementation staff to ensure the sharing of best practices, tools and approaches that could be adopted for common issues.

- The use of Humanitarian Service Points (HSPs) set up along migration routes has proved to be an effective means of facilitating access to services to people on the move, and for ensuring a greater degree of consistency and coherence across "whole of route" approaches. Such centres, or 'kiosks', are an effective way to provide assistance and protection services to mixed migrants in need.
- Whole of Route programming remains complex and difficult, requiring a strong focus on sustainability (e.g. through localisation and working with the local authorities and local stakeholders), and substantial investment over time, alongside adaptive and flexible operational modalities.
- Lessons learned from UK-supported "whole of route" programming also pointed to the need to be more deliberate in addressing gender-sensitivities and gender-specific barriers to accessing and benefitting from assistance, including in relation to human rights based approaches, gender considerations, and specific risks pertaining to counter trafficking/ smuggling

The Altai preparatory analysis provides valuable complementary insights regarding lessons learned and good practices which the programme will seek to build on.

Strengths and weaknesses of whole of route approaches

Despite the growing focus on "whole of route" approaches, the fluid and complex nature of migratory routes and the lack of a broadly agreed upon definition on the characteristics of what comprises a "whole of route" approach has led to a variety of programmatic responses. As reflected in a lessons learned study commissioned by the UK FCDO in relation to UK supported "whole of route" programming in the CMR migratory route, the lack of a clear problem statement from the outset of "whole of route" programming has also been as a key challenge in ensuring a rigorous, coherent, and impactful approach to "whole of route" programming.
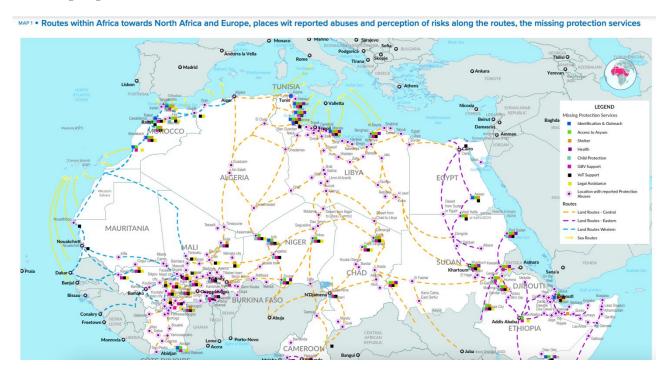
Whole-of-Route approaches appear to be relevant when looking at supporting the needs of people on the move, especially when it comes to protection services. Several stakeholders engaged with during the scoping and preparatory work undertaken during the formulation of this programme – including UN agencies, INGOs, duty bearers, and people on the move – have pointed to the absence of coherent and connected programming across migratory routes, which leverage and strengthen localised approaches. This programme seeks to combine these two features. Applying a route-based approach enables a better understanding of migration dynamics. Considering the heterogeneity of profiles and needs along the routes, a route-based approach also enables a better understanding of the needs and protection risks, ensuring that no one is left behind. Route-based approaches, when successful, enable different implementing partners (IPs) working across borders to share data, pool expertise and therefore get a better vision of needs and realities along the entirety of the migration routes. Finally, route-based approaches can help increase the visibility of the services offered along the routes, thus strengthening the awareness of and access to services.

Whole of Route approaches and consortium structures

The preparatory analysis also pointed to a number of lessons learned pertaining to existing consortia-based approaches to whole of route programming. Cooperation between partners and across countries is key and requires a clear definition of roles and responsibilities from the start of the programme, as well as clear coordination mechanisms and data sharing protocols. A best practice is for coordination between country teams to include implementation staff to ensure the sharing of best practices, tools and approaches that could be adopted for common issues. Lessons from route-based programmes show that it is challenging to avoid implementing in silos when programming across borders. Contexts vary greatly

across countries, and different IPs are often in charge of different countries within the same programme. This comes with different working cultures and bureaucratic layers. If communication and coordination between countries and actors remain limited, programmes may fall short of achieving a route-based approach. Better communication, however, is needed to increasing beneficiaries' trust and HSPs' visibility. The lack of a systematic data sharing system across HSPs (and various NGOs and UN agencies) currently presents a barrier to further efficiency, and would be an important element to consider in relation to the programme (and the call for proposals).

Providing integrated and accessible services and support to migrants in a sustainable manner

The use of HSPs set up along migration routes has proved to be an effective means of facilitating access to services to people on the move, and for ensuring a greater degree of consistency and coherence across "whole of route" approaches. Such centres, or 'kiosks', are an effective way to provide assistance and protection services to mixed migrants in need. A wide variety of centres exist, from the HSPs set up by the IFRC national societies, the multi-purpose service centres set up by IOM and UNHCR, the Migrant Response Centres (MRCs) and transit centres set up by IOM, ICMPD' MRCs or the community centres managed by TRC and ASAM in Türkiye. They vary by targeted populations and services offered. Despite the presence of such services, the provision of services is often inconsistent across migratory routes. Similarly, the kinds of risks and vulnerabilities also varies across different areas of migratory routes. Taken together, this results in certain parts of migratory routes presenting dangerous challenges to people on the move, as the contextual risks coupled with the lack of sufficient services serves to magnify vulnerabilities. The map below highlights the various kinds of protection risks (and the associated service gaps) along migratory routes, with such data presenting valuable insights that can inform this programme on an ongoing basis.

MAP 1 • Routes within Africa towards North Africa and Europe, places wit reported abuses and perception of risks along the routes, the missing protection services

The preparatory analysis has also pointed to the importance of working through community-based organisations and by engaging within migrant networks, given the reliance of migrants on peers, smugglers, and community networks, coupled with lack of awareness and understanding of the kinds of services and support which NGOs and UN agencies can provide (and the policy/ legal environment in which they operate).

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Drawing out lessons learned from similar kinds of programming

By its very nature, "whole of route" programming remains complex and difficult, requiring a strong focus on sustainability (e.g. through localisation and working with the local authorities and local stakeholders), and substantial investment over time, alongside adaptive and flexible operational modalities. For these reasons, it is a relatively nascent area of programming, and there are few existing examples from which to draw lessons. Having a lead partner in this programme seeks to avoid these dynamics and ensure a greater degree of coherence and connectedness across borders.

The Action for Migrants: Route-based Assistance programme (AMiRA) led by the British Red Cross and implemented by the National Societies of the Red Cross Red Crescent Movement and with one external actor (INTRAC) in charge of the learning component. AMiRA is a good example to learn from given the similarities with this programme. The AMiRA programme provided support to vulnerable migrants across Niger, Burkina Faso, Guinea, Mali, Sudan and Egypt and was conceived as a route-based programme that would provide basic needs and protection services for migrants moving along migratory routes. While the programme overall was deemed relevant and effective in the services it offered to migrants on the route, according to an evaluation it did not implement an adequate route-based approach. According to the programme's final evaluation[2], a route-based approach is of greater added value in mixed migratory movements that involve a number of transit countries and regions. While this approach was necessary and relevant in AMiRA's context, it did not become fully operational. The main challenge was that the specifics of what a route-based approach would entail and how it should be put into place, as well as who should be responsible for overseeing it, had not been well articulated from design and inception and was thus not well understood by the implementers. The concept of the route-based approach was interpreted in different ways and was not defined until very late into the programme, including by the donor.

Furthermore, coordination between AMiRA countries was difficult, and communication remained siloed and insufficient. According to the evaluation, this could have been different if the relevant resources had been allocated, for example by strengthening the role of the Contract Managers Steering Group, or by creating a route-based approach manager position. The route-based approach manager could have set up a working group, devising route-based approach indicators and tools, and training countries and implementers on these tools. A clear definition of roles and responsibilities within the governance structure would have helped, along with a common definition and vision of what it means to implement a route-based programme. When it comes to communication, reports show that high-level communication was emphasised over field-level communication, leading to missed opportunities with regards to sharing practical operational information across partners. AMiRA staff reported challenges in prioritising information sharing in the face of complex implementation contexts, facing constant visible need from beneficiaries.

This shows that sufficient time and financial resources for communication have to be invested at two main levels: i) across countries with dedicated staff being responsible for attending cross-country meetings or in-person peer exchanges, and ii) within each country, to ensure that 'knowledge holders' who attend key meetings pass on the information to field staff. AMiRA staff also reported feeling that they should dedicate their limited analytical resources to donor reporting requirements. Such requirements could form the basis for cross-country communication and data sharing. This could work if common indicators are developed across countries, enabling rapid analysis and comparison, and if donor requirements combine key data points that are useful both for donors and implementers, encouraging implementing staff to prioritise such analysis. This requires each IP to have a strong MEAL system and team with sufficient time dedicated to designing the programme logical framework, finding

the right balance between donor requirements, cross-country communication and avoiding placing extra burden on the implementing teams.

Insights regarding adaptive programming and rapid funding mechanisms

Given the high volatility along the migration routes and the fast-shifting trends and needs, it is crucial for programmes to keep an up-to-date understanding and monitoring of the targeted routes. In order for programming to remain effective and relevant in the face of significant complexity influencing migratory flows and patterns across the three routes, ensuring ongoing analysis, monitoring, and adaptive programming is critical. The preparatory analysis commissioned by the MFA identified a good practice in relation to the way the Mediterranean Mixed Migration (3M) programme[9] incorporated research and learning into its main objectives. The research conducted by MMC included regular and context-specific analysis covering migrant profiles, drivers, decision making processes, their level of access to information, as well as data on protection violations and needs on route. While the research was deemed to be comprehensive and to inform operational and policy responses, the evaluation also found that, unfortunately, insufficient communication between consortium members limited the relevance of the research products to the programming and activities. This highlights the importance of setting clear communication channels across actors, and to dedicate sufficient resources into the rapid dissemination and uptake of research products by consortium partners.

Importance of addressing vulnerable populations and "hot spot" areas

While many people on the move face varied levels of vulnerable and risk, "whole of route" programming supported by other donors to date have had varied approaches and track records towards addressing vulnerable populations. This is particularly the case in so-called "hot spots", where levels of risk are magnified by a lack of effective protection or other services. Lessons learned from UK-supported "whole of route" programming also pointed to the need to be more deliberate in addressing gender-sensitivities and gender-specific barriers to accessing and benefitting from assistance.

3.6 Aid effectiveness

The programme's approach to optimising aid effectiveness draws from its alignment with the international strategic framework provided, inter alia, by the Global Compacts on safe and orderly migration and refugee protection, and other international development and migration related programming, including from the EU. It operates at the beneficiary-level and complements the other Danish migration programmes. Implementing partners will link into relevant coordination structures to ensure that synergies and complementarities optimised, duplication avoided, and lessons learned across programmes.

The programme is located within the overall Danish migration efforts, which is substantially enhanced through the RMGP and CAPACITY programmes, as well as other engagements involving MIGSTAB, such as the provision of core and soft-earmarked funding support to IOM, and country-based development programmes and strategic partnerships (SPA). These will enhance the linkages and complementarities across Denmark's migration-related programming. This will strengthen the value for money (VfM) and coherence of Denmark's engagement in the migration area. The Joint Strategic Framework (see section 2) will ensure coordination and management across the programmes.

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[9] The Mediterranean Mixed Migration (3M) Response Programme was a three-year Foreign, Commonwealth and Development Office (FCDO)-funded programme implemented in Libya, Niger, Mali, Tunisia, and Burkina Faso as a component of the FCDO Safety, Support and Solutions Programme for Refugees and Migrants, Phase II Programme.

While the programme has a particular focus on civil society engagement in the provision of services and protection to people on the move (as rights holders) across migratory routes, it will also interact with and help sustain and improve local systems including community and local government structures. It is also important that the migration interventions are coherent and that the other migration programmes with their focus on national systems and duty bearers complement the programme.

The programme will also link to other interventions supported via Danish country programmes as well as activities implemented through Denmark's humanitarian and development strategic partnerships, with a view to bolstering aid effectiveness. In this way, Danish Embassies at country level along the three migratory routes will be engaged throughout the programme implementation, and both the consortium lead and partner organisations will be encouraged to maintain such connections throughout the programme implementation.

Given the aforementioned gaps, uneven distribution of programming and support, and dynamic situation regarding use of different routes, the programme will adopt a consortium approach geared towards ensuring greater operational flexibility. By engaging with a civil society consortium, the programme will be able to support both international and local civil society actors who are present and proximate to migrants and refugees[10] along migratory routes. In this way, the programme can have significant level of coverage and outreach.

OECD's guidance on "migration-related activities in official development assistance (ODA)"[11] emphasises the importance of migration-related activities being driven by, and responding to, the development objectives, contextual circumstances and needs, and priorities of developing countries, as opposed to "the provider's domestic migration agenda". As stated above, the programme is clearly aligned with the Sustainable Development Goals of the 2030 Agenda (particularly with regard to Goal 10 (aimed at reducing inequality within and between countries). OECD's guidance also clearly states that support to promoting safe and regular pathways for migration or that address irregular and unsafe migration are clearly DAC-eligible, given that they are seen to preserve a focus on developing countries' main benefit.

3.7   Justification according to the DAC criteria

Criterion	Justification
Relevance	The programme responds to challenges in relation to irregular migration, including significant mixed migration movements (as demonstrated by ongoing violent conflict in Sudan, instability across the Sahel, and elsewhere, in some cases exacerbated by growing poverty rates, and the adverse effects of climate change).
	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 on working through civil society actors who are present and proximate to people on the move across migratory routes, and through a combination of service provision and referrals well positioned to address issues across the HDP.
Impact	The programme positions Denmark to play a leading role in the use of development assistance to support long-term, sustainable programming addressing irregular migration, and to demonstrate an innovative approach to "Whole of Route" programming. By working through a civil society consortium, the programme will have a presence and reach

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[10] Migrants and refugees in this programme document refers to mixed migration populations.
[11] https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm

	which will enable it to provide support and services to people on the move across a wide number of migratory routes and conditions. By focusing on "hotspots" where vulnerabilities are particularly acute, the programme also seeks to address certain parts of the migratory routes which could have a broader catalytic impact on risks and vulnerabilities facing people on the move across migratory routes more broadly.
Effectiveness	By working through a consortium comprised of international and local civil society actors, with in-depth operational capacity, outreach and strong focus on localisation and partnerships, the programme will be able to identify and close gaps in an effective manner.
Efficiency	By working through a consortium, the programme seeks to maximise operational efficiencies by leveraging the presence, networks, and competencies of both international NGOs and national civil society partners, with a view to ensuring a more comprehensive and efficient approach to "whole of route" programming. The combination of coherence and connected programming across migratory routes, coupled with localised approaches, offers a more efficient and effective strategy in this regard.
Coherence	The programme presents an opportunity for Denmark to contribute to greater coherence amongst the international and donor community, both within the EU and beyond, in relation to "Whole of Route" programming. The programme offers the potential to actively shape and influence EU and Member States programming and engagement in this area, by leveraging the engagement of Denmark and consortium partners in existing coordination strictures (within the NDICI structure and the TEAM Europe structure at EU level) while also potentially generating lessons learned and good practices which can have a wider influence on coherence going forward.
Sustainability	The programme is intended to promote sustainability of results through its focus on long-term approaches to "Whole of Route" programming, premised on providing the relevant services and protection to "people on the move", and doing so in a more consistent and coherent manner across migratory routes. By building on and strengthening protection and services provided by local civil society actors, the programme will also seek to contribute to more sustainable capacities to support people on the move along migratory routes. Uncertainties related to political dynamics and patterns of irregular migration, as well as the ability of countries of origin and transit countries to strengthen human rights-based approaches to migration management may present challenges to sustainability.

3.8 Alignment with cross-cutting priorities

The programme is aligned with Danish cross-cutting priorities, including the Human Rights Based Approach (HRBA), Leaving No-one Behind (LNOB), gender and youth, climate change and environmental considerations as well as the HDP nexus.

With respect to the human-rights based approach, the programme will ensure: i) meaningful and inclusive participation and access to decision-making; ii) non-discrimination and equality; iii) accountability and rule of law for all; iv) transparency and v) access to information supported by disaggregated data. The programme will conduct human rights due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population and that activities are implemented in line with the principle of "do no harm". When relevant, the programme will particularly target the needs of the most vulnerable, including by following a gender-sensitive approach. MIGSTAB does not seek to limit or pre-define the programme's focus on specific vulnerable populations, and would prefer that the successful consortium seek to address vulnerable groups in ways which are appropriate and sensitive to the activities and locations proposed. In this way, the consortium is encouraged to place particular emphasis on the priorities and perspectives of local organisations, while also strengthening local organisation capacity in

addressing vulnerabilities, including in relation to the capacity to provide psycho-social services for those who have been victims of SGBV and human rights violations on the move.

As the programme objectives focus on protection, securing individual or group rights will be at the centre of all activities, including the integration of rights and rights-based principles into capacity building activities targeting civil society and duty-bearers, particular at sub-national level, as well as empowering migrants as rights holders to access and claim their rights, such as facilitating access to legal identity.

Given the gendered nature of migration and the diverse and varied risks people on the move face including women-at-risk and unaccompanied minors, ensuring protection and gender-sensitivity across the programme will be particularly important. Gender-responsive programming will be operationalised by adjusting to the different impact programming may have in relation to the gender, both in terms of the programme's participants or its intended endline beneficiaries. At the same time, 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.

In line with the principle of "Leaving No One Behind", target beneficiaries will be people on the move, whether they are in their countries of origin, transit or destination, with a specific focus on people in the most vulnerable situations, including single women and unaccompanied minors.

Awareness raising activities related to risks of irregular migration in countries of origin should target broader groups since families and friends can have a significant influence on the decision to emigrate. In addition, in countries of transit, campaigns dealing with social cohesion or working on lowering animosity towards mixed migrants should obviously include host communities, especially in areas with significant numbers of mixed migrants.

4   Programme Objective

The overall objective of the programme is to address – with an aim to prevent – irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment to people on the move along the Mediterranean migratory routes. The programme seeks to provide people on the move with options in their decision-making process by ensuring that they have access to reliable information and direct assistance and services, thereby allowing them to make safer decisions about their journey.

The programme has three main **outcomes**:
- **Outcome 1:** People on the move – or those considering to move – have improved access to reliable information before and during their journey, enabling them to make better informed decisions, including on alternatives to irregular migration.
- **Outcome 2**: People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are, thereby placing them in a stronger position to take decisions about their short-, medium- and long- term futures.
- **Outcome 3**: Social cohesion and inclusion along the migratory routes is strengthened, thereby creating a stronger protection space and foundation for the attainment of all durable solutions.

4.1   Theory of change and key assumptions

Irregular migration along the three main Mediterranean (and Atlantic) routes is likely to continue, if not grow, with migrants on the move lacking the necessary information to make decisions that would allow them to migrate in a safe way and little to no access to life-saving services for the (sometimes long) duration of their trips.

The aim, or 'impact' of the programme would therefore be to contribute to ensure that migration along the three main Mediterranean (and Atlantic) routes is safer and people in both countries of origin and countries of transit have access to information, direct assistance and services that help them make safer decisions and be in less vulnerable situations.

Specifically, the programme will focus on cooperation with CSOs, local authorities and other relevant stakeholders in countries of origin and transit along the Mediterranean migration routes. This contributes to strengthening local referral mechanisms and protection structures, by enabling relevant service providers and NGOs to better assist people on the move. At the same time, migrants and potential migrants will be empowered to make informed decisions, by providing them with timely access to accurate information about risks and opportunities along the routes as well as in countries of destination.

As mixed migration flows are frequently shifting, the programme will utilise an adaptive management approach whereby the programme will respond to opportunities and challenges. The programme's Steering Committee, described in further detail below, will play a key role in these determinations, while balancing these considerations alongside others pertaining to sustainability and aid effectiveness. The Terms of Reference will be developed at a later stage.

The overall objective and the three outcomes listed in the previous chapter were developed with the following theory of change (ToC) in mind[12]:

Box 1: Theory of change for the "whole of route" programme

IF people on the move as well as potential migrants and their respective communities have timely access to accurate information about countries of transit and destination and are empowered to make better decisions, including decisions about whether migration (and further onward migration) is a viable and safe option, and
IF the local duty bearers, authorities, civil society, media and the public in countries of origin and in transit countries are sensitised to the factors surrounding mixed migration and the situation facing people on the move, and
IF local duty bearers and civil society organisations are empowered to effectively respond to the protection and basic services needs and priorities of people on the move along migratory routes, and, IF such services are provided in a rights-based, orderly and coordinated manner,
THEN potential migrants will make more informed decisions about safer migration options and people on the move will have better access to relevant and impactful services that adhere to international standards and meet their protection and other basic needs,
EVENTUALLY CONTRIBUTING TO, stronger and more cohesive local protection structures, reduced risks along migratory routes and reduced levels of irregular migration.

This ToC is based on several **key assumptions**, on which the Objectives and intended Outcomes of this programme are built:

- Many prospective migrants in countries of origin and in transit countries lack the information required to make informed decisions about their next move or whether to migrate at all; enhanced access to accurate information and legal counselling would allow them to better plan their journey and have an impact on the decision to migrate irregularly, potentially return, and also to access the required support while avoiding situations of risk, thus reducing their overall vulnerability.

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[12] Please note, that the final programme document will include a theory of change developed by the consortium

- Timely and adequate access to emergency and protection services such as shelter, health-care, MHPSS, and food, and livelihood services such as counselling and sustainable reintegration support will make people on the move less vulnerable.
- The diverse legal frameworks and services across migratory routes will shape the livelihoods prospects of people on the move. It is assumed that, in many countries across the three migratory routes, people on the move are not legally allowed to engage in formal livelihoods.
- Improved messaging around migration will help make migration safer, as accurate information about the motivations, realities and impacts of migration will lead to increased understanding and more positive attitudes towards migrants.
- In many countries, the insufficient coordination, cooperation and information exchange between INGOs and civil society stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning "whole of route" approaches and support to people on the move. At the same time, there is often a disconnect and lack of coordination – and in some instances contestation or competing objectives – between duty bearers at the local level (municipalities, local service providers, social workers, community focal points) which potentially undermines the effectiveness and quality of support provided to people on the move and, at worst, exacerbates the risks and vulnerabilities they face. It is assumed that such challenges can be addressed through more effective approaches to coordination and collaboration, which can be advanced through a consortium approach, and includes the implementation of relevant referral systems/staff along the routes.
- The provision of information, protection and services to people on the move in transit countries and in so-called "hot spot" areas where risks and vulnerabilities are particularly acute can contribute to preventing onward migratory journeys, with basic conditions and opportunities in countries of transit and origin improving, which in turn serves to disincentivize onward migration.
- The strengthening of democratic principles, rule of law and application of human rights amongst duty bearers will have a positive impact on the rights and safety of people on the move, including in reception and detention centres, and especially concerning women and children.

5   Summary of the results framework

The higher-level results shown below target the overall programme level.

The outcome indicators in the result framework are guiding, and the specific indicators and outputs will be defined by implementing partners (the winning consortium) in consultation with MFA/MIGSTAB.

Programme	**Whole of route programme**
Programme Objective	To address – with an aim to prevent - irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment for people on the move along the Mediterranean migratory routes.
Impact Indicator	# of people on the move accessing programme assistance and services across migratory routes; # of joint initiatives involving international NGOs, civil society, and local authorities providing targeted support to people on the move in focus countries (disaggregated to include % of programming engagements in "hotspot" areas); % of case load across programme countries which includes referral or follow-up support; perceived level of safety among migrants; level of satisfaction with available information for migrants; change in attitude of population towards migrants.
Baseline	Tbd.

Outcome 1		People on the move – or those considering to move – have improved access to reliable information before and during their journey, enabling them to make better informed decisions, including on alternatives to irregular migration.
Outcome indicator		# of current or potential migrants provided with access to accurate information (disaggregated according to demographics; across country / migratory route, etc); # of migrants / potential migrants assessing the level of available migration information as satisfactory (disaggregated according to demographics; across country / migratory route, etc); # of voluntary return decisions taken by migrants in transit countries due to the availability of accurate information; # of migrants in vulnerable situations.
Baseline	2025	Tbd.
Target	2029	Tbd.
Outcome 2		People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are, thereby placing them in a stronger position to take decisions about their short, medium- and long- term futures
Outcome indicator		# of vulnerable migrants identified (disaggregated according to demographics; across country / migratory route, etc);
		# of migrants transferred to the relevant national referral mechanisms (disaggregated according to demographics; across country / migratory route, etc);
		# of migrants received enhanced protection services, including in relation to sexual and gender based violence (disaggregated by sex, age group and geographical origin)
		# of strengthened national referral mechanisms and strengthened / established and support centres (disaggregated across country / migratory route);
		Perceived level of safety among migrants;
		# of migrants successfully reintegrated in their respective country of origin or settled in a country of transit (disaggregated according to demographics; across country / migratory route, etc)
		# of empowered municipalities and civil society organisations (disaggregated across country / migratory route, etc)
		# of trained social workers
		# of supported referral systems
Baseline	2025	Tbd.
Target	2029	Tbd.
Outcome 3		Social cohesion and inclusion along the migratory routes is strengthened, thereby creating a stronger protection space and foundation for the attainment of all durable solutions.
Outcome indicator		# of information campaigns undertaken by media and civil society addressing mis/disinformation in relation to migration related issues; shifts in perception amongst the local population regarding attitudes towards migration related

| | | issues (disaggregated according to demographics; across country / migratory route, etc); quality of media reporting on migrants and migration.

Percentage of people on the move who report feeling a sense of belonging and security in the host community (measured via perception surveys);

Reduction in incidents of discrimination towards people on the move (number of reported discrimination incidents against migrants compared to baseline);

Frequency of social interactions between migrants and host community members (for example joint activities, social events, joint business or livelihoods initiatives, etc) |
|---|---|---|
| Baseline | 2025 | Tbd. |
| Target | 2029 | Tbd. |

5.1 Indicative intervention areas

The following sections provide an overview of potential intervention areas, which support the outcomes described above, thereby contributing to reaching the overall and specific objectives of the programme. As described further below, the programme outputs will be determined by the selected implementing partner(s).

The programme will have a particular focus on engaging in "hotspots" along migratory routes, defined by acute risks and vulnerabilities facing people on the move, coupled with limited service provision and availability.

Outcome 1: People on the move – or those considering to move – have improved access to reliable information before and during their journey, enabling them to make better informed decisions, including on alternatives to irregular migration. Potential areas relating to this outcome could include:

- **Access to information and advice** / counselling in countries of origin: As mentioned in the Lessons Learned section, there are several avenues possible for awareness raising and counselling in countries of origin. Usage could be made of existing HSPs / migrant resource centres (in any of their forms) or new centres could be created where they do not exist (including remote centres) that could provide advice to any potential migrant with regards to their options, risks they are likely to face but services should also include life-saving phone numbers or information in case they do decide to take dangerous routes. This advice / counselling should be adapted to the specific context, interactive and offer alternatives to irregular migration where possible. Other communication campaigns could be considered with not only potential migrants but their communities. However, given the considerable amount of not necessarily successful campaigns there has already been, it would be crucial to take into consideration the few lessons learned that do exist before undertaking such an investment. This would include collecting data to enable making information and evidence-based campaigns, using narrative-based messaging, and incorporating impact assessments from the beginning, in part to identify any unintended consequences.

- **Access to information on the move / community focal points**: Up-to-date information on the risks of irregular migration and possibilities return, but also around the availability and the rights of people on the move to access direct assistance and basic needs is still a significant gap along the main routes. The programme could therefore focus on identifying and training community focal points, as an effective way to ensure that migrants in need can be connected to service providers, e.g. providing information about where to sleep, where to potentially find work,

etc. Awareness raising activities will happen at the one-stop centres, but also directly in the communities, through the mobile teams. The programme could also ensure that one-stop centres include maps with relevant service providers and key phone numbers, in the relevant languages. Such material could include QR codes to scan and find more information. Physical text-based brochures should also be available. These could be "quick hits" – easy to read and digest for people on the move. This is particularly important for migrant workers who do not have access to mobile phones or the internet. Strong networks such as the Guinean or the Cameroonian diaspora network in Tunisia, could be mobilised as partners to develop targeted protection activities by mutualising resources for support to people on the move in vulnerable situations from their communities.

- **Social media** can be a very powerful tool to provide information to people on the move. The programme will include social media monitoring activities, both to enhance the use of social media as a source of information for migrants, but also as a warning system for migrants needing help. The use of social media could include targeted advertisements and monitoring in different Facebook groups that migrants usually use. Once a warning alert is detected, the social media monitoring team could contact the closest aid organization and/or one-stop centre, so that they can deploy a mobile team to undertake a needs assessment and/or provide the needed support, if possible and relevant. Social media monitoring activities will also include activities aiming at fighting trafficking in persons by identifying posts by potential traffickers.

Outcome 2: People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are, thereby placing them in a stronger position to take decisions about their short-, medium- and long- term futures. Potential areas relating to this outcome could be divided into two sub-outcomes and include:

Potential sub-outcome: people on the move have access to services and protection through civil society providers.

- **Direct assistance / basic needs:** the programme could support existing one-stop centres in key transit locations in the countries of implementation, so that these centres can offer direct assistance, providing for basic needs (food, water, showers and lavatories, non-food items including basic hygiene products, menstrual kits, access to phone chargers and WIFI, etc.). These centres will deliver quality and adapted assistance to people in need. Assistance could be delivered at fixed points in the centres but also through mobile teams, to reach remote populations or more rural areas. For thematic areas not covered by the centres (e.g. RSD, Assisted Voluntary Return and Reintegration - AVRR), there may be strong established and constantly updated referral mechanisms. In such cases, it will be important for these centres to be visibly staffed or supported by people with appropriate langue skills and who will understand the culture of the migrants as these two aspects are important barriers to access. Livelihood aspects of the programme are specifically (and exclusively) referring to counselling services and sustainable reintegration support.
- **Psychological First Aid (PFA) and Mental Health and Psychosocial Support (MHPSS)**: People on the move face numerous abuses and violence and encounter different stress factors that can impact their mental health. The programme will support one-stop centres to deliver PFA and MHPSS, in fixed service points and through mobile teams. This means delivering training to social workers so that they are able to identify people in need of mental health support, but also having dedicated and trained medical staff able to deliver the appropriate counselling. This should include specific SGBV-related services, especially in more sensitive areas (disembarkation points, border crossing areas etc.)

- **Case management**: Recognising the fact that targeted beneficiaries are on the move and have evolving needs depending on where they are on their journeys, the programme will support cross-border case management initiatives. In West Africa, this could be done through supporting the West Africa Network for the protection of children, which helps ECOWAS government and non-government actors protect migrant children in need (see Focus Box 5). It could also be done by helping the International Federation of Red Cross and Red Crescent Societies pilot the development and delivery of anonymous QR codes cards that enable HSPs along the routes to access beneficiaries' information, including their protection needs and services already provided. This is especially useful in managing cases which are sensitive: such a process would spare beneficiaries the potential trauma associated with registration processes, in which they may need to repeat a difficult story on several occasions. It allows more dignified treatment of people in need, and better complementarity of services. At the same time, it keeps their personal information safe and enables different service providers to follow up on their cases and/or provide referrals. A more fluid process to identify migrants being attended would be an important time saver for staff and volunteers, thereby allowing them to more promptly attend to the person in need and focus more on the quality of the service provision, rather than on registering the person.
- **Shelter**: Research found that little is available in the way of safe shelter for migrants in general and for victims of trafficking or survivors of other abuses in particular. When possible, the programme could support one-stop centres which offer temporary shelters. This is particularly relevant in key transit locations in the Sahel region (Niger, at the border with Mali and Libya, border between Tunisia and Algeria and between Algeria and Libya) where such centres could be the last stops before refugees and migrants embark on further dangerous journeys across the Sahara Desert.
- **Legal information, counselling and assistance:** People on the move often struggle to secure basic rights due to administrative and legal challenges in accessing Legal and Civil Documentation (LCD). Documentation is needed to access services, justice and ensure a broader economic and social inclusion. In certain cases, lack of passport prevents people from benefitting from Assisted Voluntary Return. The programme could provide adapted legal assistance, including providing information, facilitating access to documentation through consulates and embassies and referrals. Legal assistance could be provided in the supported one-stop centres, but also through mobile teams who could set up temporary tents with trained legal advisers in more remote areas. In some countries, legal assistance could be provided by bar associations. This is already the case in Türkiye for example and should be supported, especially for active bar associations that are in some cases already very engaged in supporting migrants' cases pro bono (e.g. the Van Bar Association is reported to be such a case) or to encourage other bar associations.
- **Mobilising civil society leaders to promote rights-based policies:** The programme could support civil society actors in mobilising and strengthening advocacy work related to rights-based migration policies and management.

Potential sub-outcome: local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.

- **Capacity building for duty bearers**: these could largely depend on the country but could include a variety of local government (e.g. municipalities) and non-government institutions whose support will not only help the local authorities be able and willing to help protect migrants but will also serve to develop goodwill towards the project and its final beneficiaries.

- **Capacity building for social workers** working at the one-stop centres. Social workers will need to be trained in identification and profiling of people on the move, protection and case management and referrals. In addition, capacity building of volunteers could be considered to ensure sustainability: indeed, staff specialists make one-stop centres costly and some CSOs try to reduce numbers of staff by relying on more volunteers who could benefit on being trained on dealing with mixed migration movements.
- **Referrals**: The programme could provide training for social workers and duty bearers responsible for referring identified people in need. The programme will be conscious of not duplicating existing referral systems developed by governments or aid organisations. The opportunity to support existing national referral systems, or cross border referral pilot systems in implementation countries will be assessed during the inception phase. This will include access to AVRR or RSD services, for which strong coordination links should be established with UNHCR and IOM or other return and reintegration services providers in each country of implementation.
- **Livelihoods:** In certain contexts, the programme could support livelihoods opportunities, the logic being that income generated will help offset potential negative coping strategies that migrants will otherwise be tempted to adopt, thereby increasing their vulnerability and risks. As noted, however, opportunities in the formal sector are likely to be very limited and the manner in which the programme is able to support livelihoods will have to be highly contextualised and opportunity driven while taking full account of possible negative consequences (Do No Harm).

Outcome 3: Social cohesion and inclusion along the migratory routes is strengthened, thereby creating a stronger protection space and foundation for the attainment of all durable solutions. Potential areas relating to this outcome could include:

- **Advocacy, information and evidence-based campaigns geared towards changing the migration narrative is crucial to avoid further marginalising migrants and refugees wherever they are (thus sometimes causing unwanted onward movement):** Migration can have both positive and negative impact on host communities: while mixed movements can bring cultural diversity, new skills and labour force, entrepreneurship and innovation, it can also represent a stretch on utilities and public services, leading to potential tensions and competition over local resources or jobs.
- **Community engagement and social cohesion activities**: Open communication and community engagement can help promote dialogue, improve mutual understanding and enhance social cohesion between migrants, refugees and host communities. This can be done through awareness raising activities aimed at changing the migration narrative. Community-based initiatives that promote dialogue and conflict resolution can also have a positive impact by promoting local integration. Finally, projects that are useful to all community members can be tools for better social cohesion and increase understanding of cultural specificities. These can include cultural festivals, sport gatherings, public gardens, etc. Ultimately, such activities can build strong social cohesion and therefore reduce communities' exposure to tensions and conflict.
- **Working with journalists (and other influencers) to change the narrative:** Activities could include working with media-related civil society organisations to support their efforts in providing informative media content and empower a right-based representation of refugees and migrants, through research and analysis, training of journalists, production of content, counselling and guidance to media organisations and other institutions dealing with public information (e.g. local duty bearers, municipalities and CSOs involved in the programme), etc. It would also be extremely relevant to involve this type of organisation in the data collection for the preparation and design of any awareness-raising campaigns as they could bring in both their

media/information expertise and their knowledge of rights-based approaches to communicating with and about migrants.

6   Choice of partners / Call for Proposal process

The programme's implementation modality will be through partner(s) selected through a restricted Call for Proposal as highlighted in the internal MFA guidelines ("guidelines for awarding grants 2019", p. 14).

The restricted Call for Proposals modality has been selected to ensure a competitive process for the funding. The lead consortium partner is expected to have significant experience in implementing "whole of route" approaches across the three migratory routes, while demonstrating a solid track record and commitment to working with local partners, and in effectively implementing and managing the Danish development funding. A more detailed set of criteria is reflected in the Call for Proposals documentation, see Annex 6 (Information Note provided for the full proposals). The CfP is currently carried out (as per the PAP outlined below) The information note, including the request for concept notes, has been posted publicly on the DANIDA website.

The contract will be allocated to one overall implementing partner (IP) representing a possible consortium.

In order to ensure the necessary competences during programme implementation, the consortium should have one lead partner as a knowledgeable main interlocutor for the MFA. The lead IP should have experience on routes-based programming and working with mixed migration. Other partners in the consortium should include: research partners, IPs with specialised knowledge and experience in the topics and locations, and possibly partners working with community centres / humanitarian service points.

The ongoing selection process entails two main steps (detailed timeline in table 2):

- First, MFA shared an "information note" on the MFA website, which describes the CfP process and to which relevant lead-partners/consortia could respond by presenting a concept note. Each lead partner and their consortium could submit a concept note describing approaches, staffing, budget and more according to the format for the concept note. At this stage, consortium members and their role should be described. MFA assessed each lead-partner/consortium for eligibility and overall capacity based on pre-defined criteria, all of which has been described in the information note.
- Second, two lead-partners/consortia were invited invited to submit a full proposal. When the full proposals are submitted, reviewed, and scored by a selection-committee within MFA, one lead-partner/consortium will be selected and MFA will enter into a grant agreement with the lead-partner/consortium.

Details regarding the information letter, eligibility criteria and evaluation criteria, format for the full proposal to guide the selection process are described in further detail in Annex 6.

Table 2. Call for Proposals timeline

		Date	Time (CET)
1.	Call for proposals published	23 August 2024	14.00
2.	Deadline for requesting clarifications	30 August 2024	14.00
3.	Deadline for issuing Q&A	6 September 2024	14.00
4.	Deadline for submission of concept notes	20 September 2024	14.00
5.	Information to applicants on preselection/ invitation project development stage	26 September 2024	14.00
6.	Deadline for confirming invitation	30 September	23.59
7.	Information note on further guidance to applicants invited to submit full proposal	4 October	23.59
8.	Deadline for submission of full project proposals	8 November 2024	14.00

9. Information to applications on evaluation of full project proposals/notification of award of grant	15 November 2024	14.00
10. Signature of grant agreement	End November 2024	tbd

It should be recalled that applying the CfP modality signifies that the MFA must not define the activities to be undertaken and the outputs to be achieved. Only outcomes can be defined by MFA included in the information note. This is also relevant in the subsequent dialogue with the consortia/consortium. The overview of potential outcome areas presented in the preceding section is therefore only indicative.

7   Inputs/budget

An overview of the budget is provided in Table 3 below. The call for proposals is expected to take place in 2024 with a total budget envelope of DKK 355 million. The budget for the lead partner and the consortium will include relevant costs relating to the activities, staffing, MEAL and administration costs in accordance with MFA guidelines.

Given the need for flexibility, DKK 35 million will be reserved for future interventions with other civil society organisations, or potentially increased funds for the consortium in case of additional needs. Furthermore, the consortium lead partner is allowed to set aside up to DKK 53 million unallocated flexible funds to ensure flexibility and rapid response towards changing needs or crisis along the migratory routes targeted.

The funding for the external MEAL unit will be concentrated within this programme, while in practice the external MEAL unity will support all three immigration programmes, as well as the expected fourth that is still to be developed. This set-up responds directly to the appraisal recommendation on the matter. An estimated DKK 2,5 million per programme is set aside for the MEAL unit, reflecting a total expected budget of approx. DKK 10 million for the five years, i.e. 2 million per year. This is expected to cover approx. 2 full time staff and part-time support, travel costs, management, admin etc.

Table 3: Disbursement budget in DKK million - tentative

Budget item (DKK Million)	2024	2025	2026	2027	2028	2029	Total budget
Call for Proposal	50	75	65	65	50	50	355*
Unallocated (9 %)			15	20			35
MEAL unit		2	2	2	2	2	10
Total budget	**50**	**77**	**82**	**87**	**52**	**52**	**400**

* Unallocated 10-15% of the consortium's budget or around DKK 35-53 million

7.1   Arrangements for use of unallocated funding

Due to the need for flexibility, the programme will have a total pool of unallocated funds of up to DKK 88 million (>20%) over the five-year programme period to enable flexible financing in line with programme needs. DKK 35 million are to be allocated by the MFA based on an external mid-term review in the first half of 2027. DKK 35-53 million (10-15% of the consortium's budget) is to ensure the consortium lead's flexibility and may also be allocated by the lead partner as top-ups for implementing consortium members, which responds directly to the appraisal recommendation on the matter.

The external MEAL unit will service all three migration programmes (as referenced in section 2), while the costs will be centralised within this programme.

8 Institutional and Management arrangement

The total volume for all the three migration related programmes is expected to amount to more than DKK 1.1 billion for the 5-year period, which positions Denmark as a sizeable bilateral donor in the wider area of migration related activities. For that reason, it is paramount to ensure coordination and complementarities across the three migration related programmes. The linkages and complementarities across the three programmes are reflected in section 2.

8.1 Whole of Route Programme Steering Committee and MIGSTAB Secretariat

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

Management and coordination of overall activities will be overseen by a WoRP Steering Committee with participation of MFA and the implementing partners.

The Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the WoRP on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will approve inclusion of new IPs into the programme as well as approval of annual work plans and funds disbursements to IPs. The Steering Committee would meet bi-annually. The purview of the Steering Committee will include overseeing all Danish migration related interventions.

Programme management will be anchored within MIGSTAB, and draw on existing capacities within MIGSTAB both for overall programme management and coordination, as well as in relation to financial and operational capacity. MIGSTAB will be responsible for:

- Liaising with the implementing partners (particularly regarding the administrative elements and requirements of the programme) as well as the external MEAL unit set up by the strategic portfolio management framework;
- Coordinating and facilitating steering committee meetings, including preparing the material for the overall steering committee with inputs for decision making regarding project plans and budgets, changes to the projects and the use of unallocated funds;
- Follow-up with country level steering committees and each of the implementing partners on budgets, transfer of funds, implementation, reporting and any programmatic adjustments or revisions, including engagement in new countries;
- Undertaking regular engagement, coordination, and dialogue with the MENA and AFRPOL departments in the MFA in Copenhagen and with the embassies at country level regarding follow up with partners, governments.
- Preparing the mid-term review (and any evaluation that may be commissioned).

The consortium partners will undertake annual learning events to draw out emerging outcomes and lessons learned and ensure synergies with the migration portfolio. Particular focus will be given to documenting emerging impacts and outcomes throughout the programme period, including through undertaking outcome harvesting in collaboration with MEAL capacities vested in implementing partners.

The establishment of the management structure of the WoRP is initiated in parallel with the preparation, appraisal, and approval of two other migration programmes, the Regional Migration Governance Programme and the Capacity Migration Management Programme.

A tender will be announced in late 2024 to establish an external MEAL unit that will be managed by a consultancy company for the duration of the programme period. The external MEAL unit's role will be

to monitor and oversee project implementation of all the migration programmes during the full programme period. The consultancy company will report to the steering committee on findings and recommendations and on a day-to-day basis report to the MIGSTAB team.

The steering committee will convene, at a minimum, twice a year, with ad hoc meetings to take place as required. The consortium lead partners will be responsible for submitting a consolidated report/ written input prior to the steering committee meetings, providing an overview of programmatic status, while also flagging operational, programmatic, or contextual issues which may require steering committee attention. This should also be informed by a more detailed risk matrix to be developed during the start-up phase.

The lead partner is expected to serve as the focal point for any interaction with MIGSTAB, while also coordinating the overall consortium, including facilitating any communication from MIGSTAB to consortium partners.

Ad hoc participation from relevant stakeholders, including Embassies, MFA (such as the Humanitarian Civil Society Department) etc., will be decided on an ongoing basis. At country level, it is expected that Danish embassies will follow the engagement between the implementing partners and the government to ensure the dialogue remains relevant to Danish objectives as well as the partnering countries and implementing partner organisations.

In relation to the consortium/partners, the organisational setup is a key eligibility criterion which the partners/consortium will be assessed on. Here the partners/consortium must present a credible setup, including MEAL, finance, HR, compliance etc. In addition, it must be demonstrated that a sizable share of the funds is allocated to local partners and not implemented by the lead partner alone.

8.2 Start-Up Phase

The programme is expected to start in ultimo 2024 and will include a three-month start-up phase, and a programme-level steering committee start-up workshop is to take place within the first month. This is intended to be followed by an inception review to follow up on the final structure, focus and plans of the WoRP. The modality of the inception review will be determined at a later stage. The purpose of the start-up workshop will be to engage with the selected consortium partners to refine the Theory of Change, to finalise the programmatic approach, and to develop both an operational and programmatic workplan for the first 12 months and an indicative workplan for the remaining project period. During the start-up phase, the overarching Theory of Change and programmatic areas will be further defined and adapted to country-specific contexts, to ensure the relevance and suitability of engagements. The start-up phase will result in a set of concrete workplans for the programme at global level as well as in the countries of initial engagement.

While the consortium lead is responsible for the coordination within the consortium and along the route, local Danish embassies could play an important role in facilitating coordination and complementarity at local level, especially in the initial phase; for example, introducing the consortium partners to partners of other Danish migration programmes and beyond., cf. the Embassies' role and engagement in the country steering groups (learning groups).

8.3 Financial Management, planning and reporting

The Lead Partner(s) identified during the Call for Proposals will manage funds in accordance with the MFA's Financial Management Guidelines (2019). In this respect, MIGSTAB will strive for alignment of the Danish support to the IP rules and procedures, while respecting sound international principles for financial management and reporting. Financial reporting from the lead partner will take place on an annual basis (30 June every year) in accordance with the MFA's standard reporting cycle.

The lead partner is responsible for ensuring sub-partners follow the above guidelines, which will be specified in the grant agreement. In the grant agreement, additional details will be specified including: disbursements; partner procedures pertaining to financial management; procurement; work planning; narrative progress reports and financial reports; accounting and auditing. Attention will be drawn to Denmark's zero tolerance for corruption. The formats, timelines, and procedures for these should all be consistent with the MFA's standard guidelines.

Disbursements to the lead partner(s) will take place in accordance with the agreed disbursement schedules as described in the grant agreements and which are based upon the agreed budgets and taking into account any previous funds disbursed but not spent. Conditions for the transfer of funds are generally:

- Satisfactory use of prior transfers;
- Satisfactory technical and financial reporting;
- There is an approved work plan and budget for the period to be financed;
- Request for disbursement from the partner;
- Partner demonstrates adequate performance as per the mid-term review.

Lead partners are responsible for onward disbursements to sub-partners. It is anticipated that MIGSTAB will remain distant from the operational and administrative functioning of the consortium as such, based on the understanding that the consortium lead partner has proper due diligence and monitoring systems in place.

The partner capacity assessment of the lead consortium partner will include focus on anti-terrorism measures as well as confirming there are procedures in place for screening of partners and beneficiaries where relevant (noting the usual humanitarian exemptions). MIGSTAB will also ensure that the most recent version of the official anti-terror clause is applied to all partner agreements also at sub-partner level.

Audited accounts from the lead partner(s) will be provided on an annual basis, in accordance with the partner's own procedures, and will be made available within three months of the end of each year. In addition, MFA will have the right to a) carry out any audit or inspection considered necessary as regards the use of the Danish funds in question performed by the MFA and/or external audit companies and b) inspect accounts and records of suppliers and contractors relating to the performance of the contract, and to perform a complete audit.

During the first three months of the programme, MIGSTAB will develop a financial monitoring plan in order to ensure proper monitoring of the lead partner based on the partner assessment and in coordination with the lead partner.

8.4   Approach to adaptive management
While the restricted Call for Proposals will look to engage with one lead IP or one consortium throughout the five-year programme period, a number of measures will be put in place to ensure adaptive management. The programme will be implemented in three phases, the inception phase (described above), followed by two programmatic periods, the first covering the first two years and the second covering the remaining three years. After the first 18 months, the programme will undertake an independent mid-term review to assess performance and emerging outcomes, while also taking stock of shifts in context and challenges (and opportunities) facing the programme implementation in the countries of engagement. Findings and recommendations from programme's MEAL arrangements and the Mid-Term Review will inform the second phase of the programme.

Furthermore, the programme's adaptive management arrangements provide opportunities for the MFA and MIGSTAB Secretariat to guide possible adaptive measures in responses to possible emerging opportunities and developing risks. This could include decisions relating to:

- Reallocation between budget lines
- Use of the unallocated budget to step up engagement
- Engagement in additional countries
- Closure or drawdown in countries with limited progress
- Commissioning of special studies to identify options
- Deployment by the partner of additional technical assistance to alleviate critical temporary capacity gaps.

The findings from the programme's monitoring processes (including the MEAL unit) will feed into adaptive management considerations in accordance with the relevant Aid Management Guidelines (AMG).

8.5   Monitoring, evaluation, accountability and learning

Given the multi-country, multi-year, and multi-partner nature of programme and the fast-changing environment it will operate in, the programme will integrate a number of layers of monitoring, learning and operational research. This will include the following elements.

Internal monitoring and tracking

To properly track the project activities that will be of different nature and implemented in multiple countries, it is a core requirement that the partner/consortium will need to design a robust monitoring system, aligned on the ToC and logical framework. Beyond the detailed indicators relevant to the tracking of each activity, this will include a more limited number of common indicators that will ease the tracking at the cross-country level and the visualization of tangible deliverables of the programme (e.g. number of local protection structures supported, number of beneficiaries supported, number of services provided, etc.) with relevant levels of disaggregation (gender, age, origin, geography). Outcome indicators will also be properly designed in line with the ToC, and proper resources allocated and planned (including baseline data in the inception phase) for the outcomes to be properly measured.

As per the preparatory analysis, the consortium should also consider including a strong operational research partner that will be knowledgeable of the areas and issues at hand, and will be able to provide regular, meaningful updates on the situation, context and data, migration flows and evolving needs that can be immediately used operationally by all partners. It will also need to be flexible in its methodology and calendar in order to adapt to implementation-related needs. In that sense, the research team should work very closely with the implementing teams, and deliver easy to digest data and information while the development of more polished research products can be done in parallel, but with a different time frame.

Building on existing partner MEAL systems

The programme relies on consortium partners – particularly the lead applicant – having a strong MEAL architecture in place. This is also a key criterion reflected in the Call for Proposals. The lead applicant will be expected to play a significant role in monitoring, evaluation, and learning, including working with the national civil society partners to strengthen their own MEAL systems and approaches. The lead applicant will also play a key role in the annual outcome harvesting exercises, working closely with the external MEAL unit to be contracted by the MFA. The lead partner is also expected to have the operational capacity and presence to monitor, evaluate, and learn from programmatic activities beyond those of the external MEAL facility.

External MEAL and operational research

To be conducted throughout the programme period, with a view to providing programme teams and consortium partners with evidence supporting the adjustment and planning of the programme activities and should generate side benefits for other teams as well as other actors in the ecosystem.

An external MEAL provider will be contracted by the MFA to provide services across all of the migration programmes. 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 will 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.

The programme steering committee may decide to undertake or commission thematic research, providing opportunities for consortia partners and the MFA to commission/ request a set number of research activities throughout the programme period. This capacity could be used to research and better understand specific phenomena emerging in focus countries, case studies, lessons learned and/or best practices or to facilitate information exchange and learning. The research produced could also potentially be published and shared with other stakeholders, as deemed appropriate.

Feedback loops and dissemination

The MEAL component of the project will generate a lot of information and potential reports or factsheets, that are sometimes difficult to track and digest for programme teams. The dissemination of these pieces of analysis should be properly planned and organized in a realistic manner so as learning and research products are visual, easy to read, and directly connected to programme activities and potential adjustments recommended. The programme will need to include clear data sharing protocols from the beginning, to ensure that relevant data reaches Ips in a timely manner and the partner in charge of MEAL should have a responsibility in ensuring that concrete recommendations are well delivered to the relevant teams.

Mid-Term Review, external evaluation and impact studies

An external Mid-Term Review (MTR) will be undertaken in the first half of 2027, to be commissioned and overseen by the Steering Committee. The MTR will cover all three migration-related programmes and focus on substantive outcomes (and emerging impact), critically reflect on the coherence and complementarities across the three programmes, and the extent to which this programme is contributing to safe and orderly migration and respond with the programme's objectives. Furthermore, stock-taking, technical assistance and an external evaluation may be commissioned by the MFA.

Overall, these different analytical tools seek to inform an analytical, adaptive management based approach to the programme, allowing the consortium partners in consultation with the MFA to adjust the programmes activities in real time and across countries to take into account contextual changes and lessons from the implementation, anticipate on potential changes in the operating environment, integrate knowledge gained by other teams and actors, and in return share lessons and knowledge gained with other actors in the ecosystem to contribute to better programming and potentially mobilize additional resources on the issues at stake (co-funding / coordinated programmes). And ultimately increase the

positive impact of the programme, while paving the way for future programming by Danida and other donors.

8.6 Communication of results

Communication of results will be addressed during the start-up phase of the programme, once the consortium has been selected. This will involve the development of a detailed communications strategy and workplan, drawing on the relevant capacities of the consortium partners.

8.7 Risk Management

The dynamic and complex nature of migration related programming also involves a particular set of risks. However, the extent and nature of such risks is often context specific, meaning that the risks presented in this section (and further elaborated in the risk assessment in Annex 2) will manifest differently across the countries involved in the programme. This is particularly the case for "Whole of Route" programming, given that the risks vary across different country contexts and across routes. These risks have been informed both by the preparatory analysis commissioned by the MFA, as well as the scoping mission undertaken by the Ministry in relation to the formulation of the migration governance programme.

Key contextual risks include shifts in the dynamics and volume of mixed migration across migratory routes, which will have significant downstream effects on the kinds of programmatic activities undertaken and the countries included in the programme. Other contextual risks pertain to the political and social environment conditions in countries of origin and transit countries, which can affect and shape both the conditions in which migrants and refugees are living, while also more broadly shaping patterns of migratory flows across migration routes. Over 60% of migrants report having experienced or witnessed physical violence on the routes (on the CMR and A/WMR). In West Africa and the Central Sahel, the main protection issues mentioned by migrants tend to be physical violence, theft, corruption. In North Africa on the other hand protection incidents tend to be more severe – and growing with anti-migrant rhetoric. Most dangerous areas seem to be the Sahara and borders (Libya, Algeria, Sudan) as well as hotspots in transit and disembarkation countries such as Tunisia, Morocco and Türkiye.

On the EMR, significant risks at the borders to and from Türkiye and at disembarkation points. In Türkiye, physical violence is still present, but the risk of theft, detention and possible forced return are high (including for Syrian refugees). Lack of clarity on procedures is a particular stressor, as is growing xenophobia (impact on shelter, etc.). Migrants are typically willing to take more risks, though to date the inconsistent and inaccessible protection services has often compounded vulnerabilities. Human rights are under pressure in many of the countries across the three migratory routes, underlining the importance of a human rights-based (HRBA) approach. Likewise, there is a high risk of corruption.

A programme of this nature also carries a variety of programmatic risks, including the risk that a flexible approach to programming undermines sustainability and longer-term outcomes. There are also notable financial risks, including a high risk of corruption when working within the area of migration, and given the financial volumes considered in this programme. As highlighted by the preparatory analysis, there is also a risk of a lack of coherence and coordination amongst programme partners across borders. There are also a number of institutional risks, including in relation to organisational capacity, entry points and relationships towards host Governments and relevant line ministries. There is a reputational risk of being seen to cooperate with governments not upholding international human rights standards. A detailed risk assessment is included at Annex 2.

9 Closure

The grant agreements with the IPs will specify the closure requirements. The final results report must be submitted within three months of the engagement ending (as per standard guidelines), with the financial accounts report to be submitted six months after closure. The draft final results should be subject to discussion with MFA counterparts.

At the end of the programme, the following steps will be taken:

- Implementing partners' final reports;
- Closure of accounts: final audit, return of unspent funds and accrued interest and administrative closure by reversing remaining provision.

The implementing partners will be required describe their expected exit strategies as part of their tender proposals. These must take account of sustainability considerations, such as capacity of local partners and systems that will enable the results of the programme to be maintained beyond the programme's expiry.

10 List of Annexes

Annex 1 – Context Analysis

Annex 2 – Risk management

Annex 3 – Communications strategy

Annex 4 – Process Action Plan

Annex 5 – Summary of findings from preparatory analysis

Annex 6 – Information Note to applicants for full proposal guidance in Call for Proposals process

Annex 1: Context analysis

Migration flows converging towards the Mediterranean and Europe are complex and frequently shifting. People find themselves on the move for diverse socio-economic, political, and environmental reasons, while migration policies of transit and destination countries also strongly influence patterns of migration flows. Three main routes towards Europe are usually defined: the Atlantic and Western Mediterranean Route (A/WMR), the Central Mediterranean Route (CMR) and the Eastern Mediterranean Route (EMR).

The programme design is informed by the preparatory analysis prepared for the MFA in April 2024. The analysis provided an up-to-date mapping of trends and dynamics across the three migration routes, presenting a number of recommendations regarding this programme's focus countries and approach, also drawing on key good practices and lessons learned in relation to operationalising "Whole of Route" approaches. The graphic below reflects the migratory routes which were the focus of this analysis, and which in turn shape the geographic focus for this programme going forward.
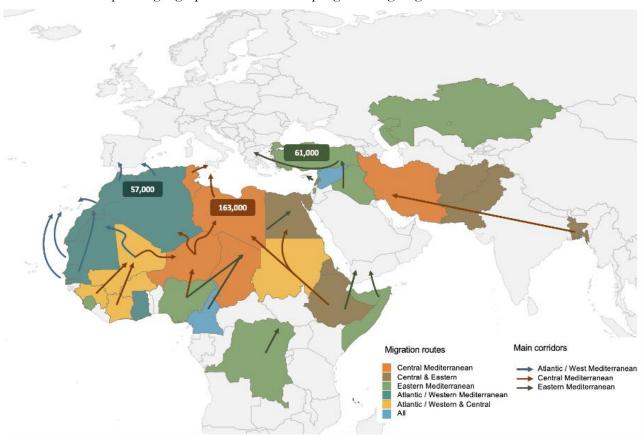

Figure 1: Mobility trends along the Atlantic/West, Central and East Mediterranean routes[13]

The **Atlantic/Western Mediterranean Route (A/WMR)** refers to arrivals in Spain from North and West Africa via sea passages; across the Strait of Gibraltar from Tangier to Tarifa and a land route through the enclaves of Ceuta and Melilla. It also encompasses departures by boat from Morocco, Mauritania, Senegal and The Gambia to the Spanish Canary Islands. Since 2020, the Atlantic sub-route has been recording more arrivals than the Western Mediterranean Route – meaning more arrivals to the Canary

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[13] Source: Numbers come from Frontex for 2023. Lines can refer to movement by land, air or sea (ex. Typically Bangladeshi join the CMR by air to Libya or Tunisia). Country colour codes correspond to the top 15 nationalities (on average) between 2020 and 2023. Also note that the border between Western Sahara and Morocco is not represented in this map for simplicity's sake. This does not represent an endorsement of a particular political position.

Islands than to the Spanish southern coastline. In 2023, the top nationalities along the A/WMR were Senegalese (18,100), Moroccans (14,400), Algerians (6,600), Malians (5,900) and Gambians (4,400).

The **Central Mediterranean Route (CMR)** refers to arrivals in Italy and Malta from North Africa, often by people first travelling from West Africa, but also from Bangladesh or Egypt. Tunisia became the most popular country of disembarkation for the CMR in 2023. Early trends from 2024 show a significant decrease in arrivals to Italy compared to January 2023, and Libya has overtaken Tunisia again as the main country of embarkation on the CMR. In 2023, the CMR was mainly used by irregular migrants coming from Guinea (18,600), Tunisia (18,100), Côte d'Ivoire (16,100), Bangladesh (14,300) and Egypt (11,700). Between January 2014 to June 2023, the route claimed more than 22,000 of a total 28,000 migrant deaths and disappearances in the entire Mediterranean. Arrivals on the CMR have sharply increased since 2020, with a 54% rise over the last year only. Explanations include an increase in departures by Tunisians, but also by Sub-Saharan Africans, departing from Tunisia. In 2023, Tunisia was the main country of departure on the CMR with over 97,200 sea arrivals coming from Tunisia against 52,300 arrivals from Libya to Italy. Departures of Tunisian citizens (along the CMR) rose from 2,600 in 2019 to over 18,000 in 2022 and 2023, which some reports attribute to the accelerating economic challenges that Tunisia has been facing since the onset of the COVID-19 pandemic. Economic difficulties associated with COVID-19 also led a growing number of sub-Saharan migrants who were already living in Tunisia to make the crossing to Europe after losing their informal jobs. Many sub-Saharan migrants legally arrive in Tunisia by commercial air travel, given the numerous visa procedure agreements between Tunisia and sub-Saharan countries, particularly in West Africa.

The **Eastern Mediterranean Route (EMR)** consists of the sea and land route from Türkiye to Greece and the sub-routes via Bulgaria and Northern Cyprus, as well as the sea route from Lebanon to Europe (mostly to Cyprus or Italy), which has recently been on the rise. Türkiye is the main transit country for this route. In 2023, nationals from Syria, Afghanistan, Palestine, Türkiye and Somalia mostly used the Eastern Mediterranean route. According to UNHCR, 2,670 individuals departed or attempted to depart irregularly from Lebanon by boat in the first nine months of 2022, compared to 1,137 during the same period the year before. Most of those boats intended to reach Italy, a shift from recent years when Cyprus was the primary intended destination.

Arrivals on the three Mediterranean routes have been on the rise since 2020 despite a slight drop on the A/WMR between 2020 and 2022. In 2023, arrivals on the CMR represent 58% of the total arrivals along the three routes, with the EMR and the A/WMR representing 22% and 20% respectively. A major trend for 2024 is the sharp rise of arrivals on the Atlantic Route, (12,000 in the first two months of 2024 against 2,000 during the same period in 2023), with a majority of Malians using that route (representing more than half of the detected arrivals).

Political dynamics – both in relation to ongoing conflicts/ insecurity and domestic politics in countries of transit – continue to shape migrant flows and patterns. There are several recent examples of this across each of the aforementioned migratory routes.

Egyptians and Bangladeshi migrants increasingly use the CMR, using Libya as a transit country. An increasing number of Egyptians have also been using the CMR and no longer directly go from Egypt to Greece. This relates to law enforcement measures taken in Egypt in the aftermath of the capsizing of a boat off the coast of Egypt in 2016, during which 200 migrants died or went missing. More and more Bangladeshi migrants are also detected along the CMR, from 4,000 in 2020 to 14,000 in 2023. This rise may have been related to an overall increase in the number of arrivals and not necessarily to a change in migration routes. Many Egyptian and Bangladeshi migrants legally enter Libya with official visas, often using air transport, before seeking out smugglers in Libya to cross the sea to Europe. As such, over a third of Bangladeshi migrants from interviewed by IOM in 2022 reported having travelled to Libya via

Türkiye. Another third had either travelled directly from, or transited via the United Arab Emirates. A minority (13%) had travelled from Bangladesh via Egypt.

In 2023, Greece registered the most arrivals on the EMR, followed by Bulgaria, while arrivals to Italy and Cyprus decreased when compared to 2022. Increased departures from Türkiye over the last years can be linked to a deteriorating relationship between migrants and host communities in Türkiye. These are in part due to the COVID-19 crisis and the early 2023 earthquake. The disaster put even more pressure on both host communities and migrant populations. The latter were particularly affected: more than two million refugees under international and temporary protection previously resided in the eleven provinces affected by the earthquakes.

The lack of access to reliable information is a key factor which exacerbates the vulnerabilities and risks facing people on the move. People on the move tend to rely on their social networks – and other migrants they meet along the way – for information, using social media and face-to-face interactions to gather information. Smugglers are one such source of information, and misinformation and distorted information is pervasive, shaping the decisions migrants make regarding their current locations and onward journeys.

The profiles of people on the move and main risks they face on the road vary significantly depending on the routes and transit countries. The profile of people on the move (as reflected in the preparatory analysis) also has particular implications in relation to protection and human rights considerations. Between 2019 and 2022, on average 76% of detected entries on the CMR and A/WMR were men, 15% children – including 11% by Unaccompanied and Separated Children (UASC), and 9% were by women. In 2023, migrants from West Africa moving towards Europe (mostly via the A/WMR and CMR) tended to be more mostly male (49% as opposed to 24% women and 27% children), single (81%) and tended to travel in groups (67%). Interestingly, those intending to travel to Europe were on average younger (26 years old) than their counterparts travelling to North Africa (28) or the rest of West and Central Africa (32). There were also more likely to be single. According to a specialised IP interviewed as part of the preparatory analysis, over 20% of arrivals to Europe from West Africa are children, many of whom are unaccompanied. Particularly vulnerable populations along the CMR and A/WMR include mostly UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify.

The **risks** range from extortion, kidnapping, physical and sexual violence, forced returns and detention and lack of access to basic services including food, water and health care. In **West Africa and Central Sahel**, the main protection issues mentioned by migrants tend to be physical violence, theft (especially in urban areas, of migrants travelling with large amounts of cash), corruption (e.g. at the borders) and extortion. In **North Africa** on the other hand protection incidents tend to be more severe, with kidnapping, ransom requests, SGBV and exploitation being cited more often. Instances of misconduct by border guards and law enforcement agencies are also regularly reported. On the **EMR**, risks also vary by country, with an interviewee mentioning that, for example, for Afghans in some countries, the main risks are physical violence or shooting at the border while in others, physical violence is still present, but the risk of theft, detention and possible refoulement are higher.

The main needs reported by migrants and IPs are overall quite similar across the three routes, though with some specificities based on the country/ies of transit and the mode and length of travel (migrants who were able to at least travel part of the way via plane are likely to have faced less danger and violence than those travelling by sea or bus across the desert). Across each of the routes, challenges pertaining to access to livelihoods and informal jobs are frequently cited, though this is seen as a particular challenge in CMR and EMR.

On the **A/WMR**, in Morocco as a key transit country, interviewees mentioned access to basic services, shelter and information / help with administrative procedures (with regards to residency but also to

registering births) as important unmet needs. The needs on the **CMR** are similar with cash, shelter and protection also coming on top. The CMR is characterized by long, complicated travels through difficult terrain (the Sahara desert) and situations in some of the most dangerous areas (Libya, the borders with Algeria and Libya, the north of Niger and Mali). In countries like Libya, the needs for protection in general, including health, SGBV and Mental Health and Psychosocial Support (MHPSS) are immense. On the **EMR**, basic needs – including cash or access to work -, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular migrants' needs are largely driven by their irregular status which impedes their access to basic services. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time.

Finally, the preparatory analysis also identified areas along the routes with heightened risks and gaps and a need for an enhanced *focus* of these heightened risk and hotspot areas including countries of transit, such as Morocco, Tunisia and Türkiye where many migrants end up with many protection and livelihood needs[14]. This finding and recommendation was also confirmed by UNHCR.

Demographic profiles

Between 2019 and 2022, on average 76% of detected entries on the CMR and A/WMR were men, 15% children – including 11% by Unaccompanied And Separated Children (UASC), and 9% were by women.[15] In 2022, on the CMR, children were mainly nationals of Egypt, Tunisia, and Afghanistan; and on the W/AMR, the children mainly came from Morocco, Algeria and Senegal.

In 2023, migrants from West Africa moving towards Europe (mostly via the A/WMR and CMR) tended to be more mostly male (49% as opposed to 24% women and 27% children), single (81%) and tended to travel in groups (67%).[16] Interestingly, those intending to travel to Europe were on average younger (26 years old) than their counterparts travelling to North Africa (28) or the rest of West and Central Africa (32). There were also more likely to be single.[17] According to a specialised implementing partner, over 20% of arrivals to Europe from West Africa are children, many of whom are unaccompanied.[18]

Having said this, some interviewees mentioned a growing number of women and children travelling in the Sahel in 2024, with families arriving together over the border with Algeria into Morocco and Tunisia.[19] This was confirmed in Morocco where an interviewee from a CSO noted the fact that they were seeing more and more single mothers: "three out of five women are single mothers: they stay here after the father has gone to Europe".[20]

On the EMR, during the same time period, the proportion of men arriving in Europe grew from 40% to 62% in 2022, while the share of women and children dropped to 10% and 28% respectively.[21] In 2022, 48% of the children arriving in Greece were UASC. Most of the children, including UASC, were from Afghanistan, Somalia and Syria.[22]

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[14] Altai, UNHCR interviews and whole of route protetection mapping. See also
https://www.lighthousereports.com/investigation/desert-dumps/
[15] UNHCR, UNICEF, IOM, 'Refugee and Migrant Children via mixed Migration Routes in Europe'. Accessed here for 2022, here for 2021, here for 2020 and here for 2019.
[16] IOM, 'Regional Mobility Mapping – West and Central Africa', December 2023. Accessible here.
[17] IOM, 'Regional Mobility Mapping – West and Central Africa', June 2023.
[18] Interview with an implementing partner.
[19] Interview with a researcher and interview with CSO members in both countries.
[20] Interview with CSO member in Agadir.
[21] UNHCR, UNICEF, IOM, 'Refugee and Migrant Children via mixed Migration Routes in Europe'. Op. Cit.
[22] UNHCR, UNICEF, IOM, 'Refugee and Migrant Children via mixed Migration Routes in Europe'. Op. Cit.

Importantly, in 2023 a shift started to happen in Türkiye with regards to apprehensions of migrants trying to irregularly migrate to Europe: in 2023, the PMM piloted a new approach through which they deployed mobile patrols to monitor and apprehend irregular immigrants. According to PMM figures, 2022 recorded the second highest yearly number of migrants in irregular situation apprehended by the PMM (285,027).[23] 15% of the irregular migrants apprehended by the Turkish authorities were reportedly earthquake victims;[24] on the eastern border, more irregular migrants were reported in winter despite tough conditions; on the western border, the share of women and children increased (42% between January 2023 and February 2024) and the share of Syrians with registration (and a long term presence) in Türkiye also increased.

Reasons for migrating (irregularly)

As mentioned in the introduction, research confirms that there are main sets of factors for choosing to emigrate: macro (largely independent from the individual: political and socio-economic situation), micro (largely individual: age, gender) and meso (access to and knowledge of migration networks, information technologies). In addition, it is believed that psychological reasons are largely undervalued and extraordinary occurrences (e.g. war, dictatorship or extreme wealth) can have an important impact as well.[25] Indeed, the decision to emigrate is a combination of contextual, collective and individual factors, some of which have more or less weight, according to research, in the final decision.

Importantly, these combined factors may have different effects on the desire to emigrate per se and the desire to do so 'irregularly'. Some research actually divides the decision into a "two-step process", by which the first step is the decision to emigrate and the second is being willing to do so irregularly or without papers[26]. Each decision has different drivers and can be influenced separately. For instance, in an impact evaluation of ICMPD MRCs on the Silk Route, the research found that out of three types of activities conducted by the MRCs, the three significantly reduced plans to migrate irregularly but one actually increased the desire to emigrate (in general)[27].

That being said, and logically, the top reasons mentioned when asked about the reason for emigrating tends to vary significantly according to the context / situation of the country of origin. For instance, a recent survey conducted by MMC among Iranians, Pakistanis, Somalis and Syrians in Türkiye[28] found that 82% of Iranians mentioned as the main reason to leave deprivation of rights and freedoms, 71% of Pakistanis and 64% of Somalis mentioned economic reasons and 85% of Syrians violence, insecurity and conflict. This is particularly the case in situations of conflict / war or repressive regimes, where these factors will overpower (and possibly reverse) other indicators[29].

Importantly, James Dennison's research shows that the 'stated' reasons for desiring to emigrate should not be equated with objective indicators (or actual, possibly unconscious decisions)[30]: His research in MENA countries highlights that actual income and unemployment status do not predict desire to migrate well, but they do have an impact on willingness to do so irregularly. Also, perceptions of one's economic and political context (e.g. pessimism about one's country's situation) have an impact

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[23] Source: PMM website. Accessed here.

[24] Interview with implementing partner.

[25] Journal of Travel Medicine, Francesco Castelli, 'Drivers of migration, why do people move?', 2018. Retrieved here. Comparative Migration Studies, James Dennison, 'Re-thinking the drivers of migration: evidence form the MENA region', 2022. Retrieved here.

[26] James Dennison, Re-thinking the drivers of migration : evidence form the MENA region', Op.cit. Retrieved here.

[27] ICMPD, James Dennison, Impact assessment of the migrant resource centers in the Silk Route Region, September 2022.

[28] MMC, Migration decision-making, routes, and assistance needs among Iranians, Pakistanis, Somalis, and Syrians in Türkiye, April 2024.

[29] James Dennison, Re-thinking the drivers of migration: evidence form the MENA region', Op.cit.

[30] Ibid.

on one's decision to emigrate. Other factors in the research on MENA countries that were associated with the desire to migrate included: gender (men), age (younger), having a university degree (11 countries out of 12), being unmarried (6 out of 12), the negative[31] effect of being religious, having access to migrant networks, trusting social media over traditional media and psychological factors such as 'feeling stressed by life.'

Decision-making and sources of information

Migrants tend to rely on their social networks – and other migrants they meet along the way – for information, using social media and face to face interactions to gather information. The DIIS 2021 report 'Does information save migrants' lives?', which was based on 71 qualitative interviews with West African migrants, notes that "migrants mainly rely on and trust those in their social networks of family and relatives who have experience or knowledge of migration and other migrants they meet on the journey."

They main use face to face interactions, phone calls and social media (e.g. WhatsApp, Facebook, YouTube) to gather information but rarely seek information on websites. In addition, the report explains that migrants do not always have access to a phone as it can be stolen, lost and they do not always have access to a place to charge it or connectivity. Reliance on other travellers (and smugglers) and members of their community along the way is crucial.[32] An MMC July 2023 report on access to information among refugees and migrants in Türkiye notes similar trends: with social networks (friends and family in another country, only community and network) as the main and importantly most reliable source of information.[33] According to the MMC, in Türkiye, most (77%) migrants obtain information about routes, destinations, costs and risks before the journey. Their main source of information is social media, with friends and family in another country the primary source of information before (74%) and during (54%) the journey.[34] This was confirmed in FGD in Türkiye, with migrants citing that they "don't trust anyone, any of these organisations [INGOs, UN agencies]" and rely solely on their friends and family.

The importance of social networks was also confirmed by the information gathered from interviews and focus group discussions for this study on the three main routes. In Morocco, for instance, focus group participants mentioned preparing their trip with information from people who had succeeded in the past or friends and family members who were in Europe. They especially mentioned WhatsApp groups or talking to friends on Facebook. They also relied greatly on their community locally for support (even though they can also be abused by said community). In Türkiye, the focus group participants went to social media to know about successful paths and Syrian participants mentioned asking Syrians in the street for "a place to sleep, where to get food". The younger (17 years old) unaccompanied men mentioned friends in Istanbul who helped them find a place to work and sleep, friends in Europe who encouraged them along and gave them information.[35]

Interestingly, smugglers are also a non-negligible source of information: the DIIS report for instance notes that they "play an important role in shaping migration trajectories" and that West African migrants, although they often associate them with poor treatment, often trust them and see them as key agents in facilitating their onward movement. Similarly, in the MMC study, smugglers were the fourth

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[31] 'Negative' effect as in *reducing* the motivation to migrate.
[32] Danish Institute for International Studies (DIIS), 'Does information saves migrants' lives? Knowledge of needs of West African migrants en route to Europe', 2021. Accessible here.
[33] MMC, Access to information and decision-making among refugees and migrants in Türkiye, July 2023.
[34] MMC, Access to information and decision-making among refugees and migrants in Türkiye, July 2023.
[35] FGD with migrants in Nador and Oujda (Morocco), Istanbul and Izmir (Türkiye).

source of information after friends/family in another country, online community/network, and friends/family in the country of departure. An implementing partner in Türkiye explained that "Afghan migrants are better informed than we are: they knew about the European Pact on Migration before we did through the smugglers and the information spread like wildfire through their networks. That's why they all want to leave now."

Main risks

The main risks that migrants face on the road vary significantly depending on the routes and the countries they transit through. They range from risks of extortion, kidnapping, physical and sexual violence, forced returns and detention and lack of access to basic services including food, water and health care.
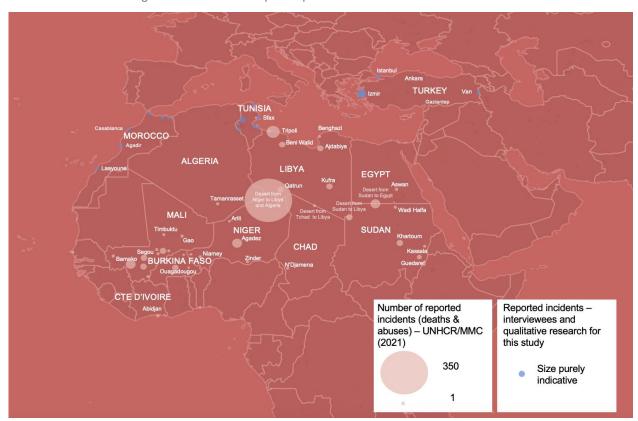
Figure 1: Indicative map of reported incidents in relevant countries[36]

Over 60% of migrants report having experienced or witnessed physical violence on the routes, according to interviews with over 7,000 migrants travelling on the CMR and A/WMR.[37]

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[36] Original map replicated from UNHCR/MMC, 'On this journey, no one cares if you live or die – Abuse, protection and justice along routes between East and West Africa and African's Mediterranean coast, July 2020. Pink dots sizes approximately same as in report. Blue dots added by Altai based on current research (interviews, focus group discussions, desk review). Contrary to the pink dots, the sizes of the blue dots are indicative and do not represent a number of incidents. For Tunisia, additional source: OMCT, '*Les routes de la torture – cartographie des violations subies par les personnes en déplacement en Tunisie*', October 2023.

[37] Mixed Migration Centre 4Mi dataset, accessed here. The data computed for this report uses the data collected between 2019 and June 2023 among West, Central and Eastern Africans interviewed in North Africa (most have Europe as a destination) and Europe; and North Africans interviewed in Europe.

In West Africa and the Central Sahel, the main protection issues mentioned by migrants tend to be physical violence, theft (especially in urban areas, of migrants travelling with large amounts of cash), corruption (e.g. at the borders) and extortion.[38]

In North Africa on the other hand protection incidents tend to be more severe, with kidnapping, ransom requests, SGBV and exploitation being cited more often. Survey data (from the MMC survey mentioned above conducted in Libya, Niger, Mali, and Tunisia) indicates that the main perpetrators of abuse are criminal gangs, armed groups and (to a lesser extent) state authorities while smugglers only represent a smaller proportion of cases of abuse.

Particularly dangerous areas include Libya, Algeria and Sudan. MMC interviews with 7,700 respondents between 2019 and 2023 (most of them aiming to go to Europe) reveal that 'protection incidents'[39] were most often mentioned in Libya (around 6,000 reports), Sudan (2,400) and Algeria (2,000).[40] Importantly, according to an IOM study on trafficking in human beings, 48% of migrants who take the CMR are predicted to be vulnerable to exploitation or human trafficking, compared to 31% of migrants taking the EMR.[41]

On the EMR, risks also vary by country, with an interviewee mentioning that, for example, for Afghans in some countries, the main risks are physical violence or shooting at the border while in others, physical violence is still present, but the risk of theft, detention and possible return are higher.[42] A February 2024 IOM presentation on the situation in Türkiye notes that the EMR continues to be deadly with 27 missing migrants in 2024 alone, and citing key protection risks to be: transnational crime (smuggling and trafficking), lack of clarity of process for residence permit approval / renewal, limited access to services for migrants in an irregular situation (health, legal), lack of firewalls and fear of apprehension, and finally risks of violence, exploitation and abuse, including trafficking of human beings.[43] In addition, Syrian refugees in Türkiye also suffer other significant protection risks which can represent push factors to try leave to Europe. The main ones include insecurity about permit renewals and fear of apprehension and forced return, but they also include increasing xenophobia and political hostility and high prevalence of GBV and early and forced marriages, the latter being worsened by the economic situation.

Interviewees in Türkiye explained that irregular migrants were taking more risks than before, increasingly travelling over the mountainous eastern border and crossing the sea to the Greek islands in winter since 2023.[44]

Vulnerable profiles

Particularly vulnerable populations along the CMR and A/WMR include mostly UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify. With regards to children and youth, the UNHCR 2019 report Live, Learn and participate

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[38] Interview with two implementing partners and MMC, 'North and West Africa 4Mi Snapshot – Protection risks and assistance needs of migrants in the Central Sahel', March 2024.

[39] Include detention, physical violence, robbery, bribery/extortion, death, kidnapping, non-physical violence and sexual violence.

[40] Mixed Migration Centre 4Mi dataset, accessed here.

[41] IOM, 'Migrant vulnerability to human trafficking and exploitation – Evidence from the Central and Eastern Mediterranean Routes', 2017.

[42] Interview with implementing partner.

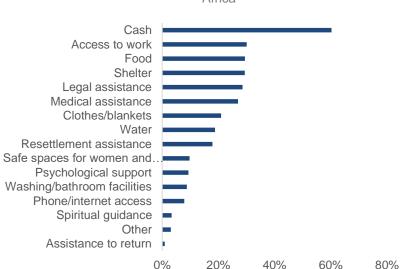[43] IOM, Presentation on situation in Türkiye, February 2024.

[44] Interview with implementing partner.

for example cited "75% of children and youth who took the CMR reported to have suffered some form of exploitation, including human trafficking".[45]

According to most interviewees,[46] the most vulnerable populations along the EMR are the increasing number of children, especially UASC, women who are often more subject to SGBV compared to men. They may also be subjected to trafficking, although there is very little actual information on human trafficking. As an implementing partner in Izmir noted "we have been working on irregular migration in Izmir since 2016 and have never heard of a single victim of trafficking. It's impossible".

Main needs of people on the move along the three routes

Figure 2: Main needs of West and East African migrants in North Africa

The main needs reported by migrants and implementing partners are overall quite similar across the three routes, though with some specificities based on the country/ies of transit and the mode and length of travel (migrants who were able to at least travel part of the way via plane are likely to have faced less danger and violence than those travelling by sea or bus across the desert).

In an MMC survey conducted among over 8,000 migrants between 2019 and 2023, the main need reported by sub-Saharan migrants on the CMR and A/WMR was the need for cash. It was closely followed by the need to access work, food, shelter, legal assistance and medical assistance[47]. These needs were confirmed by the interviews and focus group discussions.

On the A/WMR, in Morocco as a key transit country, interviewees mentioned access to basic services, shelter and information / help with administrative procedures (with regards to residency but also to registering births) as important unmet needs.

Morocco tends to remain a transit country where migrants try to make a bit of money before travelling on. Cash and livelihoods are therefore key but impeded by the irregular status of the migrants, especially in the case of women and children. On paper, migrants have access to health – among other basic needs – in government centres. However, many migrants are not aware of the government centre practice (e.g. the large groups of recently arrived Sudanese) or services are insufficient. Health centres are also a good way to connect with women/ children who may otherwise not be accessible (under their community leaders' control) or identify MHPSS or SGBV-related needs that are often significant but under- or not reported by migrants because of a lack of understanding or because of the

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[45] UNHCR, 'Live, Learn and Participate', June 2019.

[46] Interviews with several implementing partners.

[47] MMC 4Mi dataset, accessed here. The data computed for this report uses the data collected between 2019 and June 2023 among West, Central and Eastern Africans interviewed in North Africa (most have Europe as a destination) and Europe; and North Africans interviewed in Europe.

transitory nature of their stay in the country. This will be particularly acute for migrants who will have attempted the often traumatic sea-crossing. The need for shelter is particularly strong for single women and children sleeping in the street and at high risk of GBV and other issues (for instance in Agadir) or for entire families sleeping in the forest near Nador. Again in Agadir, where many single pregnant women are reported, health checks during pregnancy and after birth are necessary. Finally, there is an important need for information, regarding complicated administrative procedures (for births but also to claim asylum or try to be regularised in the country) they are not aware of or do not understand. One interviewee working for a CSO for example noted "the problem with IOM is that they procedures are not always clear and the beneficiaries will come back to us asking questions about their files that we do not have the answers for".

In terms of geography of needs for the A/WMED, Morocco seems to be the main place: indeed, either migrants arrive through Senegal and Mauritania where the risks are not too severe, or they arrive after long trips through Libya and Algeria and with severe levels of accumulated trauma. There are also many migrants in Morocco who have attempted the crossing to the Canary Islands or mainland Spain and have been negatively affected by the experience (but still intend to cross again). Many migrants stay in Morocco to regain forces and funds to pay for the next crossing. Agadir seems to be a central city for migrants who want to replenish their funds working as seasonal workers – in often very dire conditions – in the fields outside the city. Key informants spoke of significant numbers of migrants – including single pregnant women and children – living in the streets of the city. Despite numerous raids and massive arrests in the North of the country, many migrants are also said to wait in Tangiers, and the forests around Nador and Oujda to cross the sea (or in the case of Nador to enter Melilla).

The needs on the CMR are similar with cash, shelter and protection also coming on top. The CMR is characterized by long, complicated travels through difficult terrain (the Sahara desert) and situations in some of the most dangerous areas (Libya, the borders with Algeria and Libya, , the north of Niger and Mali). In countries like Libya, the risk of exploitation and/or detention is high. The needs for protection in general, including health, SGBV and MHPSS are therefore immense.

At the same time, it is extremely hard to work in some of these countries[48]. An analysis of a combination of the presence of migrants, high needs and ability to work / existing protection space (no matter how small) would indicate the following areas to work in: Tunisia, in the border areas with Algeria and Libya and close to the coast (e.g. Sfax, Medenine,), the Libyan border with Tunisia and the desert area between Algeria, Libya, Niger and Chad. In most of these areas, the fact that the (smuggling) routes often change means that mobile support is particularly necessary and useful.

On the EMR, basic needs – including cash or access to work, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular migrants' needs are largely driven by their irregular status which impedes their access to basic services. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time. Needs along the Western coasts are enormous and include shelter, basic needs (food, water, dry clothes, health checks), private protection and identification areas (especially to identify victims of trafficking), etc. Legal assistance is also crucial. This is particularly the case for Afghan women, some of whom could apply for international protection but are too fearful of and confused by the system to try, although obtaining said protection could give them access to all basic services.

Like the CMR, the EMR is characterised by the presence of countries where interviewees noted it is hard to work (e.g. Afghanistan, Iran[49]) on migrants issues, leaving Türkiye as the main

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[48] Interviews with implementing partners in Mali.
[49] Interviews with experts, donors, implementing partners.

country where action is possible (although the protection space has shrunken in recent years). In Türkiye, key areas of concern are the eastern and western borders, where most of the crossings take place and big cities, in particular Istanbul, where migrants go to find work. The western coast, from Marmaris to Canakkale sees most the disembarkations of migrants intercepted by the coast guards and basic needs as well as legal assistance and protection needs are immense there.

Support received and trust in organisations

While migrants claim they receive some support on their journeys, little of it seems to come from international organisations who they do not seem to trust much.

In an MMC survey of over 2,000 respondents in the Central Sahel, 48% of respondents claimed to have received help on their journey.[50] Only 8% of the respondents who received help, however, mentioned NGOs and 2% mentioned UN agencies as assistance providers. There is significant confusion and lack of clear information on the UN's agencies selection criteria. In Türkiye, for example, several Syrians complaining of the fact that help was only provided to families with at least three children. Several interviewees in Türkiye also mentioned UNHCR and were bitterly disappointed with it because of long procedures and probably unduly high expectations (e.g. disappointment that they have "given up" their role to the government, that they cannot resettle them directly). Those who mentioned IOM (mostly in North Africa), said they "were there only to send people back". Even in Tunisia, migrants were reportedly hesitant to approach IOM or the Red Crescent for fear of being deported. The interviewees in Türkiye overall expressed their distrust and disillusionment with services providers, even NGOs founded by people of their nationality, feeling that they could not help them and going there would just get them deported.

With regards to services offered, the SEEFAR report mentioned that there tends to be significant disparities between the needs expressed by the migrants on the EMR (emergency services, basic needs during the crossing) and what organisations tend to offer (medium-term services, including shelter, translation and support to integration).

Assistance is mainly given by family and friends (59%) and other migrants (41%) and largely consists in help to meet basic needs: food (72%), water (66%), shelter (50%) etc. This was confirmed in our focus group discussions in Morocco, in which respondents either mentioned not having received any support or mentioned their families and friends or small community-based organisations they were introduced to through a friend.

On the EMR, what little services exist for foreigners and the humanitarian presence are largely geared towards Syrians. Undocumented migrants (including the large numbers of Afghans) have access to almost no services. In addition, they are largely deterred from registering by fear of deportation. A SEEFAR mapping of services and migrants and refugees' knowledge and perception of them notes that respondents mentioned travelling from Van (first point of entry for most Afghans into Türkiye) to Ankara or Istanbul without any contact with providers, although both UNHCR and ASAM have offices in Van.[51] Our focus group participants generally claimed they had received (or requested) no support from service providers and showed a distinct lack of trust in any organisation.

Some positive notes on service providers came in positive experiences shared by migrants who either went to the organisation with a friend or knew a friend who had been there or worked there (mostly in North Africa), and received support for child birth or child care, food baskets etc. The SEEFAR report also mentioned the correlation between migrants' trust in an organisation and their

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[50] MMC, 'Protection risks and assistance needs of migrants in the Central Sahel', March 2024. The survey was conducted in Mali, Burkina Faso and Niger in late 2023.

[51] SEEFAR, 'Services for migrants and refugees on the Eastern Mediterranean and Western Balkan Routes, a mapping of services and migrants and refugees' knowledge, perception and usage of it', 2021. Accessible here

willingness to access their services and the importance of word of mouth communication which would allow positive information to spread if someone had had a positive experience with a service provider.

Annex 2: Risk Management

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Political					
Risks of destabilisation in in countries across migratory routes (e.g. Lebanon, Egypt, Tunisia, Turkey), potentially including emergence, relapse, or escalation in violent conflict, or including increased tension between host communities and migrants	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.	Fragile areas imply countries or communities, which politically, economically, socially, environmentally and from a security perspective have limited capacity or resilience to prevent and tackle crises. However, the nature of the programme and the presence of partners in fragile regions and ability to act in countries facing enormous challenges, including conflict and large numbers of refugees and internally displaced people, entails a capability to continue activities even in a rapidly changing operational environment.
Increasing xenophobia and politicization of migrants in transit countries along migratory routes, exposing those on the move to exacerbated risks	Likely	High	Contextual risks pertain to the political and social environment conditions in countries of origin and transit countries, which can affect and shape both the conditions in which irregular migrants are living, while also more broadly shaping patterns of migratory flows across migration routes.	It is likely that IPs cannot fully mitigate such economic and political risks, though the provision of targeted and adaptive protection can mitigate and minimize such risks.	Over 60% of migrants report having experienced or witnessed physical violence on the routes (on the CMR and A/WMR). In West Africa and the Central Sahel, the main protection issues mentioned by migrants tend to be physical violence, theft, corruption. In North Africa on the other hand protection incidents tend to be more severe – and growing with anti-migrant rhetoric. Most dangerous areas seen to be the Sahara desert and borders (Libya, Algeria, Sudan). On the EMR, significant risks at the borders to and from Türkiye (e.g. with Iran for Afghans) and at disembarkation points. In Türkiye, physical violence is still present, but the risk of theft, detention and possible forced return are high (including for Syrian 'refugees'). Lack of clarity on procedures is a particular stressor, as is growing xenophobia (impact on shelter, etc.). Migrants are typically willing to take more risks, though to date the inconsistent and inaccessible of protection services has often compounded vulnerabilities.
Lack of political will amongst Governments (at national level, and at local level) in programme countries	Likely	High	The consortium partners will be selected on the basis of their presence, network, and programmaric track record in countries along migratory routes, which includes considerations regarding partnerships with state actors which are necessary to navigate and mitigate the impact of such political dynamics.	There may still be a risk of delays or incomplete implementation of the project, and programme activities may need to be revised to take into account shifting political dynamics.	Political dynamics – both in relation to ongoing conflicts/ insecurity and domestic politics in countries of transit – continue to shape migrant flows and patterns, and in countries where programme activities will take place, people on the move have tended to be the targets of political campaigns, which has in turn constricted the space and freedoms afforded to people on the move, and heightening risks and vulnerabilities.

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 stakeholders across relevant government authorities and ministries in programme countries, leveraging existing engagements and access which consortium members may be involved in.	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 people on the move	Likely	High	This will also increase the likelihood of ill treatment and risks of vulnerable situations. IPs will thus strive to build a wholistic approach to the human rights of people on the move through the comprehensive studies starting from the beginning of their journeys.	IPs will be able to address the number of people on the move indicated in their respective proposals.	Depending on how rapid the increase of number of migrants and refugees are, the IPs will be able to address some, but probably far from all, people on the move.
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 onward irregular migration.	Counselling and reintegration activities can mitigate some of the effects.	Reintegration related livelihood activities cannot solve the full scale of potential challenges.
Host communities' perspectives and interaction with people on the move is shaped by misinformation and disinformation, which exacerbates mistreatment of people om the move and heightens risks and vulnerabilities.	Medium	Medium	These factors will likely further push migrants into onward irregular migration.	Consortium partners to engage in proactive communication, address concerns transparently, and build inclusion, social cohesion and strong community relationships.	Provision of information through migrant resource centres as well as information and evidence-based campaigns.
Environment					
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 adaption 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					

			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 local ownership of systems. This will entail rights-based capacity-development of local duty bearers in protection and service provision aa well as strengthening of national referral mechanisms.	Consortium partners will continue to monitor and raise any implementation of t relevant legal frameworks and policies to advocate for the provision of protection and other services geared towards reducing risk and vulnerabilities, and in a manner consistent with human rights.	
Undue emphasis on national security over protection	Likely	Significant			Consortium partners are expected to have long-standing relationships with relevant government bodies which will allow for such engagement to take place.
People on the move face various security risks, including human trafficking, navigating violence and crime and/or border security issues	Likely	Medium	Consortium partners will draw on expertise and experience in "whole of route" programming to ensure protection services are provided to "hot spot" locations where insecurity and vulnerability is particularly pronounced.	IPs will work closely with relevant authorities to stay informed about security developments, including through implementing community-based monitoring systems.	While many people on the move across migratory routes face varied levels of vulnerability and risk, "whole of route" programming supported by other donors to date have had varied approaches and track record towards addressing particularly vulnerable populations. This is particularly the case in so-called "hotspots", where levels of risk are magnified by a lack of effective protection or other services.

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.	Consortia to establish regular coordination mechanisms within country contexts and across thematic issues to ensure greater coherence and complementarities, while also leveraging INGO operational capacity and advancing localized responses.	"Whole of Route" programming is seen to be particularly challenging given the dynamic and varied nature of challenges and conditions across migratory routes.

Institutional risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Fraud/ Corruption/ Exploitation	Likely	Moderate	In line with IPs and the Danish MFA's Anti-Fraud Policy, the programme aims to ensure a coordinated approach on the prevention and response to fraud and corruption through various integrity and anti-fraud related initiatives. 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 local systems 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 monitor partners' compliance with PSEA requirements and provide support as needed.

Annex 3: Plan for Communication of Results

Communication of results is an important aspect of the WoRP. The migration topic(s) addressed within the Programme can be highly sensitive and as such it should be decided by the Programme Steering Committeeat 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:

  o Decision makers in host country/region
  o Stakeholders in Denmark
  o Stakeholders/general public in host country/region
  o 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.

Annex 4: Process Action Plan

Action/product	Deadlines	Responsible/involved Person and unit
Start consultant team tender process	31 January 2024	MIGSTAB
Selection of consultant team	February	MIGSTAB
Kick-off programme formulation	22 February	MIGSTAB
Preparation of draft document	March April, May	Consultant team and MIGSTAB
MFA / Altai preparatory analysis	April	Altai
Submission of draft documents to PC	6 June	MIGSTAB
PC meeting	18 June	MIGSTAB
Documents finalised	End July	MIGSTAB
Appraisal start	Early August	LEARNING
Appraisal draft report	Mid-September	LEARNING
Call for Proposal	23 August	MIGSTAB
Appraisal final report	End September	LEARNING
Revise programme document on basis of appraisal comments	1-14 October	MIGSTAB
Submission of documents to UPR	14 October	Consultant team and MIGSTAB
UPR meeting	31 October	MIGSTAB
Final selection of implementing partner(s)	15 November	MIGSTAB
Approval by Minister of Development Cooperation and Global Climate Policy	Mid November	MIGSTAB
Implementing Partner agreement to be signed	End November	MIGSTAB
Programme to officially commence	End November/Beginning December	MIGSTAB
First instalments/payments to Consortium Partner(s) to be made	End-November/beginning December 2024	MIGSTAB

Annex 5: Summary of key findings from the preparatory analysis

The preparatory analysis commissioned by the Danish MFA provides valuable complementary insights regarding lessons learned and good practices which the programme will seek to build on.[52]

Strengths and weaknesses of whole of route approaches

Despite the growing focus on "whole of route" approaches, the fluid and complex nature of migratory routes and the lack of a broadly agreed upon definition on the characteristics of what comprises a "whole of route" approach has led to a variety of programmatic responses. As reflected in a lessons learned study commissioned by the UK FCDO in relation to UK supported "whole of route" programming in the CMR migratory route, the lack of a clear problem statement from the outset of "whole of route" programming has also been seen to be as a key challenge in ensuring a rigorous, coherent, and impactful approach to "whole of route" programming.

Whole-of-Route approaches appear to be relevant when looking at supporting the needs of people on the move, especially when it comes to protection services. Several stakeholders engaged with during the scoping and preparatory work undertaken during the formulation of this programme – including UN agencies, INGOs, duty bearers, and people on the move – have pointed to the absence of coherent and connected programming across migratory routes, which leverage and strengthen localised approaches. This programme seeks to combine these two features. Applying a route-based approach enables a better understanding of migration dynamics. Considering the heterogeneity of profiles and needs along the routes, a route-based approach also enables a better understanding of the needs and protection risks, ensuring that no one is left behind. Route-based approaches, when successful, enable different implementing partners (IPs) working across borders to share data, pool expertise and therefore get a better vision of needs and realities along the entirety of the migration routes. Finally, route-based approaches can help increase the visibility of the services offered along the routes, thus strengthening the awareness of and access to services.

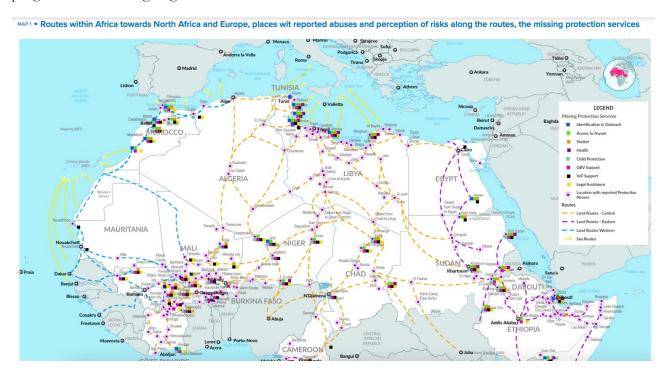*Whole of Route approaches and consortium structures*

The preparatory analysis also pointed to a number of lessons learned pertaining to existing consortia-based approaches to whole of route programming. Cooperation between partners and across countries is key and requires a clear definition of roles and responsibilities from the start of the programme, as well as clear coordination mechanisms and data sharing protocols. A best practice is for coordination between country teams to include implementation staff to ensure the sharing of best practices, tools and approaches that could be adopted for common issues. Lessons from route-based programmes show that it is challenging to avoid implementing in silos when programming across borders. Contexts vary greatly across countries, and different IPs are often in charge of different countries within the same programme. This comes with different working cultures and bureaucratic layers. If communication and coordination between countries and actors remain limited, programmes may fall short of achieving a route-based approach. Better communication, however, is needed to increasing beneficiaries' trust and Humanitarian Service Points (HSPs) visibility. The lack of a systematic data sharing system across HSPs (and various NGOs and UN agencies) currently presents a barrier to further efficiency, and would be an important element to consider in relation to the programme (and the call for proposals).

Providing integrated and accessible services and support to migrants in a sustainable manner

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[52] This annex summarises key findings from the Altai report

The use of HSPs set up along migration routes has proved to be an effective means of facilitating access to services to people on the move, and for ensuring a greater degree of consistency and coherence across "whole of route" approaches. Such centres, or 'kiosks', are an effective way to provide assistance and protection services to mixed migrants in need. A wide variety of centres exist, from the HSPs set up by the IFRC national societies, the multi-purpose service centres set up by IOM and UNHCR, the Migrant Response Centres (MRCs) and transit centres set up by IOM, ICMPD' MRCs or the community centres managed by TRC and ASAM in Türkiye. They vary by targeted populations and services offered. Despite the presence of such services, the provision of services is often inconsistent across migratory routes. Similarly, the kinds of risks and vulnerabilities also varies across different areas of migratory routes. Taken together, this results in certain parts of migratory routes presenting dangerous challenges to people on the move, as the contextual risks coupled with the lack of sufficient services serves to magnify vulnerabilities. The map below highlights the various kinds of protection risks (and the associated service gaps) along migratory routes, with such data presenting valuable insights which can inform this programme on an ongoing basis.

MAP 1 • Routes within Africa towards North Africa and Europe, places wit reported abuses and perception of risks along the routes, the missing protection services

The preparatory analysis has also pointed to the importance of working through community-based organisations and by engaging within migrant networks, given the reliance of migrants on peers, smugglers, and community networks, coupled with lack of awareness and understanding of the kinds of services and support which NGOs and UN agencies can provide (and the policy/ legal environment in which they operate).

Drawing out lessons learned from similar kinds of programming

By its very nature, "whole of route" programming remains complex and difficult, requiring a strong focus on sustainability (e.g. through localisation and working with the local authorities and local stakeholders), and substantial investment over time, alongside adaptive and flexible operational modalities. For these reasons, it is a relatively nascent area of programming, and there are few existing examples from which to draw lessons. In this way, having a lead partner in this programme seeks to avoid these dynamics and ensure a greater degree of coherence and connectedness across borders.

The Action for Migrants: Route-based Assistance programme (AMiRA) led by the British Red Cross and implemented by the National Societies of the Red Cross Red Crescent Movement and with one external actor (INTRAC) in charge of the learning component. AMiRA is a good example to learn from given the similarities with this programme[53]. The AMiRA programme provided support to vulnerable migrants across Niger, Burkina Faso, Guinea, Mali, Sudan and Egypt and was conceived as a route-based programme which would provide basic needs and protection services for migrants moving along migratory routes. While the programme overall was deemed relevant and effective in the services it offered to migrants on the route, according to an evaluation it did not implement an adequate route-based approach. According to the programme's final evaluation[2], a route-based approach is of greater added value in mixed migratory movements that involve a number of transit countries and regions. While this approach was necessary and relevant in AMiRA's context, it did not become fully operational. The main challenge was that the specifics of what a route-based approach would entail and how it should be put into place, as well as who should be responsible for overseeing it, had not been well articulated from design and inception and was thus not well understood by the implementers. The concept of the route-based approach was interpreted in different ways and was not defined until very late into the programme, including by the donor.

Furthermore, coordination between AMiRA countries was difficult, and communication remained siloed and insufficient. According to the evaluation, this could have been different if the relevant resources had been allocated, for example by strengthening the role of the Contract Managers Steering Group, or by creating a route-based approach manager position. The route-based approach manager could have set up a working group, devising route-based approach indicators and tools, and training countries and implementers on these tools. A clear definition of roles and responsibilities within the governance structure would have helped, along with a common definition and vision of what it means to implement a route-based programme. When it comes to communication, reports show that high-level communication was emphasised over field level communication, leading to missed opportunities with regards to sharing practical operational information across partners. AMiRA staff reported challenges in prioritising information sharing in the face of complex implementation contexts, facing constant visible need from beneficiaries.

This shows that sufficient time and financial resources for communication have to be invested at two main levels: i) across countries with dedicated staff being responsible for attending cross-country meetings or in-person peer exchanges, and ii) within each country, to ensure that 'knowledge holders' who attend key meetings pass on the information to field staff. AMiRA staff also reported feeling that they should dedicate their limited analytical resources to donor reporting requirements. Such requirements could form the basis for cross-country communication and data sharing. This could work if common indicators are developed across countries, enabling rapid analysis and comparison, and if donor requirements combine key data points that are useful both for donors and implementers, encouraging implementing staff to prioritise such analysis. This requires each IP to have a strong MEAL systems and team with sufficient time dedicated to designing the programme logical framework, finding the right balance between donor requirements, cross-country communication and avoiding placing extra burden on the implementing teams.

Insights regarding adaptive programming and rapid funding mechanisms

Given the high volatility along the migration routes and the fast-shifting trends and needs, it is crucial for programmes to keep an up-to-date understanding and monitoring of the targeted routes. In order for programming to remain effective and relevant in the face of significant complexity which influences

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[53] https://www.intrac.org/projects/supporting-learning-within-the-amira-programme/

migratory flows and patterns across the three routes, ongoing analysis, monitoring, and adaptive programming is critical. The preparatory analysis commissioned by the MFA identified a good practice in relation to the way the Mediterranean Mixed Migration (3M) programme incorporated research and learning into its main objectives. The research conducted by MMC included regular and context-specific analysis covering migrant profiles, drivers, decision making processes, their level of access to information, as well as data on protection violations and needs on route. While the research was deemed to be comprehensive and to inform operational and policy responses, the evaluation also found that, unfortunately, insufficient communication between consortium members limited the relevance of the research products to the programming and activities. This highlights the importance of setting clear communication channels across actors, and to dedicate sufficient resources into the rapid dissemination and uptake of research products by consortium partners.

Importance of addressing vulnerable populations and "hot spot" areas

While many people on the move across migratory routes face varied levels of vulnerable and risk, "whole of route" programming supported by other donors to date have had varied approaches and track records towards addressing vulnerable populations. This is particularly the case in so-called "hot spots", where levels of risk are magnified by a lack of effective protection or other services. Lessons learned from UK supported "whole of route" programming also pointed to the need to be more deliberate in addressing gender-sensitivities and gender-specific barriers to accessing and benefitting from assistance.

INFORMATION NOTE
INSTRUCTIONS FOR APPLICANTS FOR CALL FOR PROPOSALS

"Assisting people on the move and addressing irregular migration through a Whole-of-Route Approach"

MIGSTAB

UPDATED VERSION (OCTOBER 2024)

1. BACKGROUND

The present information note outlines information relating to Denmark's "Addressing irregular migration through Whole of Route Approaches" Programme. The Information Note has been revised (as of 4 October 2024) based on recommendations from the programme appraisal and to strengthen guidance for the applicants invited to do a full proposal. A number of adjustments are worth noting, including in relation to the assessment criteria. However, the overall objective and outcomes for the programme remain. The appraisal required corresponding adjustments to be made to the MFA draft programme document, which served as guidance to develop this information note for the call for proposals process and which will be considered by the Council for Development Policy (UPR) at the end of October. The new draft programme document will also be publicly available ahead of the UPR process. However, it should be noted that the Evaluation Committee will solely base its feedback and decision on the information present in this information note.

The overall objective of the programme is to address – with an aim to prevent – irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment to people on the move along the Mediterranean migratory routes. The programme is underpinned by international human rights standards, with a human rights based approach (HRBA) and ensuring a focus on heightened risk vulnerable groups including children and unaccompanied minors, women/girls at risks and victims of trafficking.

Across the Mediterranean migratory routes, countries are facing increased pressure to step up efforts to address and prevent irregular migration, combat transnational organised crime, including human trafficking and smuggling of migrants, and to strengthen integrated border management. Transit countries are particularly critical in this regard, given that they shape the conditions under which migrants decide to continue their migratory journeys, return to their countries of origin, or remain. In this way, engagement in transit countries can also serve as a preventive investment in relation to onward irregular migration. The preparatory analysis commissioned by the Ministry of Foreign Affairs of Denmark (MFA) also underlined this point, drawing attention in particular to the importance of addressing conditions in countries, such as Tunisia, Morocco, and Türkiye where many migrants end up in a situation of a heightened risk of exploitation. The overall conditions across migratory routes vary significantly, as do the risks and vulnerabilities faced by people on the move. Some areas are considered "hotspots" when risks of vulnerability or exploitation are significantly high. The provision of support and protection to people on the move is often focused on specific national settings and circumstances, losing sight of the interconnectedness across countries along the migratory routes. This lack of coherence and coordination ultimately undermines effectiveness and sustainability and limits the potential to address and prevent irregular migration flows further along the migratory routes. This programme also seeks to address these challenges by supporting/sustaining local and national structures and a civil society consortium who is present and operational across migratory routes and thus well positioned to strengthen the coherence, coordination, and sustainability of "Whole of Route" approaches.

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 envisioned 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 MFA's 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.

The programme can also be considered as a contribution towards the forthcoming Danish National Action Plan on Women, Peace and Security (WPS NAP), given the focus on ensuring that a gender perspective is integrated across the programme, and in light of the focus on particularly vulnerable groups. In practice, this will likely entail a particular focus on women, girls and boys, who are particularly exposed to certain types of risks along migratory routes, as is described elsewhere in this document. 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 affected by conflict and fragility.

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

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 RMGP, CAPACITY and the envisioned regional programme for Türkiye and the Western Balkans will focus on the "supply side" of migration governance side, 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 different focus on 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 these two 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. Successful applicants will be asked to explore linkages and synergies with technical assistance and capacity building of duty bearers planned under the RMGP and the CAPACITY Programmes, as well as those implemented through other donors' support.

The Whole of Route programme will focus on the "demand side" of migration governance and management and ensuring migrants protection and services 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 Advisors, cross-ministerial Steering Committees).

Accordingly, the Whole of Route programme, in particular, seeks to enhance the situation for people on the move along the Mediterranean migratory routes, address and prevent further irregular migration movements. In relation to the "whole of route" approach, the aim of the intervention is to contribute to safer migration along the three main Mediterranean (and Atlantic) routes and that people in both countries of origin and countries of transit have access to information, direct assistance and services which help them make safer decisions and be in less vulnerable situations. The programme is expected to cover several countries along the three main Mediterranean routes: the Atlantic/Western Mediterranean Route (A/WMR), the Central Mediterranean Route (CMR), and the Eastern

Mediterranean Route (EMR). The programme will have a particular focus on transit countries (and so-called "hot spot areas" within those countries), given the acute risks and vulnerabilities faced by people on the move in such contexts.

The programme seeks to respond to ongoing and emerging priorities and mixed migration flows across migratory routes, working with civil society actors to provide flexible, appropriate services, protection and support geared towards addressing the various risks and vulnerabilities which characterise irregular migratory journeys. There are significant complexities associated with the pursuit of this objective, given the changing dynamics within countries of origin, coupled with shifts in the priorities and entry points for return and reintegration to be facilitated, many of which are subject to ongoing dialogue between the Danish Government and authorities in countries of origin. The programme design therefore takes a flexible and adaptive approach.

To address the issues above, a Call for Proposal has been issued through which one consortium will be selected to support the MFA. The objective and the outcomes, the process and overall budget will be described in this information note.

In terms of indicative activities and approach, the programme will seek to support migrants along key migratory routes, focusing on their access to information, protection services, and community integration. In countries of origin, the programme places an emphasis on providing reliable information and counselling to potential migrants to help them make informed decisions. In countries of transit, the programme can, for example, establish community focal points to connect actual migrants with essential services. The programme can enhance the capacity of one-stop centres to deliver direct assistance, such as mental health support and legal aid, while ensuring a rights-based approach to migration management. Additionally, it will seek to promote social cohesion in host communities through advocacy, community engagement, and collaboration with media to reshape the migration narrative. Overall, the programme is designed to address vulnerabilities faced by migrants and foster inclusivity within host societies.
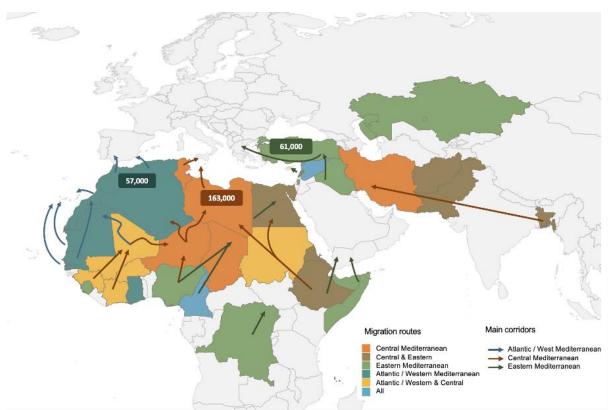
2. CONTEXT ANALYSIS

As part of the programme formulation process, the MFA commissioned an analysis of the evolving dynamics in relation to migratory routes and the range of programmatic responses which could potentially be considered or are relevant to a "whole of route" approach. This preparatory analysis will be shared in full with the consortium selected during the inception phase. However, this section provides an excerpt of this analysis, while situating it in the focus and objectives of the Whole of Route programme. In this way, it seeks to provide relevant insights and reflections which can inform applicants' proposal development.

Migration flows converging towards the Mediterranean and Europe are complex and frequently shifting. People find themselves on the move for diverse socio-economic, political, and environmental reasons, while migration policies of transit and destination countries also strongly influence patterns of migration flows. Three main routes towards Europe are usually defined: the Atlantic and Western Mediterranean Route (A/WMR), the Central Mediterranean Route (CMR) and the Eastern Mediterranean Route (EMR).

The programme design is informed by the preparatory analysis prepared for the MFA in April 2024. The analysis provided an up-to-date mapping of trends and dynamics across the three migration routes, presenting a number of recommendations regarding this programme's focus countries and approach, also drawing on key good practices and lessons learned in relation to operationalising "Whole of Route" approaches. The graphic below reflects the migratory routes which were the focus of this analysis, and which in turn shape the geographic focus for this programme going forward.

The preparatory analysis shows that the most vulnerable populations along the EMR are the increasing number of children, especially UASC, and women-at-risk who are often more subject to SGBV compared to men.54 They may also be subjected to trafficking, although there is very little actual information on human trafficking.

The **Atlantic/Western Mediterranean Route (A/WMR)** refers to arrivals in Spain from North and West Africa via sea passages; across the Strait of Gibraltar from Tangier to Tarifa and a land route through the enclaves of Ceuta and Melilla. It also encompasses departures by boat from Morocco, Mauritania, Senegal and The Gambia to the Spanish Canary Islands. Since 2020, the Atlantic sub-route has been recording more arrivals than the Western Mediterranean Route – meaning more arrivals to the Canary Islands than to the Spanish southern coastline. In 2023, the top nationalities along the A/WMR were Senegalese (18,100), Moroccans (14,400), Algerians (6,600), Malians (5,900) and Gambians (4,400).

The **Central Mediterranean Route (CMR)** refers to arrivals in Italy and Malta from North Africa, often by people first travelling from West Africa, but also from Bangladesh or Egypt. Tunisia became the most popular country of disembarkation for the CMR in 2023. Early trends from 2024 show a significant decrease in arrivals to Italy compared to January 2023, and Libya has overtaken Tunisia again as the main country of embarkation on the CMR. In 2023, the CMR was mainly used by irregular migrants coming from Guinea (18,600), Tunisia (18,100), Côte d'Ivoire (16,100), Bangladesh (14,300) and Egypt (11,700). Between January 2014 to June 2023, the route claimed more than 22,000 of a total 28,000 migrant deaths and disappearances in the entire Mediterranean. Arrivals on the CMR have sharply increased since 2020, with a 54% rise over the last year only. Explanations include an increase in departures by Tunisians, but also by Sub-Saharan Africans, departing from Tunisia. In 2023, Tunisia was the main country of departure on the CMR with over 97,200 sea arrivals coming from Tunisia against 52,300 arrivals from Libya to Italy. Departures of Tunisian citizens (along the CMR) rose from 2,600 in 2019 to over 18,000 in 2022

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54 Altai.

and 2023, which some reports attribute to the accelerating economic challenges that Tunisia has been facing since the onset of the COVID-19 pandemic. Economic difficulties associated with COVID-19 also led a growing number of sub-Saharan migrants who were already living in Tunisia to make the crossing to Europe after losing their informal jobs. Many sub-Saharan migrants legally arrive in Tunisia by commercial air travel, given the numerous visa procedure agreements between Tunisia and sub-Saharan countries, particularly in West Africa.

The **Eastern Mediterranean Route (EMR)** consists of the sea and land route from Türkiye to Greece and the sub-routes via Bulgaria and Northern Cyprus, as well as the sea route from Lebanon to Europe (mostly to Cyprus or Italy), which has recently been on the rise. Türkiye is the main transit country for this route. In 2023, nationals from Syria, Afghanistan, Palestine, Türkiye and Somalia mostly used the Eastern Mediterranean route. According to UNHCR, 2,670 individuals departed or attempted to depart irregularly from Lebanon by boat in the first nine months of 2022, compared to 1,137 during the same period the year before. Most of those boats intended to reach Italy, a shift from recent years when Cyprus was the primary intended destination.

Arrivals on the three Mediterranean routes have been on the rise since 2020 despite a slight drop on the A/WMR between 2020 and 2022. In 2023, arrivals on the CMR represent 58% of the total arrivals along the three routes, with the EMR and the A/WMR representing 22% and 20% respectively. A major trend for 2024 is the sharp rise of arrivals on the Atlantic Route, (12,000 in the first two months of 2024 against 2,000 during the same period in 2023), with a majority of Malians using that route (representing more than half of the detected arrivals).

Political dynamics – both in relation to ongoing conflicts/ insecurity and domestic politics in countries of transit – continue to shape migrant flows and patterns. There are several recent examples of this across each of the aforementioned migratory routes.

Egyptians and Bangladeshi migrants increasingly use the CMR, using Libya as a transit country. An increasing number of Egyptians have also been using the CMR and no longer directly go from Egypt to Greece. This relates to law enforcement measures taken in Egypt in the aftermath of the capsizing of a boat off the coast of Egypt in 2016, during which 200 migrants died or went missing. More and more Bangladeshi migrants are also detected along the CMR, from 4,000 in 2020 to 14,000 in 2023. This rise may have been related to an overall increase in the number of arrivals and not necessarily to a change in migration routes. Many Egyptian and Bangladeshi migrants legally enter Libya with official visas, often using air transport, before seeking out smugglers in Libya to cross the sea to Europe. As such, over a third of Bangladeshi migrants from interviewed by IOM in 2022 reported having travelled to Libya via Türkiye. Another third had either travelled directly from, or transited via the United Arab Emirates. A minority (13%) had travelled from Bangladesh via Egypt.

In 2023, Greece registered the most arrivals on the EMR, followed by Bulgaria, while arrivals to Italy and Cyprus decreased when compared to 2022. Increased departures from Türkiye over the last years can be linked to a deteriorating relationship between migrants and host communities in Türkiye. These are in part due to the COVID-19 crisis and the early 2023 earthquake. The disaster put even more pressure on both host communities and migrant populations. The latter were particularly affected: more than two million refugees under international and temporary protection previously resided in the eleven provinces affected by the earthquakes.

The lack of access to reliable information is a key factor which exacerbates the vulnerabilities and risks facing people on the move. People on the move tend to rely on their social networks – and other migrants they meet along the way – for information, using social media and face-to-face interactions to gather information. Smugglers are one such source of information, and misinformation and distorted information is pervasive, shaping the decisions migrants make regarding their current locations and onward journeys.

The profiles of people on the move and main risks they face on the road vary significantly depending on the routes and transit countries. The profile of people on the move (as reflected in the preparatory analysis) also has particular implications in relation to protection and human rights considerations. Between 2019 and 2022, on average 76% of detected entries on the CMR and A/WMR were men, 15% children – including 11% by Unaccompanied and Separated Children (UASC), and 9% were by women. In 2023, migrants from West Africa moving towards Europe (mostly via the A/WMR and CMR) tended to be more mostly male (49% as opposed to 24% women and 27% children), single (81%) and tended to travel in groups (67%). Interestingly, those intending to travel to Europe were on average younger (26 years old) than their counterparts travelling to North Africa (28) or the rest of West and Central Africa (32). There were also more likely to be single. According to a specialised IP interviewed as part of the preparatory analysis, over 20% of arrivals to Europe from West Africa are children, many of whom are unaccompanied. Particularly vulnerable populations along the CMR and A/WMR include mostly UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify.

The **risks** range from extortion, kidnapping, physical and sexual violence, forced returns and detention and lack of access to basic services including food, water and health care. In **West Africa and Central Sahel**, the main protection issues mentioned by migrants tend to be physical violence, theft (especially in urban areas, of migrants travelling with large amounts of cash), corruption (e.g. at the borders) and extortion. In **North Africa** on the other hand protection incidents tend to be more severe, with kidnapping, ransom requests, SGBV and exploitation being cited more often. Instances of misconduct by border guards and law enforcement agencies are also regularly reported. On the **EMR**, risks also vary by country, with an interviewee mentioning that, for example, for Afghans in some countries, the main risks are physical violence or shooting at the border while in others, physical violence is still present, but the risk of theft, detention and possible refoulement are higher.

Particularly vulnerable populations along the CMR and A/WMR include UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify. With regards to children and youth, the UNHCR 2019 report Live, Learn and participate for example cited "75% of children and youth who took the CMR reported to have suffered some form of exploitation, including human trafficking".

Finally, the preparatory analysis also identified areas along the routes with heightened risks and gaps and a need for an enhanced *focus* of these heightened risk and hotspot areas including countries of transit, such as Morocco, Tunisia and Türkiye where people on the move end up with many protection and livelihood needs. This finding and recommendation was also confirmed by UNHCR.

The MFA does not seek to limit or pre-define the programme's focus on specific vulnerable populations, and would prefer that the successful consortium seek to address vulnerable groups in ways which are appropriate and sensitive to the activities and locations proposed. In this way, the consortium is encouraged to place particular emphasis on the priorities and perspectives of local organisations, while also strengthening local organisational capacity in addressing vulnerabilities, including in relation to the capacity to provide psycho-social services.

The main needs reported by migrants and IPs are overall quite similar across the three routes, though with some specificities based on the country/ies of transit and the mode and length of travel (migrants who were able to at least travel part of the way via plane are likely to have faced less danger and violence than those travelling by sea or bus across the Sahara). Across each of the routes, challenges pertaining to access to livelihoods and informal jobs are frequently cited, though this is seen as a particular challenge in CMR and EMR. Given the available budget, and to maximise the programme's impact, the programme will be implemented in a limited number of countries (and, within them, specific areas) for i) their strategic location along the routes and therefore high number of migrants transiting through, ii)

their significant identified gaps in terms of services available for mixed migrants, iii) countries that are strategic / accessible for Danida and implementing partners. The actual programme activity locations will be defined by the implementing partner(s).

The MFA has deliberately chosen not to specify the geographical scope of the programme in order to provide it with maximum flexibility. Synergies with the other migration-related programmes (also geographically) will be discussed in the Steering Committee. In this regard, the selected consortium partner(s) is expected to clearly justify the choice of countries of intervention.

Findings show that it will be key for the programme to include activities at disembarkation (and near crossing) points – where migrants who attempt to cross to Europe and are caught and sent back finding themselves in very vulnerable positions. Findings also show that it will be key to focus on cities and other key mixed movement locations, where services accessible to migrants often lack. In some cases, it may be appropriate to consider certain activities (e.g. awareness raising) in both countries of origin and countries of transit since they are themselves often also countries of origin (e.g. Morocco, Türkiye, Tunisia, Egypt and to a certain extent Iran).

For example, in **Morocco**, there appear to be particular needs in the southern part of the country, including Agadir, and in the North East, including Tangier, Oujda and Nador. Casablanca also appears as a significant hub for migrants (due to the presence of the airport and because of potential employment).

In **Tunisia**, there are particular needs along the border with Algeria, notably near Kasserine, with Libya (near Ben Gardane) as well as key transit locations such as Sfax, which is also a location where trafficking of women and girls is known to be a particularly acute risk which warrants efforts to strengthen work on counter-trafficking/ smuggling and working with victims of SGBV, for example.

In **Senegal**, there appear to be particular needs at main areas of departure and crossing points (Kayar, Mboro, Fass Boye, Lompoul, Fatick, Ziguinchor) as well as urban centres like Dakar, Thies and Saint Louis that can be first stops for Senegalese migrants before engaging in an international migration journey.

In **Guinea**, border areas with Mali and Senegal like Kouremalé and Nafadji in the Northeast, and Boundoufourdou in the North are key crossing points for people on the move. Urban centres that are departure points include Conakry, Kindia, Labe, Mamou, Faranah and Kankan.

In **Niger**, there appear to be particular needs in the Agadez region, targeting Agadez itself but also (if necessary, through mobile operations) border areas with Algeria and Libya (such as Arlit, Dirkou and Assamaka).

In **Egypt**, people on the move mostly live in (Giza, Cairo, Alexandria, Kalyoubin, Sharkia, Damietta, Dakahlia, Menoufia, and Matrouth), as well as key transit points for new arrivals from Sudan (Arqeen and Qustol, in the South, as well as Karkar and Aswan or Wadi Halfa at the border) and for those exiting the country in the North (via Salloum towards Libya).

In **Libya**, there appear to be particular needs in detention centres. Disembarkation points could also be important areas of focus. In addition, the border area with Chad and Sudan, the so-called "triangle area" is considered one of the most dangerous, with access points in El Fasher (Sudan), Al Kufrah and Sabha (Libya). The latter two are highlighted by UNHCR as particularly in need of some sort of Humanitarian Service Point (HSP). Finally, most of the departures take place from the western coast near Tripoli with Sabratah having surged since 2022 and there is a new rise in the East from Tobruk.

Chad's situation is more marked by a considerable growth in the number of refugees and asylum-seekers from Sudan and an ensuing humanitarian emergency situation. However, places like Ounianga-Kebir and Faya-Largeau in northern Chad see important flows of mixed migration and are highlighted by UNHCR as needing HSPs to help deal with these flows. In addition, gold-bearing areas like Tibesti, near the border

with Libya, are where mixed migrants tend to congregate to work in the mines to support their onward journey.

Similarly, **Sudan** is dealing with massive emigration due to the ongoing conflict. Some areas that could particularly need HSP-type support include Dongola in the north of the country on the way to Egypt or Libya.

In **Türkiye**, the western coast, from Marmara to Cannakale, including Izmir, and Van (a major crossing area for Afghans) and Istanbul have a large presence of irregular migrants.

Iran is one of the countries on the EMR that sees the most amounts of violence and deaths of migrants, particularly of Afghans. Many of the incidents take place at the borders with Afghanistan and Türkiye.

As applicants move ahead with their proposals, the geographical focus of the proposed interventions should be related to a mapping in the proposal of services already being provided in the chosen locations, and what concrete gaps remain, which the proposed intervention would be able to address. Applicants are also asked to elaborate on how their interventions will be interlinked with other relevant initiatives in the relevant locations and how they will coordinate with other actors working on providing similar support and services. In all cases **mobile operations** should be considered in order to be able to adapt to the rapidly changing routes and therefore needs.

The MFA does not seek to limit or pre-define the programme's focus on specific vulnerable populations, and would prefer that the successful consortium seek to address vulnerable groups in ways which are appropriate and sensitive to the activities and locations proposed. In this way, the consortium is encouraged to place particular emphasis on the priorities and perspectives of local organisations, while also strengthening local organisation capacity in addressing vulnerabilities, including in relation to the capacity to provide psycho-social services.

Applicants are also requested to consider the potential trade-offs between engaging in a larger number of locations (which will have higher support cost implications but may bring benefits in terms of advancing Denmark's strategic priorities) and working in a smaller number of locations (which requires less support costs and hence enables reaching a higher number of beneficiaries). This will also be considered in the selection of the winning consortium, and in decisions for the use of the flexible funds and any expansion into additional countries.

Applicants may propose livelihood and social cohesion activities where these are justified by needs and where appropriate legal frameworks exist. It may also be appropriate to include the host communities to reduce the risk that these activities contribute to an increased anti-migrant sentiment amongst the population. Inclusion of livelihoods activities requires careful balancing of the needs of migrants and the risk of enhancing pull factors.

3. OBJECTIVES AND PRIORITY ISSUES

The overall objective of the programme is to address – with an aim to prevent – irregular migration and to contribute to more safe and orderly migration, by facilitating access to effective protection services and systems and more accurate information, creating an overall enhanced protection environment to people on the move along the Mediterranean migratory routes. The programme seeks to provide people on the move with options in their decision-making process by ensuring that they have access to reliable information and direct assistance and services, thereby allowing them to make safer decisions about their journey.

The programme has three main **outcomes**:

Outcome 1: People on the move – or those considering to move – have improved access to reliable information before and during their journey, enabling them to make better informed decisions, including on alternatives to irregular migration.

Outcome 2: People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are, thereby placing them in a stronger position to take decisions about their short-, medium- and long-term futures;

Outcome 3: Social cohesion and inclusion along the migratory routes is strengthened, thereby creating a stronger protection space and foundation for the attainment of all durable solutions.

4. ALIGNMENT WITH CROSS-CUTTING PRIORITIES

The programme is aligned with Danish cross-cutting priorities, including the Human Rights Based Approach (HRBA), Leaving No-one Behind (LNOB), gender and youth, climate change and environmental considerations, as well as the HDP nexus.

With respect to the human-rights based approach, the programme will ensure: i) meaningful and inclusive participation and access to decision-making; ii) non-discrimination and equality; iii) accountability and rule of law for all; iv) transparency and v) access to information supported by disaggregated data. The programme will conduct human rights due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population and that activities are implemented in line with the principle of "do no harm". When relevant, the programme will particularly target the needs of the most vulnerable, including by following a gender-sensitive approach. MIGSTAB does not seek to limit or pre-define the programme's focus on specific vulnerable populations, and would prefer that the successful consortium seek to address vulnerable groups in ways which are appropriate and sensitive to the activities and locations proposed. In this way, the consortium is encouraged to place particular emphasis on the priorities and perspectives of local organisations, while also strengthening local organisation capacity in addressing vulnerabilities, including in relation to the capacity to provide psycho-social services for those who have been victims of SGBV and human rights violations on the move.

As the programme objectives focus on protection, securing individual or group rights will be at the centre of all activities, including the integration of rights and rights-based principles into capacity building activities targeting civil society and duty-bearers, particular at the sub-national level, as well as empowering migrants as rights holders to access and claim their rights, such as facilitating access to legal identity.

Given the gendered nature of migration and the diverse and varied risks people on the move face including women-at-risk and unaccompanied minors, ensuring protection and gender-sensitivity across the programme will be particularly important. Gender-responsive programming will be operationalised through adjusting to the different impact programming may have in relation to the gender, both in terms of the programme's participants or its intended endline beneficiaries. At the same time, 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.

In line with the principle of "Leaving No One Behind", target beneficiaries will be people on the move, whether they are in their countries of origin, transit or destination, with a specific focus on people in the most vulnerable situations, including single women and unaccompanied minors.

Awareness raising activities related to risks of irregular migration in countries of origin should target broader groups since families and friends can have a significant influence on the decision to emigrate. In addition, in countries of transit, campaigns dealing with social cohesion or working on lowering animosity

towards mixed migrants should obviously include host communities, especially in areas with significant numbers of mixed migrants.

5. ELIGIBILITY CRITERIA

The eligibility criteria below have been revised and refined based on feedback from the appraisal. The criteria have also been clustered according to sub-category, with a view to assisting those invited to submit a full proposal to ensure their proposals are as relevant and tailored as possible to the call.

	Eligibility Criteria	Eligibility	Scoring
1	Experience with Danida systems, guidelines and procedures	Lead partner has at least 10 years of experience managing and implementing development funds from Danida such as SPA, bilateral agreements, etc.	YES / NO
2	Lead partner has significant experience in implementing "whole of route" approaches	Lead partner has demonstrable experience in "whole of route" programming across some or all of the three migratory routes.	YES / NO
2	Average global turnover per year in the past three years (2022 – 2024)	Minimum EUR 60 million in average turnover in the last three years	YES / NO
3	Capacity assessment background	Lead partner has undergone Danida partner capacity assessment within the last five years	YES / NO
4	Consortium lead experience	Managed at least two contracts above EUR 5.0 million in the past five years as lead in a developing country	YES / NO
5	Lead partner has relevant implementation experience in the past five years with migration programmes	Implemented at least three contracts of at least EUR 1 million each relating to migration as either lead or implementing organisation.	YES / NO

Apart from the above eligibility criteria, the proposals will be assessed and scored as below:

Assessment criteria	Scoring
Organisational and Consortium Profile and Experience	
Experience with large DANIDA programming and MFA.	1 to 5
International NGO (and or sister organizations in the same federation) who is present along some or all of the three routes.	1 to 5
Lead partner must have experience working in consortium setup with local CSOs and cooperating with local authorities.	1 to 5

Lead partner to name and briefly describe previous experience as lead partner in similar consortia.	
Proposals present a clear and viable explanation regarding how their interventions will be interlinked with other relevant initiatives in the relevant locations and how they will coordinate with other actors working on providing similar support and services.	1 to 5
Adaptive management: Project proposals should present comprehensive details regarding the consortium's approach to adaptive management, including with respect to "ways of working" within the consortium and strategy towards ensuring flexibility and adaptability across the programme period.	1 to 5
The lead partner should have track record of working with local CSOs, possessing a demonstrable network with relevant local CSOs and a track record of programmatic approaches which are in line with the Doing Development Differently agenda (including in terms of localization, etc.).	1 to 5
The lead partner should have a solid data information setup in order to map and follow flows/tendencies along the routes.	1 to 5
Experience working with mixed migration movements.	1 to 5
Geographic Focus and Approach	
Proposals expand upon the "best return on investment" criterion, i.e. choosing areas/locations where the Danish contribution is likely to have the highest impact (for example, underserved areas/locations or areas/locations where existence of initiatives funded by other donors can be leveraged).	1 to 5
Proposals clearly define what constitutes the whole of route approach (as opposed to a multi-country project), while demonstrating experience in programming whole-of-route based programmes across some or all of the three migratory routes.	1 to 5
Proposals present a clear and sound justification regarding the choice of countries of intervention, and how the programme will advance a "whole of route" approach across these countries	1 to 5
Proposals present (and are informed by) a mapping of services already being provided in the chosen locations, and what concrete gaps remain, which the proposed intervention would be able to address.	1 to 5
Sustainability and Exit Strategies	
Sustainability and exit strategies are clearly articulated in the full proposal, including in relation to deliberate approaches to capacity strengthening of local organisations throughout the programme period.	1 to 5
Cross-cutting priorities	
Clear reference and methodologies in relation to ensuring the programme integrates a human rights based approach (HRBA) and ensures a focus on heightened risk vulnerable groups including children and unaccompanied minors, women/girls at risks and victims of trafficking.	1 to 5
The proposal describes clearly how localisation will be ensured.	1 to 5
Approach to target beneficiaries: the consortium should elaborate on what criteria it will use to select target beneficiaries; whether there is a focus on certain	1 to 5

vulnerable groups and why; and how the consortium partners will ensure that people on the move are aware of and understand the criteria.	
Monitoring, Evaluation and Learning	
MEAL: lead partner, and international and local consortium partners must establish and describe a solid MEAL architecture.	1 to 5
Financial Management and programme design	
Budget: The budget should be clear and present a reasonable balance between support costs, activity costs and expected results and outcomes.	1 to 5
Financial management: Lead partner has clear systems, rules and procedures in place for financial management of large scale programmes, including the ability to mitigate and address financial mismanagement (proven ability to alert and report suspicion of irregularities and corruption in a transparent and efficient way), demonstrated by a track record of passing audits pertaining to relevant programming. NB: this will also consider information which demonstrates that the lead applicant's audit assessments are passed/submitted in a 'timely' manner, which may be assessed based on MFA own grant account management data. It may also be relevant to provide any updated follow-up matrix vis-a-vis the recommendations made in the most recent Danida capacity assessment review as well as potentially the most recent Core Humanitarian Standards (CHS) verification/review process. The partner capacity assessment of the lead consortium partner will also include a focus on anti-terrorism as well as confirming there are procedures in place for screening partners and beneficiaries, where relevant (noting usual humanitarian exemptions).	1 to 5
Budget: A reasonable amount of the budget should be allocated and transferred to local partnerships via the lead partner (between 40% and 60% of budget transferred to local partners, as per cost category A2 in the Annex 2 – cost categories)	1 to 5
The proposal should present a clear administrative and financial management set up of the consortium and present a clear due diligence process / financial management capacity assessment approach regarding lead NGO and consortium partners.	1 to 5
The proposal describes proven impact of the proposed information sharing methodology. This should be further elaborated in the full project proposal.	1 to 5
The proposal describes clearly how the programme will contribute to all three outcomes. This should include outputs and indicative activities. All proposals must be evidence and needs based and show possible trade-offs and risks.	1 to 5

6. ELIGIBILITY OF COSTS

Only eligible costs can be covered by a grant in accordance with the grant agreement and the MFA Financial Management Guidelines and Aid Management Guidelines.

7. ETHICS AND CODE OF CONDUCT

Grant applicants are expected to live up to high ethical standards as well as organisational integrity, including respect for human rights as well as environmental legislation, compliance with core labour standards and zero-tolerance for sexual exploitation, abuse and harassment (SEAH) and corruption.

Applicants may be excluded at any stage of the selection process if they do not live up to requirements in this area.

8. DURATION, GRANT SIZE AND NUMBER OF PROPOSALS TO BE SELECTED

The planned duration of the proposal must not be less than 60 months and must not exceed 65 months.

The overall indicative amount made available under this Call for proposals is DKK 355 million.

Kindly note that the planned funds for the programme is subject to final approval of the granting authorities.

The consortium lead partner is allowed to set aside a pool of unallocated flexible funds (e.g. 10-15% of the budget) to ensure flexibility and rapid response towards changing needs or crisis along the migratory route(s) targeted. The funds may also be allocated by the lead partner as top-ups for implementing consortium members.

A minimum of 1 and a maximum of 3 partners will be invited to submit proposals following the assessment of the concept notes.

9. APPLICATION AND SELECTION PROCESS

The partners will be selected through a restricted Call for Proposal.

The contract will be allocated to one consortium implementing core protection activities.

A consortium should have <u>one lead partner</u> as a knowledgeable main interlocutor for the MFA. The lead implementing partner should have experience on routes-based programming and working with mixed migration. Other partners in the consortium could include: research partners, community-based partners and migrant networks, as well as implementing partners with specialised knowledge and experience in the topics and locations, and possibly partners working with community centres / humanitarian service points. The lead consortium member is responsible to ensure a thorough and well-documented due diligence process of any consortium member.

The process of selection will include two steps:
- First, MFA shared an "information note" on the Danida MFA website, which describes the CfP process and to which relevant lead-partners/the consortia could respond by presenting a concept note. Each lead partner and their consortium will submit a concept note describing approaches, staffing, budget and more according to the format for the concept note. At this stage, consortium members and their role should be described. MFA assess each lead-partner/consortium for eligibility and scored on overall capacity based on pre-defined criteria, all of which has been described in the information note. MFA may decide to invite the lead-partners/consortia for interviews. Based on the concept notes and potential interviews, MFA will decide how to proceed and invite 1-3 eligible lead-partners/consortium for the next stage.
- In the second stage, the 1-3 lead-partners/consortia have been pre-approved and invited to submit a full proposal. The full proposals are then submitted, reviewed, and scored by a selection-committee within MFA. Following this, the highest scoring one lead-partner/consortium will be selected and the MFA will enter into a grant agreement with the lead-partner/consortium.

To apply to this call for proposals, applicants must provide information about the organisations/entities involved in the proposal by completing the Background information form.

Two Step Application Process:
There are two stages in this application process, the preselection stage and the full project development stage.

1) Preselection stage – submission of concept note

In accordance with the template, lead applicants were invited to submit a proposal in the form of a concept note with required annexes.

The deadline for the submission of the concept note was 20 September.

The proposal should be submitted as PDF-files as well as in original formats (Word, Excel, etc). All documents should be drafted in English.

Questions in relation to the Call for Proposals from potential applicants may be submitted in writing no later than 30 August 2024 to the following e-mail address: andrbo@um.dk. For the sake of transparency, all answers to questions received in writing from potential applicants will be published on the Call for Proposals MFA website no later than 6 September 2024. No individual replies will be given to questions received from potential applicants. To ensure equal treatment of applicants, the MFA cannot give a prior opinion on eligibility to potential applicants.

An MFA Evaluation Committee will be established to evaluate the proposals received under the call for proposals with the assistance of external consultants.

Administrative checks
During this step, members of the Evaluation Committee will ascertain that:
- The deadline has been met and formal requirements regarding the proposal format have been respected. All instructions **must** be adhered to, otherwise the application may be rejected on technical grounds.
- The proposal satisfies all the Eligibility Criteria listed above. If any of the mentioned criteria are not met or if any information is missing/incorrect, the application may be rejected on that **sole** basis and the application will not be evaluated further.

Evaluation of concept notes
For proposals that have passed the administrative checks, the concept note will be assessed by the Evaluation Committee based on the Evaluation Grid.

A maximum of three applications could be preselected based on the concept notes and will be invited to move on to the project development stage and submit a full project proposal.

The MFA informed the lead applicants about the results of the evaluation and whether the application was preselected on 26 September 2024.

2) The project development stage – submission of full project proposal:

The MFA is not obliged to fully support the proposals submitted. The MFA has informed the lead applicants that have been preselected and the purpose of this updated information note is to provide joint feedback to guide the applicant in developing the full proposals based on the pre-selected concept

notes and the recommendations of the appraisal mission. To ensure equal treatment of applicants, the MFA cannot give a prior opinion on eligibility to potential applicants

On this basis, lead applicants will submit a full project proposal with annexes in accordance with the MFA Templates for full project proposals (Annex 1). The full project proposal document must be based on the content of the concept note and take feedback from MFA into account. Deviations from this will not be accepted unless justified by significant, sudden and unexpected changes in the context. Care should be exercised when developing the full proposals in order to ensure its relevance and realism.

The full project proposal should be submitted by 8 November 2024 at 2pm and addressed to Clara Simonsen Tørsleff, clator@um.dk.

The full project proposal will be evaluated and scored by the MFA Evaluation Committee.

The MFA will make the final selection of 1 application based on the scoring of the full project proposals. The MFA will inform the Lead Applicants about the outcome of the evaluation by 15 November 2024. Unsuccessful lead applicants will be informed about the reasons why they were unsuccessful.

The MFA reserves the right to reject applications that do not conform to the instructions at any stage of the selection process.

10. FINAL ELIGIBILITY ASSESSMENT

Before the final award of grant, the MFA will conduct a final eligibility assessment e.g. by requiring supporting documents and initiating further inquiries as part of the MFA's obligation to carry out a partner assessment/due diligence review (cf. MFA Financial Management Guidelines for Development Cooperation).[55] The purpose of this assessment is to ascertain grant recipients' financial, operational, organisational capacity and compliance with general safeguards and MFA requirements. The level of detail of the final eligibility assessment prior to the grant award may vary according to the specific situation and the context. The MFA may also decide to check eligibility at any previous step of the evaluation of applications.

11. ADMINISTRATION AND DIALOGUE WITH THE MFA

The call for proposals and the subsequent project/grant will be managed by MIGSTAB.

The grant will be administered according to Guidelines for bilateral cooperation Guidelines for Country Strategic Frameworks Programmes and Projects (um.dk)]

12. TENTATIVE TIMETABLE FOR THE APPLICATION AND SELECTION PROCESS

	Date	Time (CET)
11. Call for proposals published	23 August 2024	14.00
12. Deadline for requesting clarifications	30 August 2024	14.00
13. Deadline for issuing Q&A	6 September 2024	14.00
14. Deadline for submission of concept notes	20 September 2024	14.00
15. Information to applicants on preselection/ invitation project development stage	26 September 2024	14.00

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[55] General Guidelines for Financial management (um.dk)

16. Deadline for confirming invitation	30 September	23.59
17. Information note on further guidance to applicants invited to submit full proposal	4 October	23.59
18. Deadline for submission of full project proposals	8 November 2024	14.00
19. Information to applications on evaluation of full project proposals/notification of award of grant	15 November 2024	14.00
20. Signature of grant agreement	End November 2024	tbd