

# “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029”

**Key Results of the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029”:**  
 Enhanced understanding for governments, civil society and law enforcement agencies of the political economy dynamics of human smuggling and trafficking trends and its implications for conflict, security, and politics, with a view to help develop more innovative and effective responses to irregular migration. The proposed research project will seek to directly inform and provide contextual insight for Denmark. Specifically, the project will deliver:

- Ecosystem Monitoring and Research programme** through which the GI-TOC will harness its established qualitative research methods and open-source intelligence. This will culminate in at least four yearly published assessments covering four different hotspots relevant to flows to Europe and launched in dedicated public webinars.
- Quarterly Briefings to Targeted Stakeholders** delivered through a virtual format or in person when this is practical. These will be executive presentations intended to support ongoing policy efforts in the field of irregular migration, in particular initiatives such as the Global Alliance Against Human Smuggling.
- Yearly Roundtable meetings** drawing together experts and targeted stakeholders to delve deeper into specific questions.

### Justification for Support:

The proposed project aligns with Objective 2 and 4 of Denmark’s strategy for development cooperation, namely: “Fight irregular migration and help more people better along key migration routes” and “Deliver safety and security through peacebuilding and stabilisation, through action that prevents conflict and promotes peace and stabilisation.”

### Major Risks and Challenges:

Addressing transnational organized crime involves significant risks for the organisation, its researchers, and associated field staff and partners. The GI-TOC takes these risks very seriously, adopting proactive risk mitigation approaches described in the

### Objectives

- Knowledge:** increase the evidence base and understanding of human smuggling and trafficking, its criminal context, links to security conflict and instability, as well as its relationship to different drivers of irregular migration.
- Action:** Ecosystem Monitoring and Research programme culminating in published research and webinars, public engagement, quarterly briefings to targeted stakeholders, yearly policy-oriented seminars.
- Resilience:** strengthen responses to organized crime, corruption and instability and respect for human rights and rule of law.
- Bolster partnerships:** enhance and leverage partnerships for more effective responses to human smuggling and trafficking.
- The future:** consolidate a decade of growth and position the GI-TOC for the future as a key partner in international and community responses to build a global strategic response to organized crime and in particular human smuggling and trafficking and irregular migration.

### 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
<b>Total green budget (DKK)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Justification for choice of partner:

GI-TOC has specialized focus on the nexus between organized crime and migration. GI-TOC's dedicated expertise in mapping and analyzing criminal networks across borders allows it to offer Denmark nuanced, actionable insights into the complex dynamics of transnational crime that directly impact migration patterns. This targeted approach aims to support Denmark’s ability to address migration challenges with a deeper understanding of the criminal elements involved, leading to more effective and informed policy decisions.

### Summary:










This is a contribution agreement with GI-TOC. The purpose is to contribute to GI-TOC research and engagement in the field of human smuggling and trafficking in respect to irregular migratory flows from Africa to Europe. The contribution would run from 2024-2029.

### Budget (engagement as defined in FMI):

Activity I: Ecosystem Monitoring and Research	DKK 9 mio.
Activity II: Quarterly briefings	DKK 2 mio.
Activity III: Yearly Roundtable meetings	DKK 1 mio.
Operation and administration	DKK 1.5 mio.
Unallocated budget	DKK 5 mio.
Indirect costs	DKK 1.5 mio.
<b>Total</b>	<b>DKK 20 mio.</b>

<b>File No.</b>	24/28695						
<b>Country</b>	North Africa and Sahel, Horn of Africa, West Africa.						
<b>Responsible Unit</b>	MIGSTAB						
<b>Sector</b>	Migration						
<b>Partner</b>	Global Initiative against Transnational Organized Crime (GI-TOC)						
	<i>DKK million</i>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>Total</b>
<b>Commitment</b>	20	0	0	0	0	0	20
<b>Projected disbursement</b>	4	4	4	4	4	4	20
<b>Duration</b>	15.12.2024 – 31.10.2029						
<b>Previous grants</b>	DKK 5 Million in 2022- 2023						
<b>Finance Act code</b>	06.32.10.15						
<b>Head of unit</b>	Nicolaj Hejberg Petersen						
<b>Desk officer</b>	Elena Pedersen						
<b>Reviewed by CFO</b>	<b>YES:</b> Antonio Ugaz-Simonsen						

### Relevant SDGs [Maximum 1 – highlight with grey]

 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	

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**GLOBAL  
INITIATIVE**  
AGAINST TRANSNATIONAL  
ORGANIZED CRIME

# “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029”

Proposal to the Ministry of Foreign Affairs of Denmark by the Global  
Initiative Against Transnational Organized Crime

Submitted November 2024

## 1. Introduction

The present document outlines the background, rationale and justification, objectives and management arrangements for development cooperation concerning the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” implemented between The Global Initiative against Transnational Organized Crime (GI-TOC) and the Ministry of Foreign Affairs of Denmark. The project document is an annex to the legal bilateral agreement with GI-TOC and constitutes an integral part hereof together with the documentation specified below. "The Documentation" refers to GI-TOC's action plan titled “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029,” outlining strategies and interventions to combat human smuggling and trafficking.

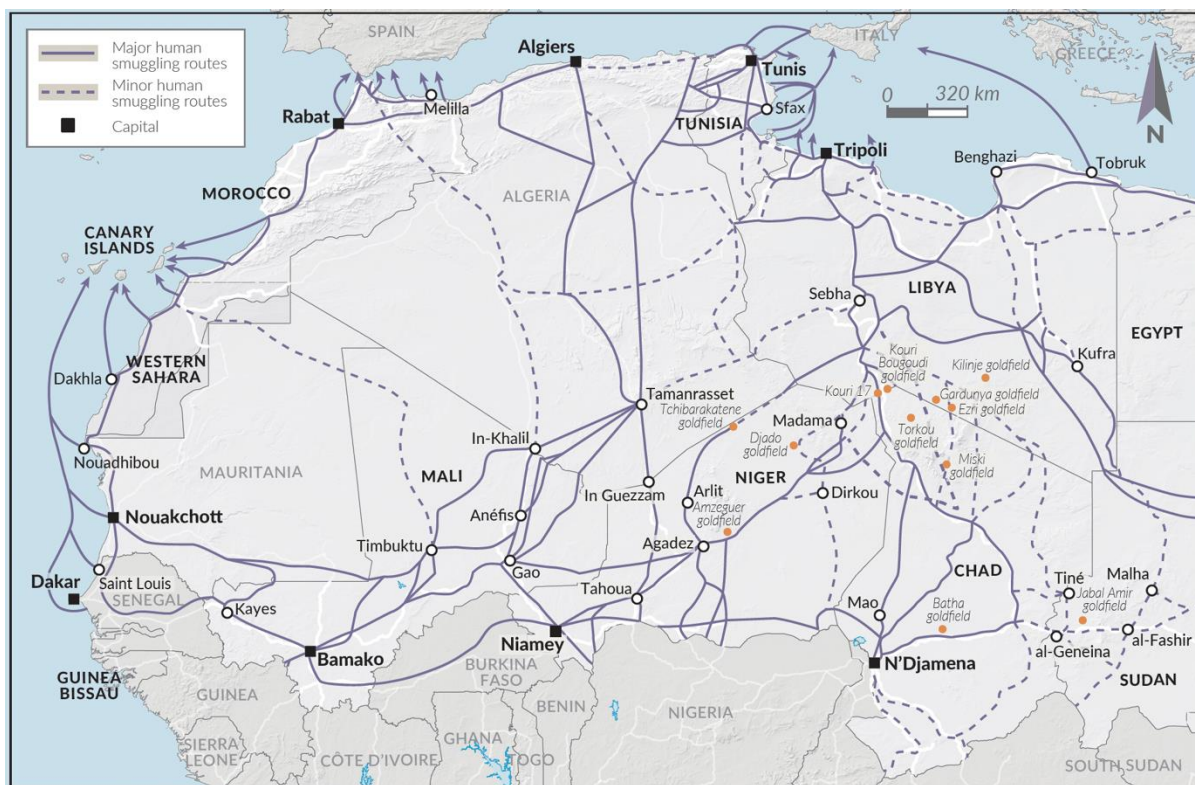
## 2. Context, strategic considerations, rationale, and justification

The project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” addresses critical challenges at the intersection of security, governance, and humanitarian concerns centering on irregular migratory routes from Africa to Europe, in particular, but not limited to regions such as North Africa and the Sahel, the Horn of Africa and West Africa. This project, which follows a previous grant by Denmark (“Core contribution to GI-TOC 2022-2024”), proposes a political economy analysis of human smuggling and trafficking through routes that lead to the Mediterranean region. Under this proposal, the GI-TOC will further its existing research effort, which has been ongoing since 2016 along various African hotspots and routes, making use of its network-based Field Monitoring System to develop a granular political economy analysis of human smuggling and trafficking trends and irregular migratory flows leading to the Mediterranean and across Europe. Further, in collaboration with Denmark’s MFA and other relevant stakeholders, the GI-TOC will engage with policymakers, law enforcement entities and civil society to expand the knowledge base promoting effective responses to human smuggling and associated trafficking that are aligned to the Human Rights Based Approach (HRBA).

### Context

The world is facing a number of serious and often interlinked threats and challenges, including violent conflicts, climate change, growing inequality, the impact of rapid technological innovation, and mass migration. Organized crime cuts across all of these issues: it is either an enabler of these trends or profits from them. It grows and proliferates, especially in fragile contexts beset by instability.

This is especially the case with human smuggling and trafficking. Irregular migration to Europe from the African continent remains driven by a multitude of factors, including economic drivers such as unemployment or lack of economic opportunities, particularly for the continent's growing youth population, interconnected questions of bad governance, as well as political repression, climate change, instability, and persecution and rights violations. Over the last four years, movement along the routes that converge on the Central Mediterranean and embarkations to Europe have surged to levels not seen since the mid-2010s, with roughly 262,000 migrants arriving between 2022 and 2023 alone. The zones of movement have also shifted, with Tunisia evolving into a centrally important embarkation point, leading routes from Niger, Mali, and Algeria to increasingly track towards it. Further east, the eruption of the internal conflict in Sudan has led growing numbers of refugees to seek safety and jobs in Chad, Egypt, Libya, and Tunisia, heightening protection risks for this population and the potential that such refugees will be targeted by smugglers and traffickers offering irregular passage to Europe in the coming months and years.



**Figure 1:** Major and minor human smuggling routes across North Africa and the Sahel. Source: GI-TOC.

Human smuggling and trafficking networks associated with criminal suppliers and connected political, security, and armed group officials in transit countries whose irregular flows funnel into the Central Mediterranean route—mainly Libya, Tunisia, Mali, Niger, Chad, and Sudan—have played a key role in enabling this rising movement and gleaned increased financial profit and localized power from it. Furthermore, sophisticated criminal groups are managing to establish new corridors that create entirely new markets. Two recent examples include hybrid smuggling corridors using Libya as a landing site for further irregular travel to Europe and the US. The first example sees South Asian and Middle Eastern migrants flying into the country from countries like Pakistan, Bangladesh, and Syria before embarking on pre-organized irregular sea crossings from North Africa. In the second, a series of flights conducted in the first half of 2024 routed South Asian migrants via Libya on their route to Venezuela, from where they were then planned to journey irregularly northward towards the US. The nature of these crime groups is transnational and expansive, and so should the research seeking to understand them.

The growing power of these high-level, highly organized criminal groups, able to manage complex, multi-journeys traversing different global regions, is also a catalyst for heightened abuses, with refugees and migrants continuing to face persecution, death, gender-based violence, kidnapping, extortion and physical violence along the route.

European states and those within the region have increasingly attempted to counter human smuggling and trafficking through a variety of legal and technical instruments. Sanctions (restrictive measures), multinational police cooperation, prosecutorial approaches, and the provision of aid and assistance to North African and Sahelian states set within broader frameworks intended to stem the flow of irregular migration have grown, in some cases achieving notable results and in others creating clear security and human rights concerns.

However, the response to the evolving human smuggling and trafficking ecosystem has been impeded by the resilience and rapid adaptability of smuggling and trafficking systems and the growing difficulty in collecting and sharing accurate, cross-national information along the route. Governments and law enforcement agencies have also struggled to coordinate their efforts across different regions or to recognize and react to emerging threats. These difficulties have been exacerbated by growing state weakness all along the route, with ramifications for the fight against the criminal dimension underpinning the irregular migratory phenomenon as well as the protection dynamic relating to the rights of people on the move. This dynamic is likely to worsen in the coming years.

To address the gaps detailed above, GI-TOC proposes a programme of activities to provide and sustain cross-national monitoring of human smuggling and trafficking on the Central Mediterranean and across Europe, develop an analysis of key operational and strategic trends, examine drivers and enablers and support information needs for key stakeholders, understood as governments and their agencies, law enforcement entities, and civil society actors.

This builds on a GI-TOC monthly field-based monitoring of human smuggling and trafficking ecosystems in North Africa and the Sahel, which has been ongoing since 2016. This monitoring has supported the analysis and authorship of confidential monthly reporting for the EU and member states on the issue, as well as the development of a number of public-facing reports and events.

The project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” seeks to address the challenges posed by this context through a multi-year contribution that will enable the organization to enhance its research capabilities, deepen its research effort, and deliver a series of activities that fulfil the strategic goals of the Government of Denmark as set out in the text ahead.

## Strategic Considerations

The proposed project aligns with Objective 2 and Objective 4 of Denmark’s strategy for development cooperation, namely: ‘Fight irregular migration and help more people better along key migration routes’, and ‘Deliver safety and security through peacebuilding and stabilisation’ respectively.

Specifically, the GI-TOC seeks to develop enhanced granular knowledge of the developing situation with regard to human smuggling and trafficking in a bid to better inform policy and action targeting these phenomena and therefore supporting the overarching goal to fight irregular migration but also helping in the strengthening of ‘cooperation with countries in, for example, North Africa and on the Western Balkans so as to enable them to handle irregular migration in accordance with human rights law’ as well as to ‘strengthen the capacity of developing countries to manage their borders. A fundamental aspect of this alignment will entail that proposed interventions align with a rights-based approach, provide protection and handle irregular migration in full compliance with the international criteria for official development aid as defined by OECD. The protection of human rights will be prioritized, recognizing that the dignity and safety of migrants and refugees must be at the forefront of any response to irregular migration.

The nature of the proposed research lies at the intersection of the contrast of organized crime and the pursuit of stability, exposing criminal and armed group spoilers in state building, for instance, and shedding light on possible corruption of private and public entities or individuals with leverage on the management of irregular migration. These insights, in turn, can feed into specific policy and programmatic decisions of states, governments, law enforcement agencies, and civil society stakeholders in the relevant countries.

The proposed project can also directly inform and provide contextual insight to develop a granular understanding of human rights concerns with border management practices. Too often, the war on human smuggling espoused by the EU and its member states has translated into the near-exclusive targeting of migrants. At times this has opened up programming aimed at curbing irregular migratory flows to risks relating to the empowerment of states and non-state actors which do not adhere to the HRBA and/or undermine it in their policy and actions designed to manage irregular migration.

The overwhelming focus on targeting migrants often comes at the expense of concerted efforts to contrast smugglers and traffickers, particularly in North African and Sahelian countries, raising significant human rights concerns with the border management actions implemented in these regions. The goal of prioritizing the targeting of criminals as opposed to migrants in the quest to address irregular migration is also outlined in the Global Alliance to Counter Migrant Smuggling launched by the European Commission in November 2023. Denmark has taken a leading role in backing this initiative, successfully organizing the first follow-up meeting after the launch in the form of a high-level (ministerial) migration conference in Copenhagen on 6 May 2024, which brought civil society into the picture.

The GI-TOC's proposed project seeks to support this and other similar initiatives pursuing effective coordinated policy and action targeting high-level criminals over indiscriminate broad-brush repression of migrants and asylum seekers as a means to stem irregular migratory flows.

## Rationale and Justification

The rationale for this project is rooted in the recognition that combating human smuggling and associated trafficking and irregular migration requires concerted efforts across borders and sectors and must be predicated on an evolving situation analysis that is grounded in research. It is essential that these efforts adopt a human rights-based approach, ensuring that the rights of migrants are respected and protected throughout the process. Through this programme, the GI-TOC is seeking to enhance the knowledge base of policymakers and support innovative action in the field of irregular migration. Previous initiatives have shown that isolated interventions are insufficient to tackle these complex challenges. By supporting GI-TOC's network-based research and operational activities, Denmark would help to catalyze sustainable solutions that are informed by evidence, promote human rights, and contribute to long-term stability in the areas under focus, empowering marginalized communities in the process.

## Stakeholders and Partnerships

Key stakeholders include national governments and their agencies, donors, academia, civil society, law enforcement agencies, development and intergovernmental organizations, and, where relevant, the private sector. The GI-TOC also works at the community level, with individuals, small grassroots organizations, and community coalitions, to understand the priorities of those most affected by human smuggling, trafficking, and irregular migration. Particular emphasis will be placed on engaging with human rights organizations and migrant advocacy groups to ensure that the voices of affected populations are included in the dialogue.

The GI-TOC also intends to pursue collaboration with the Mixed Migration Centre (MMC) of the Danish Refugee Council (DRC) to enhance collaboration and leverage expertise in irregular migration dynamics and humanitarian response. The research methods and programmes of the MMC and the GI-TOC in the field of irregular migration offer great opportunities for complementarity as both adopt a network-based approach to research, with the MMC focusing primarily on irregular migrants, asylum seekers, and protection questions, while the GI-TOC has a greater emphasis on the political economy of human smuggling. Research collaboration, therefore, promises to enhance the knowledge base for both

organizations and beneficiary stakeholders: governments, law enforcement entities, civil society, migrants, and asylum seekers.

### 3. Programme or Project Objective

The primary objective of the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” is to enhance regional and national capacities to combat irregular migration. The project aims to achieve the following:

#### Development Objective

To enhance the knowledge base and community resilience with respect to human smuggling and trafficking that have direct and indirect impacts on state and societal fragility, instability, state and private sector corruption, and, by extension, impaired economic development. This includes knowledge dissemination that upholds human rights standards and guides interventions do not inadvertently harm vulnerable populations.

#### Strategic Alignment

The project supports the strategic objectives outlined in Denmark's Strategy for Development Cooperation, particularly Objective 2, pursuing the fight against irregular migration as well as promoting better management of people on the move and in line with a rights-based approach, and Objective 4, delivering safety and security through peacebuilding and stabilization, through action that prevents conflict and promotes peace and stabilization.

By its very nature, the proposed research project lies at the intersection of the contrast of organized crime and the pursuit of stability on one hand researching and disseminating knowledge that enhances conflict sensitivity and promotes better Do No Harm best practice, while exposing criminal and armed group spoilers in state building, in the case of countries such as Libya, Mali, Niger, Chad, and Sudan, for instance, and shedding light on the intersection between politics and crime through insights on possible corruption of private and public entities or individuals with leverage on the management of irregular migration. The work will also entail actively addressing human rights violations and advocating for the protection of migrants' rights in all research and policy recommendations.

#### Measurability

The objective is measurable through products and actions delivered under the project, including the development or research and delivery of public and private briefings, the distribution and publication of research, the convening of events and meetings bringing together partners and stakeholders, including governments, law enforcement entities, and civil society organizations see below. Adaptability The objective allows for adaptability to changing contexts and emerging challenges, ensuring relevance and responsiveness throughout project implementation.

The project is envisioned to have three activities that pursue a political economy analysis of human smuggling and trafficking in pursuit of a research foundation for policy development on irregular migration that is driven by grounded insights from the criminal perspective. These activities can be changed over the cycle of the project in agreement with the MFA in reaction to emerging trends as well as changing priorities.

Specifically, the GI-TOC is proposing three activity streams: ecosystem monitoring and publication of research, quarterly briefings to targeted stakeholders, and yearly roundtable meetings and seminars.

## Part I: Ecosystem Monitoring and Research

The first activity involves an ongoing political economy analysis of human smuggling and trafficking trends and their interplay with the protection implications for migrants on the move in North Africa and the Sahel, with a focus on the Central Mediterranean and the routes leading to it. In spite of this focus, the proposed research facility will remain flexible, able to shift thematic and investigative focus on the drivers of irregular migration, for instance, or focus to other parts of the globe when relevant to the overarching goals of the project in a bid to respond to emerging trends and investigative leads.

The GI-TOC proposes to pursue this research project through its Field Monitoring Network (FMN), a proven methodology that has been successfully applied since 2016 to the monthly tracking of human smuggling and trafficking, different criminal economies, and armed group dynamics in the African context. At the time of writing, in North Africa and the Sahel, the GI-TOC's FMN incorporates around 160 Monitors, comprising local journalists, researchers, and academics who field requests for information by GI-TOC analysts. The GI-TOC trains, supports, and supervises Monitors to ensure the quality of their research outputs, their understanding of the objectives of the project, and to maintain their own safety and security.

Most monitors are part-time staff, engaged for discrete periods specifically to address specific research priorities based on the individuals' thematic or geographic strengths, others are engaged on a more consistent basis depending on research needs. Monitors are tasked with ongoing field data collection, using their own contacts as well as research trips. Each monitor typically taps between 5 to 10 contacts per assignment. Furthermore, the system can be adapted in a modular way with the development of networks that are tasked with probing research questions outside of the primary area of focus, be it geographic or thematic.

Work by monitors is complemented by key informant interviews and fieldwork carried out by GI-TOC experts and analysts. The geographic scope of monitoring is envisaged to expand as required depending on changing trends, including wider into Africa, Asia and Europe itself and other parts of the globe as needed.

This method ensures the development of a moving picture of data as opposed to a static snapshot typically obtained with traditional qualitative research methods. This enables a more dynamic and granular assessment of developments on the ground that makes it easier to explain new developments and identify fresh trends. Notwithstanding, data from the FMN feeds into a broader research effort, which includes ongoing open-source scanning and literature review, as well as direct fieldwork and key informant interviews carried out by the GI-TOC's analysts.



This research effort will culminate in yearly published assessments (at least four covering different hotspots/countries relevant to flows to Europe) and accompanying webinars that build on the GI-TOC's established Human Smuggling and Trafficking Ecosystems Series published yearly since 2017. These reports will go over key trends in these areas under focus with forecasts and policy recommendations.

## Part II: Quarterly briefings to targeted stakeholders

Building on the first component, the second activity will involve quarterly briefings delivered through a virtual format or in person when this is practical for targeted stakeholders. It is envisaged that the Danish government and its agencies could be key stakeholders within the scope of these briefings in a partnership that is meant to catalyze broader policy engagement. Other governments could include Norway, Sweden, the Netherlands, the United Kingdom, Germany, and Austria, among others. It is envisaged that these briefings will also be offered to civil society actors, including but not exclusive to the MMC. A broad range of actors in Africa may also be engaged. These will include, where possible, engagement with governments, state entities, and civil society in the regions that are the focus of research. However, these engagements will be dependent on an assessment of the safety of engagement both with the governments as well as with civil society actors. Over recent years, the climate for the type of research proposed has come under increasing pressure in parts of Africa, particularly in North Africa and the Sahel, where governments have sought to target and sometimes victimize research initiatives and civil society, especially with respect to work concerning irregular migration. For this reason, the GI-TOC maintains a low-profile approach in these regions, which necessitates a conservative stance in respect to governments and their agencies in order not to expose staff and especially contractors on the ground, as well as to not endanger and jeopardize the position of civil society actors in these regions and inadvertently cause harm to them through their overt exposure to the GI-TOC and its research.

Briefings are envisaged to involve three broad categories of information:

- Ongoing assessment of major political and security developments in the priority countries, their impact and interface with human smuggling and trafficking, including through the investigation of human rights abuses, instances of corruption and predation by criminal groups and non-state armed actors as relevant;
- Ongoing analysis of main human smuggling and trafficking network dynamics and trends in the priority countries along major and developing routes;
- Tracking of irregular migration flows, including the size of flows, nationalities involved, places of departure, a gender approach, human rights and protection risks as well as the underlying political economy dynamics.

## Part III: Yearly Roundtable meetings

The third activity involves the provision of targeted roundtable meetings, drawing together GI-TOC experts, external experts, and personnel from targeted stakeholders to delve deeper into specific questions arising from the research. These could also be used for executive seminars aimed at specific topics such as trends forecasting and policy implications or the most effective leveraging of sanctioning and other such coercion tools in the pursuit of human smugglers. These roundtables will serve as fora that foster a collaborative environment for stakeholders to develop policy proposals and rights-based solutions to the phenomena of human smuggling and trafficking.

The GI-TOC anticipates that at least one such meeting will be provided per year, which can be in the form of a virtual seminar or in person, depending on requirements.

## 4. Theory of change and key assumptions

The Theory of Change (ToC) for the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” follows that of the implementing organization: to reduce the impact and scale of criminal markets, in this case human smuggling and trafficking, the policymaking community needs (i) a strong evidence basis and better analysis to guide informed responses and to support prioritization; (ii) coordinated, multi-stakeholder and inclusive networks of action and integrity, with influence and reach, enabled to achieve results; and (iii) models of innovative programming for prosecution of criminals and market disruption and reduction in organized crime elements underpinning irregular migration.

Key assumptions underpinning these pathways that are specific to the proposed project include:

### Network-based research

The assumption is that using the GI-TOC’s Field Monitoring method alongside more traditional qualitative approaches such as open-source intelligence and literature review, key informant interviews, and field-based interviews provides a more dynamic moving picture of the situation on the ground. This assumption is based on past experience with more than eight years of successful application of this method to develop in-depth research on human smuggling and trafficking in some of the more difficult parts of North Africa and the Sahel, including during conflict periods and in the aftermath of the unprecedented mobility restrictions implemented at the outbreak of the COVID-19 pandemic.

### Policy Reforms

The assumption is that improving the knowledge base of governments, policymakers, law enforcement entities, and civil society, as well as advocacy, will result in more innovative and effective responses to organized crime in the areas under focus.

### Regional Collaboration

The assumption that fostering partnerships and dialogues among governments, international organizations, law enforcement entities and civil society will promote regional cooperation and alignment on strategies combatting organized crime and more effective action to combat irregular migration in a way that is conflict sensitive and in line with a rights-based approach.

These assumptions are critical to the ToC and must be regularly monitored and validated throughout project implementation to mitigate risks and ensure that interventions remain on track to achieve the intended outcomes.

## 5. Summary of the results framework

### Aim

The overall aim of the project is to enhance the knowledge base in respect to human smuggling and trafficking from Africa to Europe, and the direct and indirect impacts of these criminal markets on state and societal fragility, instability and by extension impaired economic development, as well as human rights abuses and mismanagement of irregular migratory flows. A key aim is to ensure that all research and interventions promote the protection of the human rights of migrants and asylum seekers.

## Impact indicator

The number of knowledge products produced in the form of briefings, publications, events convened and engagements with targeted stakeholders, including states, governments and their agencies, law enforcement entities and civil society will serve as impact indicators. These will include where possible, engagement with governments and state entities in the region, as well as civil society. However, the latter will be dependent on opportunity. Over recent years, the climate for the type of research proposed has become more difficult in certain parts of Africa, particularly in the North Africa and Sahel, where governments have sought to target research initiatives and civil society especially in respect to work concerning irregular migration. For this reason, the GI-TOC maintains a low-profile approach in these regions which necessitates a conservative approach to governments and government entities. Nonetheless, opportunities will be sought and engagement with stakeholders in Europe will be used to in turn advise and shape their own interventions in the areas covered by the GI-TOC’s research. The impact of knowledge is hard to measure with hard metrics, however, the GI-TOC will endeavour to seek formal feedback from the stakeholders it engages in a way that can be assimilated into its narrative yearly reporting

## Target

Ecosystem Monitoring and Research culminating in at least four reports on different hotspots/countries per year with accompanying webinars. Quarterly briefings to relevant stakeholders through a virtual format or in person when this is practical. Yearly roundtable meetings drawing together GI-TOC experts, external experts and personnel to delve deeper into specific questions arising from research findings with targeted stakeholders. These will be organised yearly and may be physical or virtual according to the needs.

<b>Project Title</b>	“Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029”
<b>Outcome</b>	<p>In line with objectives of the GI-TOC’s overall strategy, the primary outcomes pursued by the proposed project are:</p> <ol style="list-style-type: none"> <li>1. To “carry out policy-relevant research on illicit economies that can contribute to better analysis and enrich the evidence basis to guide informed responses and set priorities”. Specifically, as applied to the proposed project, the pursued outcome is to expand public knowledge, through information and insight into irregular migration from Africa to Europe and in particular the dissemination of insight into the criminal and power dynamics underpinning it at various hotspots.</li> <li>2. To “build coordinated, multi-stakeholder and inclusive networks of action and integrity, with global influence and reach.” Specifically, as applied to the proposed project, the pursued outcome is to catalyse avenues for action in respect to human smuggling and trafficking through engagement with stakeholders, including governments and their agencies, and civil society.</li> </ol>
<b>Output indicator</b>	<ol style="list-style-type: none"> <li>1. Delivery of four publications covering major hotspots in North Africa and the Sahel and other regions where relevant, alongside accompanying webinars open to stakeholders ranging from governments and their agencies, law enforcement entities and civil society.</li> <li>2. Delivery of 4 quarterly briefings to stakeholders every year.</li> <li>3. At least one yearly roundtable meeting and/or executive seminars delivered to stakeholders.</li> </ol>

Baseline	Year	2024	<ol style="list-style-type: none"> <li>1. No publications</li> <li>2. No briefings</li> <li>3. No yearly round-table meetings and executive seminars</li> </ol>
Target	Year	2024/25	<ol style="list-style-type: none"> <li>1. Four publications and accompanying webinars.</li> <li>2. Four quarterly briefings to stakeholders.</li> <li>3. One yearly roundtable meeting and/or executive seminar delivered to stakeholders.</li> </ol>
Target	Year	2025/26	<ol style="list-style-type: none"> <li>1. Four publications and accompanying webinars.</li> <li>2. Four quarterly briefings to stakeholders.</li> <li>3. One yearly roundtable meeting and/or executive seminar delivered to stakeholders.</li> </ol>
Target	Year	2026/27	<ol style="list-style-type: none"> <li>1. Four publications and accompanying webinars.</li> <li>2. Four quarterly briefings to stakeholders.</li> <li>3. One yearly roundtable meeting and/or executive seminar delivered to stakeholders.</li> </ol>
Target	Year	2027/28	<ol style="list-style-type: none"> <li>1. Four publications and accompanying webinars.</li> <li>2. Four quarterly briefings to stakeholders.</li> <li>3. One yearly roundtable meeting and/or executive seminar delivered to stakeholders.</li> </ol>
Target	Year	2028/29	<ol style="list-style-type: none"> <li>1. Four publications and accompanying webinars.</li> <li>2. Four quarterly briefings to stakeholders.</li> <li>3. One yearly roundtable meeting and/or executive seminar delivered to stakeholders.</li> </ol>

## 6. Inputs/budget

Total Output 1-3 + Operaton and admin	Year 1	Year 2	Year 3	Year 4	Year 5	Total
<b>A. Output 1: Ecosystem Monitoring and Research</b>						
Research Direction	119,200	119,200	119,200	119,200	119,200	
Production: Editing, graphic design, and layout of research reports	84,930	84,930	84,930	84,930	84,930	
Analytics Team	791,563	791,563	791,563	791,563	791,563	
Field Coordination	157,940	157,940	157,940	157,940	157,940	
Field Network	447,000	447,000	447,000	447,000	447,000	

Fieldwork - North Africa and Sahel	104,300	104,300	104,300	104,300	104,300	
Risk Mitigation: Insurance, Security, and Legal Compliance	53,640	53,640	53,640	53,640	53,640	
<b>Total budget output 1</b>	<b>DKK 1,758,573</b>	<b>DKK 1,758,573</b>	<b>DKK 1,758,573</b>	<b>DKK 1,758,573</b>	<b>DKK 1,758,573</b>	<b>DKK 8,792,863</b>

<b>B. Output 2: Quarterly briefings</b>						
Research Direction	71,520	71,520	71,520	71,520	71,520	
Analytics Team	262,799	262,799	262,799	262,799	262,799	
Travel Expenses (Engagement)	24,809	24,809	24,809	24,809	24,809	
<b>Total budget output 2</b>	<b>DKK 359,127</b>	<b>DKK 359,127</b>	<b>DKK 359,127</b>	<b>DKK 359,127</b>	<b>DKK 359,127</b>	<b>DKK 1,795,636</b>

<b>C. Output 3: Yearly Roundtable meetings and executive trainings</b>						
Research Direction	23,840	23,840	23,840	23,840	23,840	
Analytics Team	110,819	110,819	110,819	110,819	110,819	
Travel Expenses (Engagement)	57,887	57,887	57,887	57,887	57,887	
Venue Renting (Engagement)	26,075	26,075	26,075	26,075	26,075	
<b>Total budget output 3</b>	<b>DKK 218,620</b>	<b>DKK 218,620</b>	<b>DKK 218,620</b>	<b>DKK 218,620</b>	<b>DKK 218,620</b>	<b>DKK 1,093,101</b>

<b>D. Operation and administration</b>						
Leadership and oversight	71,520	71,520	71,520	71,520	71,520	
Finance	91,300	91,300	91,300	91,300	91,300	
Administration	21,233	21,233	21,233	21,233	21,233	
Grant management	33,972	33,972	33,972	33,972	33,972	
Communication	72,191	72,191	72,191	72,191	72,191	
Field office (Malta)	39,604	39,604	39,604	39,604	39,604	
<b>Total direct cost Operations and administration</b>	<b>DKK 329,819</b>	<b>DKK 329,819</b>	<b>DKK 329,819</b>	<b>DKK 329,819</b>	<b>DKK 329,819</b>	<b>DKK 1,649,095</b>

<b>E. Unallocated budget</b>						
Unallocated budget line justified on project exigencies	975,136	975,136	975,136	975,136	975,136	
<b>Total budget unallocated</b>	975,136	975,136	975,136	975,136	975,136	4,875,680
<b>Total direct cost</b>	DKK 3,641,275	DKK 3,641,275	DKK 3,641,275	DKK 3,641,275	DKK 3,641,277	DKK 18,206,377

<b>F. Indirect cost</b>						
Administrative costs (max. 7% of direct cost)	254,425	254,425	254,425	254,425	254,425	
Audit	104,300	104,300	104,300	104,300	104,300	
<b>Total indirect cost</b>	DKK 358,725	DKK 358,725	DKK 358,725	DKK 358,725	DKK 358,725	DKK 1,793,624

<b>Total budget</b>	DKK 4,000,000	DKK 4,000,000	DKK 4,000,000	DKK 4,000,000	DKK 4,000,000	DKK 20,000,000
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## 7. Institutional and Management arrangement

The management and institutional framework for the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” ensures effective oversight, reporting, and adaptive management throughout the implementation phase. Drawing from the GI-TOC's governance and oversight model, this section outlines the organizational setup, reporting mechanisms, and strategies for stakeholder engagement and risk management:

### Governance

The GI-TOC Board provides high-level governance and strategic direction, championing its work and ensuring that the actions of the GI-TOC are consistent with its mandate. The GI-TOC regional operations on the African continent are supported by a regional board in Africa.

The overall organization's goals and achievements are established against the GI-TOC's [2024-2026 strategy](#), which is set by a [global pool of 708 experts](#) who constitute the organization's Annual General Meeting and is verified by the Board. Indicators and results are laid out in the strategy, which are then assessed on an annual basis across the organization. In addition, there is a high degree of regulatory oversight from independently appointed auditors. GI-TOC accounts are independently audited every year, and many of the major projects are also separately and independently audited.

## Project mobilization, monitoring, and evaluation

The GI-TOC's approach to planning projects and programmes is a nose-to-tail approach that starts with project planning and conceptualization and understanding the fundamental principles of the relationships between criminal activity, fragility, and instability. From here the teamwork systematically through the project cycle to ensure that what has been conceived is achievable, will deliver demonstrable results and impact, and which can be assessed and improved upon using effective monitoring and evaluation. Output indicators, including the delivery of reports, briefings, webinars, roundtable meetings, and/or seminars, as well as the measurements, where feasible and applicable of metrics such as attendance to events and consumption, citation and use of knowledge products, formal feedback from stakeholders, as well as reach through social media, engagement with media outlets around public events as part of the activities undertaken by this project, etc.

## Compliance

The GI-TOC has always adopted an active approach to mainstreaming compliance across its work, staff, and consultants. All staff, affiliates, and implementing partners are required to acknowledge the published organizational policies and principles and to sign a code of conduct as part of their contractual relationship with the organization. Standards and sanctions are clearly stated in our [operations manual](#) and available to all staff, partners, and affiliates.

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

A partner assessment will be made in 2025 by the Ministry. Furthermore, the Ministry of Foreign Affairs of Denmark will carry out a midterm review during 2027.

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

## 8. Financial Management, planning and reporting

### Disbursements

- (i) An initial pre-financing amount will be disbursed to GI-TOC for 2024 activities upon signing this agreement;
- (ii) Yearly pre-financing disbursements will then be submitted together with yearly narrative and financial reports no later than 15<sup>th</sup> April following the reporting year;
- (iii) In total, this will then be 5 disbursements in 2025, 2026, 2027, 2028, and 2029.

### Financial management

GI-TOC's operations are underpinned by a financial management system that allows for robust monitoring and tracking of expenditure throughout the project lifecycle. All invoices are tagged and stored by donor and project code, allowing expenditure to be monitored according to donor, project, activity and expenditure type. This can be extracted from our accounting systems on an on-demand basis.

## Procurement

The Global Initiative is a rapidly growing organization with limited resources, which it aims to maximize in fulfilling its mission. Whenever buying or commissioning goods or services, we hope to implement good practices, operate fairly and transparently, obtain the best value for money, and procure ethically, taking into account environmental concerns. This is reflected in the organization's procurement policy, which is being shared alongside this proposal.

## Work planning

Work planning follows the established methodology adopted by the GI-TOC's North Africa and Sahel Observatory.

The day-to-day management and compliance of the administrative and operational aspects of the project are overseen by the observatory's management, a Director, a Head of Research and a Project Manager. At the observatory level, plans are developed and pursued through standing monthly meetings in which progress on the operational, administrative, financial, and HR fronts relating to the project is reviewed during regular standing weekly meetings. This work, in turn, is reviewed by the GI-TOC's secretariat, led by the global Director and Deputy Director quarterly or as needed.

Operationally, work is assigned and reviewed at standing weekly meetings led by the Observatory Director and the Research Head with the Analytics Team, which, in the case of the proposed project, will involve the time of five analysts and three field coordinators. During these meetings, a research agenda is set in line with the priorities and targets of the project at hand, the evolving situation on the ground in the areas being researched, and any emerging priorities.

The Analytics Team, in turn, assigns the tasks agreed upon during these meetings within the framework of the overall delivery plan of the project to Field Monitors. Data collected from the Field Monitors as well as other sources such as open-source assessments carried out by the Analytics Team as well as direct interviews with key informants are initially reviewed by the Analytics Team but then overseen by the Research Manager and Observatory Director.

These research efforts will culminate in distinct analytical products, which will be drafted into reports or curated into presentations, webinars, round-table events, and seminars according to timetables set at the start of the project.

## Narrative progress reports and financial reports

A Yearly Narrative report, providing updates on activities, will be submitted with yearly narrative and financial reports no later than the 15th of April following the reporting year.

## Accounting and auditing

The GI-TOC is audited annually via a statutory audit, which will be shared with the Ministry of Foreign Affairs of Denmark no later than three months after the close of each year. The Danish contribution will be stated as income per period.

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting.



## 9. Risk Management

This section provides a summary of risk analysis and risk response strategies for contextual, programmatic, and institutional risk factors, with reference to assumptions in the Theory of Change (ToC) where applicable.

Risk Factor	Likelihood	Impact	Risk Response	Residual Risk	Background to Assessment
Financial Sustainability	Moderate	Significant	Implementation of diversified funding strategies to mitigate dependency on single funding sources.	Limited	The organization relies heavily on donor funding, which could be affected by economic downturns or changes in donor priorities. Mitigating strategies include diversifying and expanding revenue streams and enhancing financial reserves.
Political Instability	Unlikely	Minor	Regular political risk assessments and contingency plans for potential disruptions in project implementation.	Insignificant	Political stability is generally favourable, but sporadic unrest in project regions could disrupt activities. The GI-TOC has extensive experience operating in politically unstable environments and has established strategies and mitigating measures to operate effectively. Contingency plans include early warning systems and local partnerships to navigate political challenges.
Physical threats	Moderate to Significant	Significant	Regular risk assessments at the level of observatories and organization management constant re-evaluation of standing protocols and risk mitigation strategies. Regular reporting and follow up on	Moderate to Significant	The profile and activities of the GI-TOC inevitably entail a level of risk when it comes to physical threats to staff, contractors and individuals associated with the organization's work. The GI-TOC takes these risks very seriously mitigating against them through a set of protocols housed in the organization's constantly updated

			guidance from the Board.		operations manual which is accessible to donors upon request.
Technology Risks	Moderate	Significant	Regular updates and maintenance of technological infrastructure to minimize disruptions. Implementation of measures to mitigate against cyber-attacks and/or other digital targeting	Moderate	As a civil society actor at the forefront of policy debate and action targeting organized criminality and state corruption the GI-TOC is mindful of its potential targeting by state and non-state actors, particularly in the form of digital attacks. Several mitigating measures are implemented through digital security protocols, adequate security provisions and proactive maintenance and backup systems.

## 10. Closure

The GI-TOC will submit a comprehensive final report detailing project outcomes, challenges faced, and lessons learned, alongside a wind-down of project activities ensuring transparent closure procedures.

### Annexes:

Annex 1: Content Format and Organisation Strategies

Annex 2: Partner Assessment

Annex 3: Theory of Change, Scenario and Result Framework

Annex 4: Risk Management

Annex 5: Budget Details

Annex 6: List of Supplementary Materials

Annex 7: Plan for Communication of Results

Annex 8: Process Action Plan for Implementation

Annex 9: Quality Assurance Checklist

## ANNEX 4: RISK MANAGEMENT

Risk Factor	Likelihood	Impact	Risk Response	Residual Risk	Background to Assessment
Financial Sustainability	Moderate	Significant	Implementation of diversified funding strategies to mitigate dependency on single funding sources.	Limited	The organization relies heavily on donor funding, which could be affected by economic downturns or changes in donor priorities. Mitigating strategies include diversifying and expanding revenue streams and enhancing financial reserves.
Political Instability	Unlikely	Minor	Regular political risk assessments and contingency plans for potential disruptions in project implementation.	Insignificant	Political stability is generally favorable, but sporadic unrest in project regions could disrupt activities. The GI-TOC has extensive experience operating in politically unstable environments and has established strategies and mitigating measures to operate effectively. Contingency plans include early warning systems and local partnerships to navigate political challenges.
Physical threats	Moderate to Significant	Significant	Regular risk assessments at the level of observatories and organization management constant re-evaluation of standing protocols and risk mitigation strategies. Regular reporting and follow up on guidance from the Board.	Moderate to Significant	The profile and activities of the GI-TOC inevitably entail a level of risk when it comes to physical threats to staff, contractors and individuals associated with the organization's work. The GI-TOC takes these risks very seriously mitigating against them through a set of protocols housed in the organization's constantly updated operations manual which is accessible to donors upon request.
Technology Risks	Moderate	Significant	Regular updates and maintenance	Moderate	As a civil society actor at the forefront of

			<p>of technological infrastructure to minimize disruptions. Implementation of measures to mitigate against cyber-attacks and/or other digital targeting</p>		<p>policy debate and action targeting organized criminality and state corruption the GI-TOC is mindful of its potential targeting by state and non-state actors, particularly in the form of digital attacks. Several mitigating measures are implemented through digital security protocols, adequate security provisions and proactive maintenance and backup systems.</p>
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## ANNEX 2: PARTNER ASSESSMENT

### 1. Brief presentation of partners

No additional partners will be added. The only partner for the Ministry of Foreign Affairs of Denmark will be the Global Initiative Against Transnational Organized Crime (GI-TOC). The Ministry of Foreign Affairs has received partner assessments of GI-TOC performed by UNDP and GiZ, respectively, showcasing details and comments on their collaboration. Overall, the two partner assessments received were positive. The Ministry of Foreign Affairs of Denmark will conduct its own partner assessment in 2025.

### 2. Summary of partner capacity assessment

The GI-TOC was founded to create a 'network against networks', and since 2013, we have been steadily building a platform to respond to the manifold threats of transnational organized crime. From an initial 27 founders, we now represent a global network of more than 700 experts operating on the frontlines of organized crime. The GI Network benefits from a growing geographic, gender, and thematic diversity.

The GI-TOC has core central offices in Geneva (HQ) and in Vienna. From Vienna, we coordinate our multilateral and international institution engagement, including liaising with our representation in New York. We work in partnership with the private sector, including leading multinationals from the tech sector, the financial sector, and the transport industry, as well as non-profit organizations from around the world and leading academic institutions, including those from the developing south.

To build strong links between local, grassroots analysis and global strategic policymaking, the GI-TOC draws from formal representations in the form of regional 'civil society observatories of illicit economies' in multiple regions across all continents. In total, the GI-TOC employs 128 full-time staff in 40 locations at the time of submission, with expertise covering the entire spectrum of illicit economies – from drug trafficking, environmental crime, and arms trafficking to terrorist financing, human trafficking, and cybercrime.

The GI-TOC's existing 12 regional observatories form the backbone of the organization's research and action effort across the board. Specifically relevant to the proposed project, the GI-TOC is strongest in Africa, where it has a complete continental coverage with four observatories (see indicative map below).

Furthermore, the thematic area proposed in the project, human smuggling and trafficking, is also one in which the GI-TOC has a leading role. The project will draw upon GI-TOC staff with expertise in irregular migration, including the Director of North Africa and the Sahel Observatory, Mark Micallef, and the Director of the West Africa Observatory, Lucia Bird. The GI-TOC's global Deputy Director, Tuesday Reitano, has published extensively on the topic of human smuggling at the GI-TOC and further afield,

including co-authoring the book *Migrant, Refugee, Smuggler, Saviour* (Hurst, 2016), which explored how ruthless criminals stepped into the gap left by the international system to help migrants towards a better future, and profit from their desperation.



The North Africa and Sahel Observatory, based in Malta, has extensive experience researching the subject matter, with its monitoring programme having run uninterrupted since 2018, which underpinned several projects funded by the EU, the European

Union Drugs Agency, the Norwegian MFA, the UN, its Department for Political and Peacebuilding Affairs, and its Support Mission in Libya (UNSMIL) among others.

During this time, the observatory produced monthly monitoring, limited-distribution briefs, public reports as well as public and private briefings delivered to the EU, and its various instructions, including the Council, the Commission and the Parliament, various member states, including Denmark itself, Germany, France, Holland, Norway, Spain, Italy to mention a few, as well various parliamentary committees, the US, and various of its agencies, the UN. As part of this effort, the GI-TOC has also worked closely with the UN and the Dutch government on the sanctioning of criminals involved in human smuggling in 2018, as well as subsequent sanctioning efforts focused on Libya and human smugglers by the EU in 2019, 2021 and 2023, the GI-TOC has also collaborated with the International Criminal Court on investigations focused on human smugglers and other similar investigative initiatives.

### Summary of key partner features

Name of Partner	Core business What is the main business, interest and goal of the partner?	Importance How important is the project/programme for the partner's activity-level (Low, medium high)?	Influence How much influence does the partner have over the project programme (low, medium, high)?	Contribution What will be the partner's main contribution?	Capacity What are the main issues emerging from the assessment of the partner's capacity?	Exit strategy What is the strategy for exiting the partnership?
GI-TOC	The GI-TOC is an international non-profit organization headquartered in Geneva, Switzerland with a global representation of offices, secretariat staff, and expert network members.	High	High	The proposed project seeks to address critical challenges at the intersection of security, governance, and humanitarian concerns centring on irregular migratory flows from Africa to Europe. This will be done through activities aimed at enhancing the knowledge base of different stakeholders on the role of high-level criminality in respect to this phenomenon, as well as through recommendations on		No special requirements after end of contract

				new creative approaches to the contrasting of irregular migration.		
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## ANNEX 8: PROCESS ACTION PLAN (PAP)

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Submitting the project proposal with relevant annexes	July 2024	GI-TOC	Submission 2
Reviewing the project documents	August 2024	MIGSTAB and CFO	
Desk appraisal	September 2024	External consultants	
Feedback to partner	October 2024	MIGSTAB	
Revised project documents based on appraisal recommendations	November 2024	GI-TOC	Submission 5
Ministerial approval of the grant	November 2024	MIGSTAB / LÆRING	
Signing of the grant agreement	December 2024	GI-TOC and MIGSTAB	
Disbursing the first instalment	December 2024	MIGSTAB	
I: Ecosystem Monitoring and Research	Yearly published reports launched in public webinars	GI-TOC	
II: Quarterly briefings	Quarterly	GI-TOC	
III: Roundtable meetings and executive trainings	Yearly	GI-TOC	
Second disbursement	2025	MIGSTAB	
Third disbursement	2026	MIGSTAB	
Fourth disbursement	2027	MIGSTAB	
Fifth/final disbursement	2028	MIGSTAB	

**ANNEX 6 – LIST OF SUPPLEMENTARY MATERIALS**

#	Document / Material	Source
1	GI-TOC Audit Financial statements for 2022	Direct Submission with Annexures
2	GI-TOC Audit Financial statements for 2023	Direct Submission with Annexures
3	Gi-TOC Strategic plan 2024 - 2026	Direct Submission with Annexures
4	GI-TOC Procurement Policy	Direct Submission with Annexures
5		
6		
7		
8		
9		
10		

## ANNEX 7: PLAN FOR COMMUNICATION OF RESULTS

Global Initiative Against Transnational Organized Crime will use its internal communications team to ensure regular communication about public aspects of the project and manage communication with the Ministry of Foreign Affairs of Denmark through observatory-level management.

In the case of Ecosystem Monitoring and research activity, public webinars will be organized to launch published research. Depending on the subject matter and interest, there could be as many as one webinar per publication, at least four publications per year. The funding sustaining these publications will be clearly highlighted in the design of these reports and in the accompanying launch events.

Prior to each webinar, the GI-TOC's communication team will prepare a plan, which includes the publicization of the webinars through the GI-TOC's newsletter, its website, and social media of the organization, as well as the accounts of various members of its staff. Communications staff will also communicate on social media during events themselves, which will keep being promoted even in their aftermath after being posted to the GI-TOC website as well as the organization's YouTube channel, among others.

GI-TOC webinars are regularly well attended by a cross-section of stakeholders that include officials from various governments, parliamentarians, law enforcement officials, as well as mainstream media and civil society. Furthermore, GI-TOC analysts and researchers are regularly cited in reputable international publications such as The New York Times, The BBC, The Economist, Der Spiegel, Le Monde, and others. This is the result of the converging interest of various media outlets with the GI-TOC's research interests as well as the result of relationship cultivation by the organization's dedicated communications team.

In the case of the quarterly briefings and yearly roundtable events, this communication stream will be led by the management of the North Africa and Sahel Observatory, led by the director, Mark Micallef. Briefings will be delivered by GI-TOC staff during virtual and physical events that will be organized by the GI-TOC according to exigencies. No public communications are envisaged for these events. However, should some of these events be turned into public or semi-public events, a communications plan as per the ones established for public webinars will be developed by the GI-TOC's communications team.

Engagement	Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2028
Partner	The Global Initiative Against Transnational Organized Crime
File no.	MFA file no: 24/28695
Engagement period	01.11.2024 - 31.10.2029
Budget currency	EUR
Original outcome (total budget/grant)	amount of originally approved budget/grant
Date	13.09.2024
Prepared by	Mark Micallef
Exchange rate (DKK/EUR)	7.45

Unit		Unit Cost	Quantity	Budget	Year 1 (Q1-Q2)	Year 1 (Q3-Q4)	Year 2 (Q1-Q2)	Year 2 (Q3-Q4)	Year 3 (Q1-Q2)	Year 3 (Q3-Q4)	Year 4 (Q1-Q2)	Year 4 (Q3-Q4)	Year 5 (Q1-Q2)	Year 5 (Q3-Q4)	DKK
<b>Total Output 1-3 + Operaton and admin</b>				<b>€ 2,439,355</b>	<b>€ 178,936</b>	<b>€ 308,936</b>	<b>€ 178,936</b>	<b>€ 308,936</b>	<b>€ 178,936</b>	<b>€ 308,936</b>	<b>€ 178,936</b>	<b>€ 308,936</b>	<b>€ 178,936</b>	<b>€ 308,936</b>	<b>DKK 18,173,194.75</b>
<b>A. Output 1: Ecosystem Monitoring and Research</b>															
Research Direction	Day	€ 640	125	€ 80,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	€ 8,000	
Production: Editing, graphic design, and layout of research reports	Report	€ 3,800	15	€ 57,000	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700	€ 5,700
Analytics Team	Day	€ 425	1250	€ 531,250	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125	€ 53,125
Field Coordination	Day	€ 265	400	€ 106,000	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600	€ 10,600
Field Network	Day	€ 150	2000	€ 300,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000	€ 30,000
Fieldwork - North Africa and Sahel	Field Trip	€ 7,000	10	€ 70,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000	€ 7,000
Risk Mitigation: Insurance, Security, and Legal Compliance	Month	€ 600	60	€ 36,000	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600	€ 3,600
<b>Total direct cost output 1</b>				<b>€ 1,180,250</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>DKK 8,792,862.50</b>
<b>Total budget output 1</b>				<b>€ 1,180,250</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>€ 118,025</b>	<b>DKK 8,792,862.50</b>
<b>B. Output 2: Quarterly briefings</b>															
Research Direction	Day	€ 640	75	€ 48,000	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800
Analytics Team	Day	€ 425	415	€ 176,375	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638	€ 17,638
Travel Expenses (Engagement)	Trips	€ 1110	15	€ 16,650	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665	€ 1,665
<b>Total direct cost output 2</b>				<b>€ 241,025</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>DKK 1,795,636.25</b>
<b>Total budget output 2</b>				<b>€ 241,025</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>€ 24,103</b>	<b>DKK 1,795,636.25</b>
<b>C. Output 3: Yearly Roundtable meetings and executive trainings</b>															
Research Direction	Day	€ 640	25	€ 16,000	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600	€ 1,600
Analytics Team	Day	€ 425	175	€ 74,375	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438	€ 7,438
Travel Expenses (Engagement)	Trips	€ 1110	35	€ 38,850	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885	€ 3,885
Venue Renting (Engagement)	Event	€ 3500	5	€ 17,500	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750	€ 1,750
<b>Total direct cost output 3</b>				<b>€ 146,725</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>DKK 1,093,101.25</b>
<b>Total budget output 3</b>				<b>€ 146,725</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>€ 14,673</b>	<b>DKK 1,093,101.25</b>
<b>D. Operation and administration</b>															
Leadership and oversight	Day	€ 1,200	40	€ 48,000	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800	€ 4,800
Finance	Day	€ 645	95	€ 61,275	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128	€ 6,128
Administration	Day	€ 150	95	€ 14,250	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425	€ 1,425
Grant management	Day	€ 240	95	€ 22,800	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280	€ 2,280
Communication	Day	€ 510	95	€ 48,450	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845	€ 4,845
Field office (Malta)	Month @15% of overall cost	€ 443	60	€ 26,580	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658	€ 2,658
<b>Total direct cost Operations and administration</b>				<b>€ 221,355</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>DKK 1,649,094.75</b>
<b>Total direct cost Operations and administration</b>				<b>€ 221,355</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>€ 22,136</b>	<b>DKK 1,649,094.75</b>

## ANNEX 1: CONTENT FORMAT AND ORGANISATION STRATEGIES

### I Objective:

"This Strategy for the cooperation between Denmark and the GI-TOC forms the basis for the Danish contributions to the GI-TOC, and it is the central platform for Denmark's dialogue and partnership with the organisation. It sets up Danish priorities for the GI-TOC performance within the overall framework established by the GI-TOC's own strategy. In addition, it outlines specific goals and results vis-a-vis the GI-TOC that Denmark will pursue in its cooperation with the organisation. Denmark will work closely with like-minded countries towards the achievement of results through its efforts to pursue specific goals and priorities.

### II The Organisation:

Founded in 2013, the GI-TOC is a non-profit organization with core central offices in Geneva (HQ) and Vienna, and a globally dispersed Secretariat and a high-level advisory board. From an initial 27 founders we now represent a global network of 708 experts that represent increasing diversity in terms of geography, gender and thematic expertise. The experts form a group of prominent law-enforcement, governance and development practitioners who are dedicated to seeking new and innovative strategies and responses to organized crime.

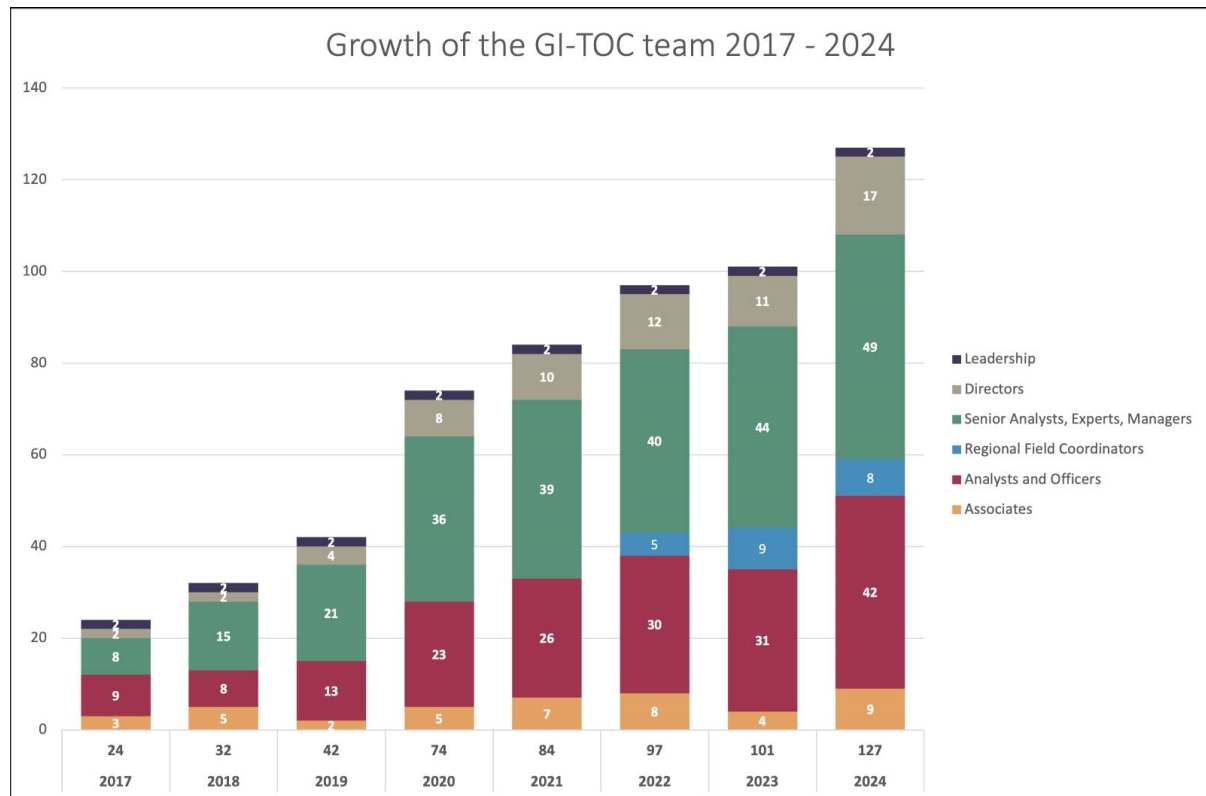


The organization was born from a series of high-level, off-the-record discussions between mainly (though not exclusively) law-enforcement officials from both developed and developing countries in New York in 2011–12. At these meetings, the founding members of the Global Initiative, many of whom stand at the front line of the fight against organized crime, illicit trafficking, and trade, concluded that the problem and its impacts are not well analyzed; they are not systematically integrated into national plans or strategies; existing multilateral tools are not structured to facilitate a response; and existing forms of cooperation tend to be bilateral, slow and restricted to a limited number of like-minded states.



The result was the creation of the GI-TOC with a mission to provide a platform to promote greater debate between different stakeholders (governments, law enforcement, and civil society) and innovative approaches, which serve as the building blocks to an inclusive global strategy against organized crime.

Just over a decade later, the GI-TOC at the time of submission employs 128 full-time staff in 40 locations and is organised around 11 'civil society observatories of illicit economies' spread across all continents with expertise covering the entire spectrum of illicit economies – from drug trafficking, environmental crime, and arms trafficking to terrorist financing, human trafficking, and cybercrime.



### III Lessons learnt, strategic challenges and opportunities

Irregular migration, human smuggling, and trafficking have been a key concern for the GI-TOC since the early years after its establishment. The project being proposed to the Danish government stems from a workstream covering irregular migration, human smuggling, and trafficking spanning over almost ten years. The work started with seminal research in the field published in [September 2016](#) and [March 2017](#), delivering comprehensive and granular research on the so-called 'Migration Crisis' of 2015 – 2017 from the perspective of different hotspots in Syria, Turkey, Greece, several Balkan countries, as well as Libya, Tunisia, Niger, Chad, and Sudan among others.

In the aftermath of this research effort, in May of 2018, the GI-TOC established the North Africa and Sahel Observatory and through contributions from the Ministry of Foreign Affairs of Norway and subsequent EU funding cycles under the Emergency Trust Fund for Africa (EUTF) and later the Neighbourhood, Development and International Cooperation Instrument (NDICI) expanded its remit and network.

Through this work, the GI-TOC engaged closely and supported various entities at the forefront of policy, law enforcement, and civic action grappling with the phenomenon of irregular migratory flows. These have included the EU, particularly the Directorate-General for Neighbourhood and Enlargement Negotiations (DG-Near), the Directorate-General for Migration and Home Affairs (DG-Home), and the European External Action Service (EEAS) through various briefings, research products and policy papers that have helped shape policy, action and development frameworks in the African context, as well as various UN institutions and entities such as the UN Security Council, the Panels of Experts on Libya, Mali and Sudan, the office of Vincent Cochetel, the UNHCR's Special Envoy for the Western & Central Mediterranean situation, among others. The GI-TOC has also supported the European Commission and EU member states with initiatives such as restrictive measures targeting human smugglers and traffickers by the UN Security Council in 2018 and the EU in 2019, 2021, and 2023. The GI-TOC's contribution to these processes

consisted of commissioned assessments that directly fed into the decision-making process and evaluation of the sanctioned targets.

The project that the GI-TOC is hereby proposing to the Ministry of Foreign Affairs of Denmark is set against this context and aims to build on this work in a close partnership with the government of Denmark.

Throughout these years, the European Commission, and specifically DG-NEAR, have been pivotal partners and continue to be so. In the field of irregular migration, the Commission has been increasingly prioritizing and concentrating its relationship with the GI-TOC in the North Africa and Sahel space around third-party monitoring and conflict sensitivity assessments focused on its programming targeting irregular migration. While this work is important work that the GI-TOC is proud to pursue with the EU to maintain and enhance the diversity of its effort and fulfilment of its mandate in this field, the GI-TOC has been seeking to expand the base of partners. The idea is to maintain and expand on the momentum of the work conducted in this field in line with its mandate to seek innovative solutions to the organized criminal component within the irregular migration phenomenon.

To this end, the GI-TOC set out to seek out strategic partnerships with countries at the forefront of finding solutions to irregular migration. Denmark is a priority country along with the Netherlands and the UK, both of which the GI-TOC is in talks to discuss projects focused on human smuggling, as well as Germany and Sweden.

Denmark has taken a leading role in respect to the irregular migration phenomenon at a national and international level. In this context, the proposed project aligns with Objective 2 of Denmark's strategy for development cooperation, namely: "Fight irregular migration and help more people better along key migration routes". Specifically, the GI-TOC's proposed project seeks to develop enhanced granular knowledge of the developing situation with regard to human smuggling and trafficking in a bid to better inform policy and action targeting these phenomena and therefore supporting the overarching goal to fight irregular migration but also helping in the strengthening of "cooperation with countries in, for example, North Africa and on the Western Balkans so as to enable them to handle irregular migration in accordance with human rights law" as well as to "strengthen the capacity of developing countries to manage their borders according to a rights-based approach, provide protection and handle irregular migration in full compliance with the international criteria for official development aid as defined by OECD."

The proposed project can directly inform and provide contextual insight for targeted stakeholders, understood to be primarily states, their agencies, academia, civil society, to develop a more granular understanding of human rights concerns with border management practices. Too often, the war on human smuggling espoused by the EU and its member states has translated into the near-exclusive targeting of migrants as opposed to smugglers and traffickers, particularly in North African and Sahelian countries, raising significant human rights concerns with the border management actions implemented in these regions.

More broadly, however, the GI-TOC hopes that the proposed partnership with the government of Denmark can help further the pursuit of cooperative multilateral responses to the irregular migration phenomenon through initiatives such as the Global Compact for Safe, Orderly, and Regular Migration or the Global Alliance to Counter Migrant Smuggling launched by the European Commission in November 2024 and in which Denmark has taken a leading role. The proposed research is intended to provide a research foundation on which policy and multilateral policy initiatives can be grounded. In this connection, the GI-TOC also hopes to seek synergies with another important research initiative already supported by Denmark in this space, conducted by the Mixed Migration Centre (MMC). There are a lot of complementarities in the research methods adopted by the MMC and the GI-TOC as both harness a network-based research method, with the MMC focusing more on migrants and protection issues and the GI-TOC leaning more on smugglers, traffickers, and the political economy of the criminal industry surrounding irregular migration. More structured cooperation between the two entities, which have already cooperated informally over the years, can help provide more holistic insights, likely enhancing policy effectiveness.

#### **IV. Priority areas and results to be achieved:**

The priorities and overall aims of the proposed project are to enhance the knowledge base with respect to human smuggling and trafficking from Africa to Europe, and the direct and indirect impacts of these criminal markets on state and societal fragility, instability, and, by extension, impaired economic development, as well as human rights abuses and mismanagement of irregular migratory flows.

These align with two key goals of the GI-TOC's overall strategy

- To “carry out policy-relevant research on illicit economies that can contribute to better analysis and enrich the evidence basis to guide informed responses and set priorities”. Specifically, as applied to the proposed project, the pursued outcome is to expand public knowledge through information and insight into irregular migration from Africa to Europe and, in particular, the dissemination of insight into the criminal and power dynamics underpinning it at various hotspots.
- To “build coordinated, multi-stakeholder and inclusive networks of action and integrity, with global influence and reach.” Specifically, as applied to the proposed project, the pursued outcome is to catalyze avenues for action with respect to human smuggling and trafficking through engagement with stakeholders, including governments and their agencies, and civil society.

These priorities also align with Objective 2 and Objective 4 of Denmark’s strategy for development cooperation, namely: “Fight irregular migration and help more people better along key migration routes”, and “Deliver safety and security through peacebuilding and stabilisation” respectively.

Specifically, the GI-TOC seeks to develop enhanced granular knowledge of the developing situation with regard to human smuggling and trafficking in a bid to better inform policy and action targeting these phenomena, and therefore supporting the overarching goal to fight irregular migration but also helping in the strengthening of ‘cooperation with countries in, for example, North Africa and on the Western Balkans so as to enable them to handle irregular migration in accordance with human rights law’ as well as to ‘strengthen the capacity of developing countries to manage their borders according to a rights-based approach, provide protection and handle irregular migration in full compliance with the international criteria for official development aid as defined by OECD.’

The nature of the proposed research lies at the intersection of the contrast of organized crime and the pursuit of stability, exposing criminal and armed group spoilers in state building, for instance, and shedding light on possible corruption of private and public entities or individuals with leverage on the management of irregular migration. These insights, in turn, can feed into specific policy and programmatic decisions of states, governments, law enforcement agencies, and civil society stakeholders in the relevant countries.

The proposed project can also directly inform and provide contextual insight to develop a granular understanding of human rights concerns with border management practices. Too often, the war on human smuggling espoused by the EU and its member states has translated into the near-exclusive targeting of migrants as opposed to smugglers and traffickers, particularly in North African and Sahelian countries, raising significant human rights concerns with the border management actions implemented in these regions. The goal of prioritizing the targeting of criminals as opposed to migrants in the quest to address irregular migration is also outlined in the Global Alliance to Counter Migrant Smuggling launched by the European Commission in November 2023. Denmark has taken a leading role in backing this initiative, successfully organizing the first follow-up meeting after the launch in the form of a high-level (ministerial) migration conference in Copenhagen on 6 May 2024, which brought civil society into the picture.

The GI-TOC’s proposed project seeks to support this and other similar initiatives pursuing effective coordinated policy and action targeting high-level criminals over indiscriminate broad-brush repression of migrants and asylum seekers as a means to stem irregular migratory flows.

These priorities will be pursued through three outputs:

- 1. Ecosystem Monitoring and Research**



The first activity involves an ongoing political economy analysis of human smuggling and trafficking trends in North Africa and the Sahel, with a focus on the Central Mediterranean and the routes leading to it. In spite of this focus, the proposed research facility will remain flexible, able to shift thematic and investigative focus to drivers of irregular migration, for instance, or focus to other parts of the globe when relevant to the overarching goals of the project in a bid to respond to emerging trends and investigative leads.

This research will be pursued through the GI-TOC's Field Monitoring Network (FMN), a proven methodology that has been successfully applied since 2016 to the monthly tracking of human smuggling and trafficking, different criminal economies, and armed group dynamics in the African context. At the time of writing, in North Africa and the Sahel, the GI-TOC's FMN incorporates around 160 Monitors, comprising local journalists, researchers, and academics who field requests for information by GI-TOC analysts.

Most monitors are part-time staff, engaged for discrete periods specifically to address specific research priorities based on the individuals' thematic or geographic strengths, others are engaged on a more consistent basis depending on research needs. Monitors are tasked with ongoing field data collection, using their own contacts as well as research trips. Each monitor typically taps between 5 to 10 contacts per assignment. Furthermore, the system can be adapted in a modular way with the development of networks that are tasked with probing research questions outside of the primary area of focus, be it geographic or thematic.

Work by monitors is complemented by key informant interviews and fieldwork carried out by GI-TOC experts and analysts. The geographic scope of monitoring is envisaged to expand as required depending on changing trends, including wider into Africa, Asia and Europe itself and other parts of the globe as needed.

This method ensures the development of a moving picture of data as opposed to a static snapshot typically obtained with traditional qualitative research methods. This enables a more dynamic and granular assessment of developments on the ground that makes it easier to explain new developments and identify fresh trends. Notwithstanding, data from the FMN feeds into a broader research effort, which includes ongoing open-source scanning and literature review, as well as direct fieldwork and key informant interviews carried out by the GI-TOC's analysts.

This research effort will culminate in yearly published assessments (at least four covering different hotspots/countries relevant to flows to Europe) and accompanying webinars that build on the GI-TOC's established Human Smuggling and Trafficking Ecosystems Series published yearly since 2017. These reports will go over key trends in these areas under focus with forecasts and policy recommendations.

## **2. Quarterly briefings to targeted stakeholders**

Building on the first component, the second activity will involve quarterly briefings delivered through a virtual format or in person when this is practical to targeted stakeholders: governments and their agencies, academia and civil society. It is envisaged that the Danish government and its agencies could be key stakeholders within the scope of these briefings in a partnership that is meant to catalyze broader policy engagement. Other governments could include Norway, Sweden, the Netherlands, the United Kingdom, Germany, and Austria, among others. It is envisaged that these briefings will also be offered to civil society actors, including but not exclusive to the MMC, along with a broad range of actors in Africa.

## **3. Yearly Roundtable meetings**

The third activity involves the provision of targeted roundtable meetings, drawing together GI-TOC experts, external experts, and personnel from targeted stakeholders to delve deeper into specific questions arising from the research. These could also be used for executive seminars aimed at specific topics such as trend forecasting and policy implications or the most effective leverage of sanctions and other coercive tools in the pursuit of human smugglers. The GI-TOC anticipates that at least one such meeting will be provided per year, which can be in the form of a virtual seminar or in person, depending on requirements.

The outputs will be measured against the delivery of the outlined activities in the form of reports, webinars, and roundtable events and seminars organized, as well as briefings delivered, as reported in the narrative

reports that the GI-TOC will deliver yearly as part of regular reporting to the Danish MFA. In the process of delivery, the GI-TOC will also endeavour to seek metrics (numbers of attendees at events, interactions on social media, and legacy media) and feedback from stakeholders engaged in order to be able to provide an assessment of both the scale and quality of dissemination and engagement.

## ANNEX 3: THEORY OF CHANGE, SCENARIOS AND RESULTS FRAMEWORK

### 1. Theory of change and key assumptions

The Theory of Change (ToC) for the project “Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029” follows that of the organization: to reduce the impact and scale of criminal markets, in this case, human smuggling and trafficking, the policymaking community needs (i) a strong evidence basis and better analysis to guide informed responses and to support prioritization; (ii) coordinated, multi-stakeholder and inclusive networks of action and integrity, with influence and reach, enabled to achieve results; and (iii) models of innovative programming for prosecution of criminals and market disruption and reduction in organized crime elements underpinning irregular migration.

Key assumptions underpinning these pathways that are specific to the proposed project include:

**Network-based research:** Assumption that using the GI-TOC’s Field Monitoring method alongside more traditional qualitative approaches such as open-source intelligence and literature review, key informant interviews, and field-based interviews provide a more dynamic moving picture of the situation on the ground. This assumption is based on past experience with more than eight years of successful application of this method to develop in-depth research on human smuggling and trafficking in some of the more difficult parts of North Africa and the Sahel, including during conflict periods and in the aftermath of the unprecedented mobility restrictions implemented at the outbreak of the COVID-19 pandemic.

**Policy Reforms:** The assumption that improving the knowledge base of governments, policymakers, law enforcement entities, and civil society, as well as advocacy, will result in more innovative and effective responses to organized crime in the areas under focus, greater conflict sensitivity and migration management policy that is more attuned to harm risks to migrants and asylum seekers and their rights-

**Regional Collaboration:** Assumption that fostering partnerships and dialogues among governments, international organizations, law enforcement entities, and civil society will promote regional cooperation and alignment on strategies combatting organized crime and more effective action to manage irregular migration in a way that is conflict-sensitive and in line with a rights-based approach.

These assumptions are critical to the ToC and must be regularly monitored and validated throughout project implementation to mitigate risks and ensure the interventions remain on track to achieve the intended outcomes.

### 2. Summary of the results framework

#### Aim

The overall aim of the project is to enhance the knowledge base with respect to human smuggling and trafficking from Africa to Europe and the direct and indirect impacts of these criminal markets on state and societal fragility, instability, and, by extension, impaired economic development, as well as human rights abuses and mismanagement of irregular migratory flows.

#### Impact indicator

Number of knowledge products produced in the form of briefings, publications, events convened and feedback from the donor and other targeted stakeholders on the knowledge products produced.

### Target

Ecosystem Monitoring and Research culminating in at least four reports on different hotspots/countries per year with accompanying webinars. Quarterly briefings to targeted stakeholders delivered through a virtual format or in person when this is practical. Yearly Roundtable meetings drawing together GI-TOC experts, external experts and personnel from targeted stakeholders to delve deeper into specific questions arising from the research which are of interest stakeholders. These will be organised yearly, virtually and/or in person. See table below outlining the delivery of outputs over the lifespan of the project.

Project schedule over 60 months	2024 / 2025				2025 / 2026				2026 / 2027				2027 / 2028				2028 / 2029			
	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4
Start-up meetings	x																			
Start-up report	x																			
Yearly reports				x				x				x				x				
Draft final report																				x
Final report																				x
A. Output 1: Ecosystem Monitoring and Research	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
B. Output 2: Quarterly briefings to targetted stakeholders	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
C. Output 3: Yearly Roundtable meetings and executive trainings				x				x				x				x				x

Project/Programme	[Title of Programme]
Project/Programme Objective	[The intended impact contributing to benefit to a society or community]
Impact Indicator	[It may be related to an SDG]
Baseline	[Situation prior to commencement of activities]

Project Title	"Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029"		
Outcome	Development of information and insight into irregular migration from Africa to Europe and in particular the dissemination of insight into the criminal and power dynamics underpinning it at various hotspots in North Africa and the Sahel.		
Outcome indicator	<ol style="list-style-type: none"> <li>1. Delivery of multiple publications (at least four per year) covering major hotspots in North Africa and the Sahel, alongside accompanying webinars open to stakeholders ranging from governments and their agencies, law enforcement entities and civil society.</li> <li>2. Delivery of 4 quarterly briefings to targeted stakeholders</li> <li>3. Yearly Roundtable meetings and/or executive trainings</li> </ol>		
Baseline	Year	2024	<ol style="list-style-type: none"> <li>1. No publications</li> <li>2. No briefings</li> <li>3. No yearly round-table meetings and executive trainings</li> </ol>
Target	Year	2024/25	Four publications and accompanying webinars Four quarterly briefings to targeted stakeholders One yearly roundtable meeting and/or executive training

Target	Year	2025/26	Four publications and accompanying webinars Four quarterly briefings to targeted stakeholders One yearly roundtable meeting and/or executive training
Target	Year	2026/27	Four publications and accompanying webinars Four quarterly briefings to targeted stakeholders One yearly roundtable meeting and/or executive training
Target	Year	2027/28	Four publications and accompanying webinars Four quarterly briefings to targeted stakeholders One yearly roundtable meeting and/or executive training
Target	Year	2028/29	Four publications and accompanying webinars Four quarterly briefings to targeted stakeholders One yearly roundtable meeting and/or executive training

## ANNEX 9: QUALITY ASSURANCE CHECKLIST

File number/F2 reference: 24/28695

Programme/Project name: Political Economy Analysis of Irregular Migration from Africa to Europe 2024-2029

Programme/Project period: 15.12.2024 – 31.10.2029

Budget: 20 million DKK

This Quality Assurance Checklist should be used by the responsible MFA unit to document the quality assurance process of appropriations, where development specialists from either LÆRING or other units are not involved in the process; i.e.

- (i) *internal appraisals* of appropriations up to DKK 10 Million where this checklist constitutes the appraisal.
- (ii) *external appraisals* of appropriations between DKK 10 – 43 million and (iii) appraisal in exceptional cases. The checklist aims to help the responsible MFA unit ensure that key questions regarding the quality of the programme/project are asked and that the answers to these questions are properly documented and communicated to the approving authority.

Presentation of quality assurance process:

- The design of the programme/project has been appraised/appraisal checklist filled out, by someone independent who has not been involved in the development of the programme/project.

*Comments: Yes, the appraisal was carried out by "Consultants for Development", which is an external consultancy company to the Ministry of Foreign Affairs.*

- The recommendations of the appraisal/comments in the appraisal checklist have been reflected upon in the final design of the programme/project.

*Comments: Yes, MIGSTAB has taken all recommendations into consideration and the implementing partner revised the project documents and budget based on recommendations in the appraisal. See summary of recommendations attached.*

- The programme/project complies with Danida policies and Aid Management Guidelines, including the fundamental principles of Doing Development Differently.

*Comments: Yes, elaborated in line with the recommendation by the appraisal team.*

- The programme/project addresses relevant challenges and provides adequate responses.

*Comments: Yes.*

- Issues related to HRBA, LNOB, Gender, Youth, Climate Change, Green Growth and Environment have been addressed sufficiently in relation to content of the project/programme.

*Comments: Yes. Recommendations from the appraisal team on integration of age, gender, diversity have been integrated in the project document.*

✓ Comments from the Danida Programme Committee (if applicable) have been addressed  
*Comments: Not applicable.*

✓ The programme/project outcome(s) are found to be sustainable and in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

*Comments: Yes. Recommendations from the appraisal team on including reflections on the sustainability of the project has been integrated in the project proposal.*

✓ The theory of change (if applicable), results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

*Comments: Yes.*

✓ The programme/project is found sound budget-wise,

*Comments: Yes.*

✓ The agreed budget and financial reporting procedures provide an adequate basis for financial monitoring of funds.

*Comments: Yes.*

✓ The programme/project is found realistic in its time-schedule.

*Comments: Yes.*

✓ Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.

*Comments: No other donors.*

✓ Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

*Comments: Yes, partner assessment included. The partner has furthermore been chosen based on positive previous experience with said partner. Furthermore, based on the demand from MIGSTAB regarding policy analysis on transnational crime along the migratory routes, this organization is the only partner meeting our requirements.*

✓ The implementing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

*Comments: Yes. GI-TOC (Global Initiative Against Transnational Organized Crime) is dedicated to provide a platform to promote greater debate and innovative approaches, which serve as the building blocks to an inclusive global strategy against organized crime. GI-TOC furthermore has showcased capacity as the implementing partner of an existing earmarked contribution from MIGSTAB for the organization in the years 2022-2024.*

Implementing partner(s) has/have been informed about Denmark's zero-tolerance policies towards (i) Anti-corruption; (ii) Child labour; (iii) Sexual exploitation, abuse and harassment (SEAH); and, (iv) Anti-terrorism.

*Comments: Yes, part of the HFPA.*

Risks involved have been considered and risk management integrated in the programme/project document.

*Comments: Yes. Risk management is included in the project document and a separate annex on risks has been shared as well.*

In conclusion, the programme/project can be recommended for approval:  yes / no

Date and signature of Desk Officer: 03/12-2024

Date and signature of Management: 3. dec. 24

  
Christian P. Arnesen