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

Key results:

Strengthened capacities of countries of transit to manage migration challenges in line with international standards and human rights conventions; Improved governance structures and systems in countries of transit of migration flows.

Justification for support:

The programme responds to significant challenges in relation to irregular migration, including smuggling and trafficking of humans and positions Denmark to play a leading role in the use of IDA to support longer-term, more sustainable approach to programming addressing migration challenges.

Major risks and challenges:

The main risks concern a lack of collaboration with transit countries on the migration agenda. Other risks include problematic conduct of law enforcement agencies benefitting fro certain components within the programme. This is mitigated by a strong human rights and HRBA focus across the programme.

File No.	2024/08908						
Country	MENA region with a focus on Egypt and Tunisia						
Responsible Unit	MIGSTAB						
Sector	Migration						
DKK million	**2024**	**2025**	**2026**	**2027**	**2028**	**2029**	**Total**
Commitment	165	15	60	60			300
Projected Disbursement	48	60	60	60	60	12	300
Duration	11/2024-11/2029						
Finance Act code.	§06.32.10.13						
Head of unit	Nicolaj A. Hejberg Petersen						
Desk officer	Thea Ribergaard Askhøj Nielsen						
Reviewed by CFO	NO / **YES**: Antonio Ugaz-Simonsen						

Relevant SDGs *[Maximum 5 – highlight with grey]*

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

Objectives for stand-alone programme:

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

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

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

DIHR	0	0	0	0
Total green budget				

Programme in FMI:	**Partner**	**Total thematic budget: [mill.]**
Project 1 project	IOM	65
Project 2 advisors, M&E, etc. reviews (repeat as	ICMPD	49
Project 3	UNHCR	35
Project 4	EUAA	22,5
Project 5	DIHR	49
Unallocated funds		60
Auxiliary activities		7,7
Total		288
	Programme support	12
	Total	300

Note: Add projects, as relevant.

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

Ministry of Foreign Affairs   **DANIDA**

of Denmark

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

With a focus on the Mediterranean region

Draft

Abbreviations

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

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

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

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

TABLE OF CONTENT

1. Introduction

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

The programme follows up on the findings and recommendations from the internal MFA Review of Danish Support to Migration-related Programming 2018 – 2022 that was completed in December 2023. See also sub-section 2.3.6.

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

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

The Danish Government's Finance Act of 2024 (§06.32.10.13) provides development funding of DKK 190 million to the MTF annually from 2024 to 2027, which inter alia goes to strengthening migration management. A total of DKK 300 million will be allocated to the RMGP in 2024 to 2027. The programme's implementation phase will be 2024 to 2029. Further funding is allocated in the Danish Finance Act for 2024 - 2027 to the "CAPACITY" and "Whole-of-Route" programmes under MIGSTAB. Alongside these programmes, the RMGP is designed to provide oversight, synergies and harmonization of programming of funds to Danish supported migration interventions.

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

The programme envisages three outcomes:
- Enhanced migration management in a number of countries in the region (including strengthened integrated border management, Assisted Voluntary Return and Reintegration (AVR/R), documentation etc.),
- Enhanced asylum systems and processing (including documentation, registration, reception etc.)
- Countering migrant smuggling and trafficking incl. enhanced support to livelihoods.

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

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

subsequent sections, both in relation to the Theory of Change (section 3.2) and the operational and management arrangements (section 5).

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

There are significant complexities associated with the pursuit of this objective, given the changing migration dynamics and political priorities in the MENA region. This is why the programme design takes a flexible and adaptive approach – in line with Doing Development Differently (DDD) – so that Danish funds can be reallocated to areas across the region where activities and interventions can be implemented. This may be the case if an IP is no longer able to carry out envisaged activities in a given country. This is further described in Section 2, 5 and 9. The flexible approach was also one the recommendations from the MFA Review of Danish Support to Migration-related Programming 2018 - 2022.

2. Context, strategic considerations, rationale and justification

2.1 Regional context

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

In 2023, the flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). The *Central Mediterranean route* (CMR) increased significantly by 49%, illustrating how countries along the route have been affected by sustained yet ever changing mixed migration flows. From an all-time high on the CMR of 181.455 irregular crossings in 2016 to a low of 14.874 crossings in 2019.[3] The most recent figure of 157.479 irregular crossings in 2023 shows how migration routes change both due to the conditions in countries of origin as well as the will and ability of transit countries to counter the smugglers' operations. As an example, arrivals from *Tunisia* in 2023 were at the highest level ever recorded by the EU border protection agency Frontex [4] (at around 98.000, roughly triple the figure for 2022), replacing *Libya* as the main departure country for the CMR. The military coups in Mali, Niger and Burkina Faso as well as the ongoing large-scale conflict and humanitarian crisis in Sudan from which thousands are fleeing have only added difficulty to cooperation between countries in the Sahel and Maghreb region. This has caused great uncertainty to as to how mixed migration flows will be managed, if at all. Depending on how the situation evolves, it further cannot be ruled out that the severe humanitarian crisis and massive displacement of more than 1.5 million Palestinians in the Gaza Strip could pose risks to the stability in the region and lead to regional migration / refugee flows.

There is a significant rationale to prioritise support to managing mixed migration flows in *Egypt* and *Tunisia* as further detailed in the sub-sections below. There has been an upsurge in arrivals of mixed migration movements[5] to Europe originating or transiting from/through Egypt through Libya and Tunisia. Meanwhile, other countries in the region face significant challenges in terms of migration management and may be relevant to support through the RMGP.

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[1] IOM Global Appeal 2024
[2] IDMC 2024
[3] https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-routes/central-mediterranean-route/
[4] Frontex Annual Brief 2023.
[5] *Mixed migration* refers to actual "cross-border movements of people, including refugees fleeing persecution and conflict, victims of trafficking and people seeking better lives and opportunities".

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

Lebanon is another hot spot when it comes to the influx of Syrian refugees and a significant source of irregular movements into the EU (particularly via Cyprus). According to the Lebanese authorities, there are nearly 2 million Syrian refugees, representing a third of the country's population. Equally, *Jordan* is one of the countries most affected by the Syria crisis, where more than 730,000 refugees are registered with UNHCR, predominantly from Syria.

Overall, democratic principles, rule of law and human rights are under significant pressure across the Middle East and North Africa (MENA) region. This hampers migrants' human rights with reports of unlawful detention, human smuggling, trafficking, labour exploitation in the informal sector, gender-based violence etc.[6] Thus, there is a significant need to enhance *safe and orderly migration in a rights-based manner* through awareness raising and putting more emphasis on legislative and policy work in the field of migration. This includes a need to further operationalise the Human Rights Based Approach (HRBA) and gender equality across the MFA migration programming in accordance with the Aid Management Guidelines (AMG) and Danish human rights and gender priorities.

Similarly, other Danish MFA priorities, such as migration in relation to climate change and understanding/preventing the possible migration of youth e.g. through awareness raising and improving livelihoods needs to be prioritised and operationalised into the programme. During the SM, both Egyptian and Tunisian authorities stressed the fragile situation in their countries and challenges facing their own populations. The International Bank for Reconstruction and Development (IBRD) observes that "as *the [MENA] region continues to recover from the impact of the COVID-19 shock and tries to navigate the heightened volatility in its terms of trade stemming from Russia's invasion of Ukraine, the region's people are contending with the ramifications for their livelihoods of the global surge in interest rates, the depreciation of currencies, and the resulting inflationary pressures*".[7] The challenges arguably pressure governments that increasingly question how much and for how long they can absorb and handle growing migrant populations. For the same socioeconomic reasons, governments are increasingly pushing for legal pathways, including circular migration,[8] to Europe for their own citizens.

Many migrants and asylum seekers end up in transit countries close to the EU. The mixed migration flows significantly impact public administration and key institutions in terms of reception capacities, migration and integrated border management (IBM), particularly in the transit countries. Most countries are thus in dire need of enhancing their asylum reception, IBM and migration management systems in an effective and safe manner that also considers migrants' and refugees' vulnerabilities and human rights.[9]

Various stakeholders, including spoilers, impact a complex and fluctuating operational environment, thereby posing obstacles, and providing opportunities. There are various root causes of irregular migration and forced displacement. Amongst the most important ones are the loss of livelihood and opportunities due to conflict, repression, pervasive human rights violations, climate change, poverty, and dysfunctional governance. These often, combined with the presence of persuasive smuggling networks, create a considerable push factor towards the EU. Others may migrate due to perceptions, disinformation, family, or other multi-layered reasons. With an increasingly multipolar world order, major actors such as China and Russia are furthering collaboration and partnerships with governments or other

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

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

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

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

stakeholders/groups in the region. The region is thereby becoming an extended part of the geopolitical battlefield with the EU. *Spoilers* may promote deliberate polices aimed at creating and amplifying the 'migrant push factor', including Russian interventions in the Middle East and Africa (e.g. the Russian "Africa Corps" previously known as the Wagner Group in Sahel and Libya), militant Islamic groups seeking to expel certain population groups from conquered territory, etc.

Inter-governmental institutions will continue to play a great role in dealing with and, to some extent, managing migratory and refugee flows. The main actors are IOM and UNHCR, who have become significant partners for governments in terms of handling migration across the MENA region.[10] ICMPD is also recognised for its regional training centre in Malta and its role of developing the capacity of several governments in migration management including IBM in the MENA region. They also facilitate inter-governmental regional policy dialogues in this area, which have been considered innovative and useful by both government authorities and IPs. However, both IOM, UNHCR and ICMPD have to some extent, and more or less voluntarily become *proxy-governmental entities,* taking on tasks that would normally be seen as core governmental responsibilities. This is partly due to weak state migration governance structures overwhelmed by the migration influx, partly a result of government decisions to effectively *outsource the responsibility* to international organisations, which in turn ensures that donors shoulder most financial costs.

The *EU Commission* is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issue in the MENA region (and Eastern Neighbourhood) and fund many of the same IPs as Denmark. The *Directorate General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)* plays a role in mitigating short-term humanitarian crises that give rise to population flows towards the EU. The *Directorate General for the EU Neighbourhood* (*DG Near)* is the main funder of external cooperation on migration and asylum seekers, while *Directorate General for Home Affairs* (*DG Home)*, with its agencies *Frontex* and *EUAA*, has the lead on common EU border control and asylum measures and procedures.[11] DG Home's focus is on the EU27 and its budget for the external dimension is relatively limited. While border control and (granting of) asylum remain primarily under the control of MSs, there is growing political will to coordinate through and align with Commission measures.

On 14 May 2024, the European Council adopted the new *EU Migration and Asylum Pact (the Pact)[12]*. The Pact represents a significant legislative reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.[13] The Pact will also likely have a major impact on the EU's Southern Neighbourhood. A part of the Pact is the embedding of migration in *international partnerships* by, inter alia, preventing irregular departures through capacity development in integrated border management authorities in priority partner countries, including through reinforced cooperation with Frontex; fighting migrant smuggling; cooperating on readmission where development of legal migration goes hand in hand with strengthened cooperation on return and readmission; and promoting legal pathways to facilitate international recruitment allowing non-EU citizens to work, study, and train in the EU.[14] Due to Denmark's legal reservations to EU justice and home affairs, it only participates when national legislation is adopted. Meanwhile, Denmark has led the work of an informal group of 15 EU Member States that on 15 May 2024 sent a joint letter to the EU Commission regarding new solutions and comprehensive partnerships to address irregular migration.

2.2 Egypt and Tunisia

The migration destination, transit, and departure countries close to the EU face sensitive political contexts and resource constraints vis-à-vis migrants, weighing internal domestic pressure in maintaining social cohesion, livelihoods and preventing tension such as xenophobia towards migrant communities when managing significant migratory flows.

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[10] Including most significantly UNHCR in Lebanon.

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

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

[13] https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact

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

The national legislative frameworks for dealing with migration flows are weak and outdated, which may also reflect some reluctance to formalise immigration matters and officially acknowledge the presence of different categories of migrants and of issuance of IDs, residence permits, work permits, access to public services etc.

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

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

During the scoping mission, *improving livelihoods* and exploring further *legal pathways* was framed by governments and IPs as an indispensable element in a *holistic and balanced approach* to migration issues as well as an important element to counter smuggling and trafficking. Government representatives in Egypt and Tunisia emphasised that livelihood support would be seen as a sign of a *genuine partnership*. This may include support to local communities affected by migratory movements and asylum seekers, preventing tension between host communities and migrant communities, easing the political and fiscal constraints faced by governments in coping with large-scale migration influx, and providing economic empowerment for both host communities, youth and migrants, as nationals of Egypt and Tunisia are amongst the top migrant nationalities to Italy. Livelihood support will be discussed with partner governments and relevant IPs, and modalities may change during the implementation as part of the *Doing Development Differently* (DDD) and adaptive management approach. Livelihood support is explicitly provided for in the Danish Finance Act authorising the grant to the RMGP.

2.2.1 Egypt

According to the Egyptian Government, Egypt is hosting approximately 9 million' foreigners, including refugees.[15] Out of these, about 1.4 million are perceived at-risk and vulnerable. Yet, the documentation and categories of migrants and their vulnerabilities are uncertain and there is a need to improve reliable data. The largest migrant communities come from Sudan, Libya, Yemen, and Syria, with the majority located in Cairo, Giza, Alexandria, and Damietta governorates.

The human rights situation in Egypt is of continuing concern and lacks a framework for safe and orderly migration with risks of unlawful detention, refoulement, gender-based violence, trafficking, and exploitation of migrants in the informal economy. Egypt is a signatory to the 1951 Refugee Convention and its 1967 Protocol, as well as the 1969 Organisation of African Unity, Refugee Convention. A 1954 memorandum of understanding continues to be the formal bilateral document governing cooperation between the government and UNHCR. Egypt does not have a specific law to regulate the situation of refugees. Hence, in many situations, laws regulating the status of foreigners are applied to them. In 2019, the Government announced that it began drafting a national asylum law, which is

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[15] These numbers are used and referred to by the government authorities.

expected to address some of the existing legal gaps[16]. Since 2021, Denmark has supported a Roadmap for cooperation between EUAA and GoE with a view to developing a national asylum legislation in compliance with international protection standards. There are on-going discussions with the EUAA on an additional phase of support. According to the government, registration of refugees and asylum management is an Egyptian responsibility and should be managed by Egypt as soon as the asylum legislation is passed in Parliament. However, Egyptian authorities are aware of their need of support and assistance to capacity and institution building in this area. Meanwhile, there are certain political sensitivities, including domestic concerns as outlined above that make the passing of the asylum law in the near future uncertain.

Since June 2023, with thousands of Sudanese crossing the border every day, Egypt introduced stricter entry policies for new arrivals from Sudan, with substantial visa wait times. Concerns also exist regarding limited access to registration in Upper Egypt, putting asylum seekers at risk. Additionally, reports suggest an increase in arrests targeting foreigners in 2024, potentially linked to a new law passed in September 2023.[17]

Egypt strives to offer refugees protection and access to basic services like healthcare and education. However, with a third of its own population living below the poverty line,[18] there are significant limitations. While some migrant groups, like Syrians, have access to public services alongside Egyptians, others face language barriers and administrative hurdles. According to the organisations met during the SM, there are growing signs of tension between host communities and migrant/refugee populations over the perceived competition for services being provided.

The Egyptian approach has been de facto a "no camps" policy. The authorities maintain that a holistic approach with support for local communities hosting migrants/refugees is needed. This includes both humanitarian aid and long-term development projects to create economic opportunities for both Egyptians, migrants, and refugees, fostering resilience and job creation. This approach is still a priority, though one may argue that Egypt has not been credited sufficiently by donors, perhaps because the absence of refugee camps, which makes their heavy responsibility less visible. To ensure continued social integration, dignity, job creation, and legalising the status of migrants Egypt collaborates closely with IOM, UNHCR, EU and its MSs and others. The new EU-funded "Platform" initiative is one such example, which focuses on health and education programs for refugees. Furthermore, NGO involvement is important and the Ministry of Social Solidarity as well as organisations like Save the Children and UNICEF play a role in supporting refugees. Partners could do more to coordinate amongst themselves. Also, there is a need for a coordination mechanism led by Egypt between GoE and major partners, which points to a need for further institutional development building.

There is lack of data on the demographic and socio-economic characteristics of migrants, refugees, and asylum-seekers as well as on their needs in Egypt.[19] Data remains scattered and official figures provided are not fully substantiated by a sound methodological approach. The Egyptian authorities work with IOM to improve migration data collection, management, and analysis for use in policy formation and management. A 2022 migration study focused on data is outdated, so the Egyptian Central Agency for Public Mobilization and Statistics (CAPMAS) and IOM are working on an update. The authorities also work with UNDP and UNHCR on data collection, management, and analysis.

On 17 March 2024, the EU and Egypt entered into a strategic and comprehensive partnership with the signing of the EU Egypt Joint Declaration.[20] The partnership covers are manifold; political relations, macroeconomic stability,

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

[17] UNHCR Briefing 17 March 2024.

[18] World Bank Group. 2019 Understanding Poverty and Inequality in Egypt.

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

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

sustainable investment and trade, including energy, water, food security and climate change, migration, security, and human capital development. Migration constitutes a smaller part of the funds allocated for all the engagements.

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

Based on meetings with senior Egyptian MFA representatives in March 2023, it is the assessment that there may be political buy-in to partner and work with Denmark on a *Technical Memorandum of Understanding (MoU) on Migration Collaboration*. Such an agreement would emphasize sustainable institutional development of migration related public institutions, including implementation of asylum legislation if adopted, reception, registration, documentation, refugee status determination (RSD), collection of data combined with livelihood support to local communities. It is evident that there is a need to strengthen HRBA across the Egyptian administration, including IBM and counter-smuggling/trafficking. The two other Danish migration programmes under preparation may also be able to offer supplementary support to the partnership.

The collaboration ultimately aims to establish a technical MoU between Egypt and Denmark, which incorporates the RMGP results framework and details specific outcomes for the programme period regarding all three RMGP outcome areas. An option to consider for the MoU would be to introduce a Steering Committee with participation of the GoE, MIGSTAB, the Royal Danish Embassy (RDE) Cairo, and the IPs and supported by the programme administration setup in Copenhagen (described further in section 7 below). ToR for the Steering Committee are detailed in annex 9.

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

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

2.2.2 Tunisia

In 2023, Tunisia became the main disembarkation country for mixed migration on the CMR to the EU, thus surpassing Libya. For the first time, non-Tunisians made up most nationalities traveling to the EU (including regular migrants who have stayed in Tunisia for a longer period). The modus operandi between how Tunisians and non-Tunisians try to cross the Mediterranean is different; for Tunisians, it usually takes place with better vessels and with fewer people on board, for non-Tunisians the journey takes place under much riskier conditions. There are no reliable official figures on how many foreigners there are in Tunisia.[21] The estimates vary, though the stock seems to be stable

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

around 0.5 % of the population.[22] In October 2023, it was reported that 75.900 migrants were in Tunisia[23] and another indicator for the magnitude is that 70,000 interceptions at sea were reported for 2023.[24]

Similar to Egypt, Tunisia face massive economic and social challenges stemming partly from the financial crisis and inadequate governance, the COVID-19 pandemic, the Ukraine crisis, and the Gaza crisis. Inflation was at 7.8% in January 2024[25] and an estimated 40-50 % work in the informal sector. [26] Youth unemployment rates are very high, with many young Tunisians desperate to leave Tunisia. In the long term, it will be a major challenge that many Tunisians want to migrate to the EU and with the consequence of creating loss of high-skilled employees, such as doctors, nurses, engineers etc. On 16 July 2023, the EU and Tunisia entered into a strategic and comprehensive partnership with the signing of a Memorandum of Understanding (MoU), which macro-economic stability, trade and investment, green energy transition, people-to people contacts and migration related engagements.

Tunisian migrants continue to constitute a significant proportion of migrants seeking towards Italy (no. 3 caseload in Italy in 2024 as of 1 April 2024).[27] There seems to be a structural mismatch between unemployment among Tunisians and the struggle for employers to find workers in certain sectors such as construction and agriculture. At the same time, some employers prefer to hire migrants over Tunisians because they accept to work more hours for a lower pay.[28] This (perceived) competition for jobs might explain the tension between migrants and host communities.

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

Present Tunisian government policy implies that Tunisia wants to limit the presence of irregular migrants to the greatest extent possible. As stated in a Mixed Migration Centre (MMC) publication, "*Tunisian authorities do not, in fact, respond to migration, but rather consider that migrants are under the responsibility of IOM while refugees belong to the mandate of UNHCR*".[29] Yet, Tunisian government representatives have expressed interest to collaborate with Denmark in a number of initiatives to address irregular migration. This include strengthened IBM, openness in relation to digitization of the general immigration administration with the exception of the asylum area, a need to strengthen the ABR/R capacity development, needs to improve data in relation to migration flows, needs to strengthen counter-trafficking and counter-smuggling, needs to support and operationalise a more human rights-based approach to immigration administration and ensure protection of human rights, and "safe and orderly migration", link to the Global Compact for Migration (GCM).[30] While the approach by the current government on migration management seems to be dictated by security concerns, authorities have still expressed a desire for a *comprehensive, holistic approach* as a necessity to address the root causes of irregular migration (including poverty, unemployment, as well as addressing migration caused by climate change etc.).

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[22] World Bank. Tunisia Economic Monitor Migration Amid a Challenging Economic Context Fall 2023
[23] https://www.acaps.org/en/countries/tunisia
[24] https://www.infomigrants.net/fr/post/53791/tunis-annonce-70-000-interceptions-en-mer-et-reste-accusee-de-renvois-vers-la-libye
[25] https://knoema.com/atlas/Tunisia/topics/Economy/Short-term-indicators/Inflation-rate
[26] Scoping mission interview with bilateral donor.
[27] https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-map/
[28] Mixed Migration Centre November 2023 - Transit Migration and Development
[29] Mixed Migration Centre November 2023 - Transit Migration and Development, https://mixedmigration.org
[30] https://www.iom.int/global-compact-migration.

Tunisia acceded to the 1951 Convention relating to the Status of Refugees in 1957 and its 1967 Protocol [31], but does not yet have a domestic legal framework governing asylum and refugee issues. Consequently, RSD is still conducted by UNHCR under its mandate.[32] On 29 February 2024, UNHCR had 15.769 persons registered[33] and according to UNHCR's country office, around 2,500 new asylum seekers arrive per month. In the past year, UNHCR has seen an increase of about 400 %. The average acceptance rate for UNHCR-processed asylum cases in Tunisia is 82.5 %.

The main law currently covering migration is the outdated 1975 Law on passports and travel documents, with changes made in 2004. A draft law on migration has been underway for several years, but the draft law was not approved before parliament was suspended in 2021. Though Tunisia drafted a National Migration Strategy in 2017, it is more a set of statements than a specific policy. The strategy also focuses more on Tunisians living abroad than on migrants present in Tunisia. There is very little information on how much of the strategy has been put into action.

Human rights are increasingly under pressure in Tunisia, and, as mentioned, it is becoming more challenging for NGOs to support migrants, including promoting the protection of their rights [34]. In this context, the DIHR plays an important role in supporting state institutions and its sister organisation in Tunisia promoting and protecting human rights. There are imminent needs to strengthen *safe and orderly migration management and currently high* risks of unlawful detention, migrant smuggling/trafficking, risks of *refoulement*, gender-based violence and exploitation of migrants in the informal sector. Still, there may be space and possibly government buy-in to develop a partnership with more emphasis on longer term. This would promote sustainable institutional HRBA capacity development, including sensitisation on safer and more orderly IBM, counter-smuggling/trafficking and ensuring qualitative documentation (data, registration) on migrants' vulnerabilities and targeted livelihood support to affected communities hosting migrants and asylum seekers. The two other Danish migration programmes under preparation may also be able to offer supplementary support under the partnership.

The current context underlines the need to continuously monitor the situation on the ground in close consultation with the IPs and likeminded donors. Such monitoring will feed into Denmark's ongoing adjustments of the programme and/or, in the event that the operational environment significantly deteriorates (and envisaged outcomes are no longer feasible), ultimately a re-direction of funding, based on the different scenarios developed.

In spite of the sensitivities outlined above, there are still significant needs and also space to engage, also to strengthen the HRBA approach in the migration management. As such, collaboration with Tunisian authorities aims to explore, through further dialogue, the prospects of eventually entering a *Technical Memorandum of Understanding (MoU) on Migration Collaboration*. It is proposed that the partnership would be governed by a Steering Committee with participation of the GoT, MIGSTAB, RDE Algiers, and the IPs and supported by the programme administration setup in Copenhagen (described further in section 7 below). ToR for the Steering Committee would follow consultations between GoT and RDE Algiers and are be detailed in Annex 9.

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

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

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

[33] https://reliefweb.int/map/tunisia/tunisia-situation-map-refugees-and-asylum-seekers-29-february-2024.

[34] UNHCR Tunisia Internal Flash Update 09 May 2024.

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

2.3 Modalities

2.3.1 Relevance and justification

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

It is also justified and anchored in Denmark's Strategy for Development Cooperation *"The World We Share"* which, inter alia, sets out the strategic visions and needs regarding the challenge of forced displacement and irregular migration, often towards the EU. The Danish migration priorities are further developed in the Danida *How to Note* on migration and a fair and humane asylum system, which sets out three tracks to guide Danish interventions in irregular migration:[35] i) prevention of irregular migration , ii) strengthening of asylum management and processing, and iii) strengthening of return. The How to Note underpins the Danish ambition to apply a HRBA addressing the challenges in a safe and orderly manner, empowering rights holders to claim their rights and emphasises accountability of duty bearers' ensuring their rights. The New Danish Strategic Engagement with Africa scheduled to be finalised in 2024 is expected to further strengthen the focus on managing irregular migration.

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

DAC Criterion	Justification
Relevance	The programme responds to significant challenges in relation to irregular migration, including smuggling and trafficking of humans, by strengthening government institutions and activities in the area of migration governance in the region. By ensuring an envelope of 60 million DKK for unallocated funding from the outset, the programme will be able to respond to emerging entry points, challenges, and opportunities, thus strengthening the programme's ongoing relevance and adaptability. In doing so, the programme is well-aligned with the "Doing Development Differently" agenda as well as the Humanitarian-Development-Peace (HDP) nexus given the programme's focus both on strengthening national capacities and ownership, while at the same time responding to changing irregular migration patterns. As above mentioned, the DDD approach allows for a flexible and adaptive approach so that Danish funds can be reallocated where activities and interventions can be implemented across the MENA region.
Impact	The programme will support Danish priorities in the region by using development assistance to support longer-term transformational interventions in the region, including the reduction of smuggling and trafficking of humans, addressing irregular migration, and particularly in relation to returns and readmission.
Effectiveness	The programme involves partnering with IOM, ICMPD, EUAA, UNHCR and DIHR. The programme will be guided by an overall Steering Committee thus assuring central oversight and coordination of activities. Steering Committees at national level will further ensure coordination

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

	of activities across the portfolio of actors by involving government authorities and other local and international stakeholders, which can be leveraged to ensure the effectiveness of programming activities. Implementing partners are requested to cap overhead at 7 % to ensure Value for Money.
Efficiency	The management of the programme facilitates and strengthens a "whole of government" approach to addressing irregular migration by bringing together the resources, expertise, and perspective of the Ministry of Immigration and Integration and the Ministry of Foreign Affairs, while also leveraging the presence of Attachés based in Danish Embassies in key locations.
Coherence	The programme presents an opportunity for Denmark to lead and shape greater coherence amongst the international and donor community, both within the EU and beyond. With the EU recently establishing new frameworks for addressing return and readmission, the programme offers the potential to actively shape and influence EU and Member States programming and engagement in this area, while also potentially generating lessons learned and good practices which can have a wider influence on coherence going forward. This programme is one of three programmes which are supported through the Danish Finance Act for 2024 pertaining to irregular migration. Further, since the programmatic areas are highly interrelated and interdependent, opportunities to develop a common strategic portfolio framework including a common overall theory of change has been developed to facilitate synergies and complementarities across the programmes, and to ensure greater coherence and efficiency in relation to management and administrative arrangements should be explored.
Sustainability	The programme is intended to promote sustainability of results through its focus on longer-term migration governance capacity building in countries of origin and transit of migratory flows approaches, premised on national ownership and buy-in, and through ensuring a responsive and flexible approach to support provided by implementing partners. Uncertainties related to political dynamics and patterns of irregular migration, as well as the ability of countries of origin and transit to strengthen human rights-based approaches to migration management may present challenges to sustainability but is sought to be mitigated by the inclusion of DIHR in the portfolio of partners.

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

As described above, the RMGP will initially be implemented based on partnerships with IPs, while enhanced dialogue with the relevant authorities should feed into the activities of the selected IPs. Ultimately, the objective will be that enhanced *government-to-government dialogues* between Denmark and Egypt and between Denmark and Tunisia will guide the development of the portfolio of activities funded by Denmark, as mentioned through technical MoUs. This approach should ensure ownership and enhanced political buy-in, a degree of institutional sustainability and in the spirit of burden sharing. It is proposed that the MoUs will be governed by steering committees at national level with representation of partner governments, implementing partners, MIGSTAB and the embassies. See Annex 10 for further details. More of such agreements with other relevant countries may be identified as part of the ongoing implementation of the RMGP.

2.3.3 Selection of implementing partners

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

IOM works extensively in the MENA region to promote good practices in managing migration. They collaborate with regional and national governments, including the African Union and the Arab League, to address various migration issues. These include policy areas on migration, including nationality and statelessness, labor migration, irregular migration, human trafficking and migrant smuggling, displacement and refugees, and admissions and residency procedures. At the national level, IOM works closely with the states in the region in identifying. national priorities

and leading action plans for the implementation of the Global Compact for Migration and for the execution of the most relevant actions and objectives. Adopting a whole-of-government approach, IOM works closely with national-level stakeholders, including ministries, national councils and parliaments. IOM is supporting the Governments of Tunisia, Egypt and neighboring countries through multifaced interventions, such as strengthening data driven national migration strategies and migration management systems. Improving cross-border cooperation mechanisms to efficiently manage mixed migration flows within the region, with a focus on human rights compliance and rule of law. Digitizing processes of migration-related dossier data to promote data-driven decision-making to curb irregular migration, save lives and promote regular pathways.

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

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

The *EUAA* already plays a role in Egypt, not least made possible by Danish funding of the external dimension of the EUAA's activities. When the Egyptian asylum law has been passed, the EUAA could play a pertinent role in capacity development of the GoE and in relation to documentation, registration, reception, and RSD jointly with UNHCR. Developing EUAA's first Regional Protection Project (RPP) for the EU Southern Neighbourhood region, it will be implemented in line and in coordination with the Regional Development and Protection Programme for North Africa (RDPP NA), including in view of potentially encompassing other countries relevant for the whole-of-route approach (such as Mauritania for instance)[36]. Additionally, in view of potential interest coming from partner TCs involved in the EUAA regional project, the Agency envisages the possibility to engage in ad-hoc bilateral activities under the present proposal should an interest arise from specific partner TCs, such as Morocco (based on an assessment of needs and resources).

The *DIHR* has been selected as a new migration partner due to its unique mandate and unique specialist capabilities as it has been found that no other NHRI (National Human Rights Institute) or Global Alliance of National Human Rights Institutes (GANWRI) have the required skillset to mainstream HRBA into migration governance as effectively as DIHR in Tunisia where it already works closely and supports state organisations on human rights promotion and protection. DIHR is already working in Tunisia and collaborating with the NHRI in Egypt as well as it operates in Morocco and Jordan. Moreover, DIHR's long-term dialogue with its sister organisations (the NHRIs) and already provide technical advice to relevant state institutions in Tunisia, such as the Prime Ministers' Office and institutions dealing with counter smuggling/trafficking, law enforcement and security sector reform seems to be an effective way of developing institutions and building trust. Similarly, its role in providing analysis and evidence-based research may be particularly relevant to be further explored under the RMGP. Moreover, several other IPs, such as ICMPD have requested support by DIHR in Tunisia. In addition, DIHR already has already established MoUs with several

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

government institutions in the region to promote and protect human rights. With regard to DIHR's geographic scope, it has achieved a high level of trust with governments in Tunisia, Jordan, Egypt, and Morocco where it has worked for many years due to the Danish Arab Partnership Programme (DAPP). This may be further leveraged in relation to the significant need to ensure safe and orderly migration management across governments and operationalise HRBA in operations and across the IPs' interventions; issues that have been requested by other partners (e.g. ICMPD).

Initially, the RMGP will commit DKK 10 million to DIHR as pilot phase funding. Subject to an assessment of the results achieved during the pilot phase, the remaining planned budget to DIHR will be committed accordingly. This assessment will be carried out in November 2025, one year after the initial commitment. While the DIHR is a trusted MFA partner and has been working with key state partners in Tunisia since 2012 and across the MENA region on promotion and protection of human rights through state institutions, the pilot phase is proposed to lay the foundation for a trusted and sustainable partnership with state actors on and the key IPs across the programme.

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

2.3.5 Aid effectiveness, donor alignment, coordination, and resource mobilisation
Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms should be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with government partners in the EU Southern Neighbourhood.[37] Denmark should continue coordination with the EU Commission at central level in Brussels, relevant EU Council working groups as well as with relevant EU delegations and EU HOMs in the field. Although some donor coordination exists at national level in the MENA countries, it is even less visible at the regional level. Donor coordination on country level was encountered, but it was rather informal, or it was not clearly defined in terms of sector or, e.g., EU, non-EU or UN led. The Programme will support meetings and initiatives to further enhance coordination through establishing one or more advisor positions to, amongst others, energise donor coordination in the two countries. Envisaged Danish participation in the Rome Process will equally be an opportunity to promote further coordination among donors and with partner countries in the Mediterranean.[38]

The advisor position(s) will in collaboration with the Danish embassies also seek to strengthen the capacity to *set the agenda* and approach migration governance strategically through the enhanced migration related dialogue with GoE and GoT. In the absence of clear and unified policy guidance from donors and to some extent host governments, IOM[39] and UNHCR amongst others have stepped into the void and have not seldom been allowed to set the agenda. To some extent, this was caused by a policy and operational guidance vacuum created by donors and the EU being preoccupied by changing ad hoc crises response policies/fragmentation and volatile domestic policy agendas in MS. In practice and as pointed out above, the migration agenda has been dominated by immediate and often short-term law enforcement needs and procurement of equipment, sometimes to the detriment of more sustainable approaches and holistic involvement of partner governments.

During the inception period, the RMGP will seek to promote further *resource mobilisation and operational coordination*. This includes, at a later stage, exploring the prospect of establishing a financial facility/instrument (trust fund or other appropriate vehicle) with like-minded donors and a steering committee(s) with donor and stakeholder representation, see annex 12. The approach will be governed by attracting/offering/complementing other initiatives. Some supporting features could be the mapping of needs (data collection), resource matching, diversification of funding,

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[37] Donor fragmentation exist in many areas and Denmark is directing attention to this: "As a donor to many of the larger multilateral organisations, Denmark can help promote synergy and a sound division of labour. This can for instance be done by advocating for increased country level donor coordination in political dialogues with multilateral organisations", see Strategy for Denmark's engagement with the African Development Bank 2020-2025.
[38] https://www.governo.it/sites/governo.it/files/Conclusioni_230723.pdf
[39] IOM MENA Regional Strategy 2020–2024.

building resource mobilization capacity for stakeholders and finally, regularly monitoring and evaluating the effectiveness of resource mobilisation and operational strategies.

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

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

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

Dealing with all aspects of mixed migration is complex and relates to a host of interconnected factors: changing root causes affect the nature and prognosis of mixed migration, it affects the routes taken, the management of people present on foreign territory and options for return. The RMGP *management* needs to take into consideration and develop a response to the inter-connectedness of the agenda, the fragmentation observed on the ground and lack of real government ownership and seek to exploit the synergies across Danish migration programming.

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

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

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

Summary of lessons learned and the RMGP response

Topical area	Summarized recommendation by Review report	SM response
Relevance and coherence	Simplify the portfolio by reducing diversity across any or all of the dimensions of project themes, locations and activity types.	The RMGP focuses on three outcome areas in the region, with an initial emphasis on Egypt and Tunisia.
	Project design processes related to the flexible initiative funds for return and readmission should require concrete evidence of beneficiary government interest and appreciation of the proposed project. Ideally, generate this evidence through direct liaison by Danish officials with the partner government.	The RMGP will seek to establish technical MoUs, building on shared objectives between Denmark and partner governments.
	Consider the following guidelines to get the best cost-benefit balance from whole-of-thinking perspectives: a) Focus the whole-of-society on engaging with society, and b) Focus the whole-of-route on collaboration with non-EU countries.	Both perspectives are included in the programming
Project design and documentation	Continue efforts to strengthen closer alignment with MFA/Danida aid management guidelines in terms of project design, documentation, quality assurance and approval of grants.	AMG has guided the formulation of the engagements under the programme.
Selection of partners and support modalities	Consolidate support to IOM and ICMPD into fewer, bigger grants and increase the time and attention on donor coordination in relation these two organisations.	This will be achieved through coordination support by RMGP advisor(s) and alignment with country priorities through an enhanced country to country dialogue.
	Diversify partners.	IOM and ICMPD will become less dominant in the RMGP portfolio with the addition of UNHCR, EUAA and DIHR into the portfolio.
	Focus support to ICMPD on regional cooperation where the organisation has its comparative advantage closer to Europe and avoid supporting ICMPD in countries further from Europe where it has little experience. The RT suggests confining Danish support to route-based cooperation and requiring tangible actions in the project design.	Support will be directly regionally to ICMPD through the MCP-MED training facility in Malta.
	Focus Denmark's strategic engagement with IOM on: i) Organisational learning, ii) Beneficiary ownership, iii) Risk management based on a culture of learning, and iv) Value for money.	Funding of IOM funding aligned with this focus.
Anti-Corruption and SEAH	Address the risk of cases of misconduct including corruption and SEAH in a more systematic manner.	Will guide programming of individual projects.
Value for Money	Place more attention on Value for Money at project and portfolio level, ensure that this is discussed with partners, and that VfM considerations are systematically included in project design and documentation.	Will guide programming of individual projects.
Organisation and management	Consider ways of clarifying and simplifying the management setup for projects that involve a collaboration between MFA and UIM to optimize the use of human resources and make project management workflows more explicit and effective	The RMGP management arrangements intend to do that, also see annex 12.
Monitoring, Evaluation, Accountability and Learning (MEAL) and Risk Management	Develop a portfolio management framework for migration related engagements to ensure a coherent approach that will help: i) to meet strategic objectives by prioritizing thematic and geographic intervention areas, selecting appropriate partners and support modalities; and ii) to provide strategic oversight considering systematic monitoring of performance, risk	The results framework, the management arrangements, including strengthening of MEAL architecture, and set-up of Steering Committees in Denmark and supported countries, also see annex 12

	management and learning to make informed decisions about adjustments in implementation and new resource allocations	
	Procedures for monitoring, evaluation, accountability and learning at project and at portfolio level should be formalized and systematized by specifying roles and responsibilities, available tools/ mechanisms, and documentation requirements	This will guide the set-up of the management arrangements and the programming of projects.

2.3.7 Alignment with cross-cutting priorities

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

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

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

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

3. Programme Objective

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

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

4. Theory of Change and Key Assumptions

4.1 Background to the Theory of Change

The MENA region is witnessing a large and fluctuating influx of various categories of migrants, mostly in the form of *irregular and mixed migration from Sub-Saharan African countries[40]*. While a significant number have protection needs or special needs, most of the migrants seek better livelihoods and do not have the MENA countries as their country of destination, and thus attempt to cross the Mediterranean Sea, often with the help of migrant smugglers. Other migrants may be subject to human trafficking or other degrading treatment and vulnerabilities.

Due to the socio-economic situation and local challenges in many of the MENA countries, a significant number of nationals and youth from Egypt and Tunisia are amongst the top nationalities arriving to Italy. The migration governance systems across the MENA region are either weak and large parts "outsourced" to UN organisations, such as UNHCR and IOM as service providers. There is a lack of reliable data on the various categories of migrants. Migration is often managed with a focus on security, law enforcement and border management without adequate focus on documentation, registration and profiling of migrants need for protection and without reducing the risks and maximising the benefits of migration. There is often no clear strategy and visions on migration management, and lack of coordination amongst the government authorities, the local governments and IPs. This leads to ineffective and costly systems, with high risks of exploitation of migrants and inadequate identification of those in need of protection.

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

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

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

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

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

The **theory of change** seeks to contribute to these outcomes through various outputs, where migration management face challenges, and where the IPs IOM, ICMPD, UNHCR, EUAA, DIHR can bring added value, and contribute to achieving the objective of the engagement. The outcomes and underlying outputs (see annex 3) are also interlinked and have strong **cross cutting elements**, including on **HRBA and gender equality**. All interventions carried out by the selected IPs will have to align with HRBA and gender equality. DIHR will provide an operational help desk and ensure that HRBA, and protection of migrant children and women's rights are integrated and operationalised into the capacity development, training curricula and across the support to ensure migrant rights are promoted, respected

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[40] See the RMGP Scoping report.

and protected and that migration management is safer and more orderly informed by human rights principles. Such an approach is fundamental to prevent adverse human rights impact and identify asylum seekers, refugees and migrants at-risk and/or with special needs. Additional topics to be addressed are:

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

4.3 Pathways in the Theory of Change

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

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

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

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

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

- The necessary capacity will be available among duty bearers and partners to engage, formulate, implement and carry out follow-up on key activities supported by the RMGP.

- A comprehensive approach – which involves all relevant stakeholders and takes the whole migration process into account – contributes to safer journeys, integration of migrants in host countries, and enables their safe return and reintegration.

- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective and orderly migration management in line with international standards. This includes an improved success-rate preventing irregular migration, cross-border crimes including smuggling and trafficking of humans, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.

- Many prospective migrants in countries of origin or in transit countries lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to better decide how to proceed, and to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.

- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants' access to the national referral mechanisms or other required services.

- Cross-border crime, including human smuggling and trafficking, can be effectively countered through international cooperation between governments and law enforcement agencies not only among neighbouring countries but also at the regional and international level.

- The strengthening of democratic principles, rule of law and human rights will have a positive impact on the various categories of migrant rights, reception and detention conditions and gender-based violence.

5. Summary of Results Framework

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

Results framework for the RMGP 2024 - 2029

Programme		Regional Migration Governance Programme 2024 – 2029	
Development Objective		Migration management is enhanced, safe, orderly and rights-based in several focus countries across the MENA region	
Impact Indicator		No. of human rights violations on migrants decreased	
Baseline	2024	XX	Tunisia (XX) and Egypt (XX)
Target	2029	XX	Cumulative (including baseline) Tunisia and Egypt
Outcome 1		**Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)**	
Outcome indicator		• # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies (Egypt – IOM) • # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies (Tunisia – IOM) • % of project partners, and stakeholders reporting improved migration-management related issues (Tunisia – ICMPD)	

			• # of evidence of facts-based dialogue on a human rights-based approach to migration management (Regional – DIHR) • # of evidence of integration of human rights in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches) (Regional – DIHR) • # of evidence of available qualitative data on the human rights challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights violations faced by migrants in their journeys) (Regional – DIHR) • # of evidence of strengthened/new internal accountability and oversight mechanisms of state actors to monitor and address cases of institutional violence committed against migrants (Regional – DIHR)
Baseline	2024	XX	Tunisia: X Egypt: X Regional: X
Target	2029	XX	Tunisia: X Egypt: X Regional: X
Outcome 2		**Enhanced asylum systems and processing (including documentation, registration, reception etc.)**	
Outcome indicator		• # of asylum-seekers have access to fair, efficient, and adaptable national refugee status determination, reception and registration procedures (Egypt – UNHCR) • Grading of the extent to which relevant partner third countries' institutions display improved asylum-related practices or policies (Regional – EUAA)	
Baseline	2024	XX	Tunisia: X Egypt: X Regional: X
Target	2029	XX	Tunisia: X Egypt: X Regional: X
Outcome 3		**Countering migrant smuggling and trafficking and livelihood enhanced**	
Outcome indicator		• # of economic empowerment and improved access to livelihood support to refugees and asylum-seekers and vulnerable host communities, contributing to stabilization of refugee and local refugee-hosting communities alike. (Egypt – UNHCR) • # of focusing on enhancing the employability of refugees and vulnerable members of the host community through vocational training and on-the-job and opportunities. Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand (Tunisia – UNHCR) • # and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes (Egypt – IOM) • # and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes (Tunisia – IOM) • # of evidence of facts-based dialogue on a human rights-based approach to anti trafficking (Egypt – DIHR) • # of evidence of facts-based dialogue on a human rights-based approach to anti trafficking (Tunisia – DIHR) • # of evidence of available qualitative data on the human rights challenges faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon at local level) (Egypt – DIHR) • # of evidence of available qualitative data on the human rights challenges faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon at local level) (Tunisia – DIHR)	
Baseline	2024	XX	Tunisia: X Egypt: X Regional: X
Target	2029	XX	Tunisia: X Egypt: X Regional: X

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

Implementing Partners contribution to the programme outcomes and intervention logic

IOM

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

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

UNHCR

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

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

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

ICMPD

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

EUAA

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

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

DIHR

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

Under Outcome 3, support to livelihood and countering migrant smuggling and trafficking. DIHR will support facts-based dialogue on a human rights-based approach to anti trafficking and make available qualitative data on the human rights challenges faced by victims of trafficking. In Tunisia Human rights considerations are central to the data collection, research, and analysis efforts of the National Institute countering smuggling and trafficking ("Instance National de lutte contre le traffic des personnes" (INLCTP)) and qualitative data collection methodology will be developed in this regard. In Egypt human rights considerations are central to the data collection, research, and analysis efforts of the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP), therefor qualitative data collection methodology will be developed and research studies to analyse the challenges and human rights violations faced by migrants while in Egypt will be conducted. As mentioned, the programme will initially fund a DIHR pilot phase of DKK 10 million to be assessed in October 2025.

6. Inputs/budget

The below budget in table 6.1summarises the full RMGP programme period 2024-2027.

Table 6.1 Programme on outcomes and countries/region

Budget in DKK	Total	2024	2025	2026	2027	2028	2029
Outcome 1: Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)							
Egypt	15,997,059	136,260	2,996,330	3,235,235	3,263,248	3,690,520	2,675,467
Tunisia	61,079,839	349,727	9,114,625	13,466,397	14,929,984	15,823,008	7,396,098
Regional	46,171,719	1,123,705	9,610,780	11,750,221	8,650,465	8,482,050	6,554,496
Total Outcome 1	**123,248,617**	**1,609,692**	**21,721,736**	**28,451,853**	**26,843,698**	**27,995,578**	**16,626,061**
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							
Egypt	43,491,925	2,754,056	8,931,816	9,021,643	9,111,470	9,111,470	4,561,470
Tunisia							
Regional							
Total Outcome 2	**43,491,925**	**2,754,056**	**8,931,816**	**9,021,643**	**9,111,470**	**9,111,470**	**4,561,470**
Outcome 3: Countering migrant smuggling and trafficking and livelihood enhanced							
Egypt	21,569,745	341,904	3,765,302	4,453,244	4,493,264	4,745,995	3,770,037
Tunisia	28,789,402	266,696	3,681,892	4,830,322	6,357,625	7,533,605	6,119,262
Regional	3,400,312	124,923	572,812	713,743	733,408	772,240	483,185
Total Outcome 3	**53,759,459**	**733,523**	**8,020,005**	**9,997,309**	**11,584,298**	**13,051,840**	**10,372,484**
Adaptive reserve (20 %)	60,000,000		15,000,000	15,000,000	15,000,000	15,000,000	
MEAL consultant	5,000,000	250,000	1,000,000	1,000,000	1,000,000	1,000,000	750,000
Learning, TA, Research, Public Information and outreach	5,500,000	250,000	1,500,000	1,000,000	1,000,000	1,000,000	750,000
Inception and Mid-term review	1,500,000	500,000		1,000,000			
Advisors	7,500,000		1,500,000	1,500,000	1,500,000	1,500,000	1,500,000
Total programme	300,000,000	6,097,271	57,673,557	66,970,805	66,039,465	68,658,888	34,560,014

The budget has been prepared based on inputs from the IPs. Reallocation of budgets between budget lines must be approved by MIGSTAB/MFA. All partners have been instructed to allocate a maximum of 7 % of their total budget on overhead expenditure and up to 5 % of their total budget on Monitoring, Evaluation, Accountability and Learning (MEAL) activities. These overhead budget lines have been allocated to outcomes using a proportional distribution in the above table, see annex 5 for details. Table 6.2 below presents allocations on IPs.

Table 6.2 Allocations on implementing partners*

Budget in DKK	Total	2024	2025	2026	2027	2028	2029
IOM	65,000,000	451,540	8,299,597	12,053,585	13,857,177	17,418,565	12,919,536
ICMPD	49,000,000	856,761	11,594,122	12,835,455	10,883,472	9,876,150	2,954,039
UNHCR	35,000,000	898,766	6,727,800	6,817,626	6,907,453	6,907,453	6,740,901
EUAA	22,500,000	2,000,000	5,000,000	5,000,000	5,000,000	5,000,000	500,000
DIHR*	49,000,000	890,204	7,052,038	10,764,138	10,891,363	10,956,719	8,445,538
Adaptive Reserve	60,000,000		15,000,000	15,000,000	15,000,000	15,000,000	0
Meal Consultant	5,000,000	250,000	1,000,000	1,000,000	1,000,000	1,000,000	750,000
Learning, TA, Research, Public Information and outreach	5,500,000	250,000	1,500,000	1,000,000	1,000,000	1,000,000	750,000
Inception and Mid-term review	1,500,000	500,000	0	1,000,000	0	0	0
Advisors	7,500,000	0	1,500,000	1,500,000	1,500,000	1,500,000	1,500,000
Total RMGP	300,000,000	6,097,271	57,673,557	66,970,805	66,039,465	68,658,888	34,560,014

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

The Danish grant must be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The IPs are responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration given to economy, efficiency, and effectiveness in achieving the intended results. The programme will set aside an adaptive reserve of 60 million DKK over the five-year programme period to enable financing of other activities in line with programme needs that may fall within the thematic framework covered by the programme activities involving the IPs or may involve initiating activities in new countries and engaging new IPs.

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

7. Institutional and Management arrangements

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

Management and coordination of overall RMGP activities will be overseen by a RMGP Steering Committee (see proposed ToR for the Steering Committee in annex 10) with participation of UIM, MFA and the Migration Task Force. The Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the RMGP on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will recommend inclusion of new IPs into RMGP as well as approval of annual work plans and funds disbursements to IPs. The Steering Committee will meet bi-annually. The purview of the Steering Committee will include overseeing all Danish migration related interventions[41].

It is proposed to explore that the interventions at country level are overseen by a Country Steering Committee serviced by the Secretariat in Copenhagen as described below. Such a Country Steering Committee would meet annually and include participation of representatives of the partner countries, MTF, the relevant embassy, IPs funded by Denmark in the country, and any local Danish funded advisor(s). The Steering Committee will oversee the coordination of strategic priorities at country level, monitoring, learning and follow-up. ToR for the Steering Committee will be drawn up in collaboration between MIGSTAB/MTF, the RDE and the country. Please refer to Annex 10 for further details.

A RMGP Secretariat will be established in MIGSTAB that will be overseen by the MTF. The Secretariat will manage the external MEAL consultant (see below) and other consultancy services necessary to support the RMGP. The Secretariat will coordinate activities with relevant remote resources from Danish embassies and in-country advisors funded by the RMGP or other relevant Danish-supported programmes (DAPP, Regional Development and Protection Programme - RDPP III etc.) and funds, including relevant foreign attaches in the migration area. The

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[41] The Steering Committee could be expanded to include other like-minded donors and international partners should this be relevant. This would imply the evolution towards a multi-donor or similar facility in the Migration area.

Secretariat will provide support to strategic planning, MEAL, adherence to the ODA requirements if new countries and partners are selected in relation to use of the adaptive reserve, operational management, and secretarial support to the RMGP Steering Committee. The Secretariat will be responsible for consolidating all reporting from IPs to monitor progress against both the overall consolidated RMGP results framework and the results framework at country level and overseeing adherence to MFA Aid Management Guidelines (AMG)[42]. The Secretariat will also oversee communication of results, see ToR in annex 7.

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

The establishment of the management structure of the RMGP is initiated in parallel with the preparation, appraisal, and approval of the RMGP (*pre-inception*). A 6-months *inception phase* will be used to formalise agreements with partner countries and IPs. During the inception phase it is suggested that MIGSTAB examines the possibility to consolidate migration management arrangements under a joint umbrella, see annex 12. Further activities in the inception period will include assessing and improving the ToC and Results Framework, tendering for the MEAL consultant, further develop partnerships in countries to strengthen activities against smuggling and trafficking of humans as well as explore further opportunities in the cross-cutting areas (environment, gender) and mobilization of programme advisor(s). These activities will be captured in a *inception review* in the second quarter of 2025.

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

The RMGP Secretariat will be instrumental in securing improved coordination and knowledge of EU and other activities in the migration area, primarily through the already existing member state Neighbourhood, Development and International Cooperation Instrument –(NDICI) where Denmark is an active partner. At the regional and country level, strengthened coordination will be achieved through participation in (existing) and/or establishment of i) donor migration working groups and ii) country migration working groups (with participation of/chaired by the host government). The RMGP includes funding for posting of one or more advisors to all partner countries either in the form of one resource per country or in the form of "*rowing advisors*" which could cover several countries (see annex 11 with proposed ToR for the advisor). The advisors should be *posted in relevant hosting government institutions/ministries or with IPs* with the overall objective to strengthen long term institution building and with the added objective to energise and/or establish the above-mentioned working groups. Alternatively, advisors could be posted with the implementing partners, such as UNHCR, EUAA, IOM or a relevant EU Delegation.

A tender will be announced in the second half of 2024 to establish an external MEAL unit, which will be managed by a consultancy company for the duration of the programme period. The external MEAL unit's role will be to monitor and oversee project implementation of all three programmes during the full programme period. The consultancy

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

company will report to the steering committee biannually on findings and recommendations and on a day-to-day basis report to the MIGSTAB team. Funding for the MEAL unit will be split across relevant migration programming supported by the Danish Ministry of Foreign, pro rata based on total funding allocation.

7.2 Management calendar

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

Table 7.1 Reporting schedule for implementing partners

15 January, annually (during grant period)	• Disbursement request covering January-June
30 April, annually (except year 1)	• Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) • Reporting on results framework (results indicators) • Updated project budget including reallocations of any funds transferred from previous year
30 June, annually (except year 1)	• Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. • Stand-alone statement or as appendix to organisation audit • Disbursement request covering remaining calendar year.
15 September, annually (during grant period)	• Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (during grant period)	• Updated work plan, strategies for next year. • Updated budget for the grant period. • Financial reporting for organisation, including audited financial statement of accounts and management letter. • Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
15 November 2029	• Draft final report, (draft completion report)
15 May 2030	• Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

8. Financial Management, planning and reporting

All IPs will adhere to the MFA's Financial Management Guidelines (2019). Denmark will align its support with the rules and procedures of IPs, while upholding sound international financial management and reporting principles. During the implementation period, MIGSTAB may decide to carry out financial monitoring visits to implementing partners, which will be coordinated and agreed at steering committee level.

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

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

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

MFA anti-corruption clauses relating to the management of the funds will be included in the grant agreements. Project documents are presented in annex for each implementing partner. The project documents include procedures for how partners will adhere to Danida policies on; i) anti- corruption, ii) child labour, iii) prevention of sexual exploitation, abuse and harassment, and iv) counter-terrorism.

9. Risk Management

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

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

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

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

There are also institutional and reputational risks, if the beneficiary actors such as border guards or law enforcement agencies are not capacitated or act in a way that is considered safe and orderly and contributing to adverse human rights impact. In this regard, it will be key to ensure that the IPs continuously assess the risks during their implementation, whether changes in identified risks or occurrence of new risks, is in itself a risk response. If the scenario in a given context and country change so significantly that it could lead to reputational risks for Denmark, the adaptive management and the DDD approach allows the programme to re-focus the activities to other countries in the MENA region. However, to prevent this continuous assessment of risks during implementation are critical, whether changes in identified risks or occurrence of new risks, is in itself a risk response.[43]

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

10.   Closure

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

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

11.   Short summary of projects

Further details of implementing partners are provided in the project documents (to be prepared and annexed to the programme document).

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[43] https://amg.um.dk/tools/guidelines-for-risk-management

Annexes:

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Annex 1: Context Analysis

Global and regional overview

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

The flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe during 2023 (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). The Central Mediterranean route increased in 2023 by 49%, illustrating how the countries along the route have for a long time been affected by ever changing mixed migration flows. From an all-time high on the Central Mediterranean route of 181.455[3] irregular crossing in 2016 to a low of 14.874 in 2019. The recent number of 157.479 in 2023 shows how migration routes change also because of the situation in countries of origin and the will and ability for transit countries to counter the smugglers' business. As an example, in 2023 migrant arrivals from Tunisia were at the highest level ever recorded by the EU border protection agency Frontex[4] (at around 98.000, roughly triple the figure for 2022), replacing Libya as the main departure country for the central Mediterranean migration route. Adding to complexity and making it less predictable how migration flows will be managed, Mali, Niger and Burkina Faso are now under military leadership

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[1] IOM Global Appeal 2024.
[2] IDMC 2024.
[3] https://www.frontex.europa.eu/what-we-do/monitoring-and-risk-analysis/migratory-routes/central-mediterranean-route/
[4] Frontex Annual Brief 2023.

having seized power from civilian leaders. According to information obtained during the mission, there are currently 9.5 million migrants in Egypt where about 1.4 million are vulnerable. The human rights and protection situation for migrants including refugees is challenged and has very significantly worsened since the onset of the civil war and conflict in Sudan in April 2023 and the large-scale forced displacement into Egypt. Moreover, Egypt is surrounded by conflicts, with both the situations in Gaza and Sudan unlikely to come to a resolution soon. Equally, in the past years, there has been an upsurge in arrivals of mixed migration movements[5] to Europe through Turkey or Central/Western Balkan.

Democratic principles, rule of law and human rights are under significant pressure in several of the Middle East and North Africa (MENA) countries, also impacting various categories of migrants' rights, detention, and gender based violence etc.[6] In general, there is a significant need to enhance *safe and orderly migration* through awareness raising, legislative and policy work and by operationalizing HRBA and gender across the MFA migration programming in accordance with the AMG and Danish human rights and gender priorities. Working on human rights requires a solid understanding of the political, social, economic, and cultural dynamics within the countries. These key challenges and opportunities are also relevant for other countries in the MENA region.

Not only is the MENA region affected by migration flows, but the local population is facing their own challenges: "As the [MENA] region continues to recover from the impact of the COVID-19 shock and tries to navigate the heightened volatility in its terms of trade stemming from Russia's invasion of Ukraine, the region's peoples are contending with the ramifications for their livelihoods of the global surge in interest rates, the depreciation of currencies, and the resulting inflationary pressures".[7] These challenges contribute to governments in the region increasingly question how much and how long they can absorb and handle migrant populations. For the same socio-economic reasons the governments are increasingly pushing for legal pathways, including circular migration,[8] to Europe for their own citizens.

Many migrants end up in transit countries close to the EU. The mixed migration flows have a significant impact on public administration and key institutions regarding reception capacities, as well as migration and integrated border management, particularly in the transit countries. Most of these countries are thus in dire need of enhancing their asylum reception, integrated border management and migration management systems in an effective and safe manner that considers migrants' and refugees' vulnerabilities and human rights.[9] This was confirmed by both governments, the IPs and all stakeholders met during the field mission.

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

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

The formulation of the RMGP needs to take into consideration stakeholders and drivers, including spoilers, affecting a complex operational environment, and thus posing obstacles and providing opportunities. There are various root causes of migration understood broadly (irregular, regular migration, asylum, family reasons, study reasons, reasons of employment, perceptions of a better life elsewhere etc.). Amongst the most important are loss of livelihood and opportunities due to conflict, repression, pervasive human rights violations, climate change, poverty and dysfunctional

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

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

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

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

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

governance creating a considerable push factor towards the EU. As per the How-to-Note, the root causes of irregular migration are integrated into broader engagements of Danish development cooperation.

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

As highlighted by several stakeholders, with a changing world order, the BRICS partnership,[10] major actors such as China and Russia are exploring collaboration and partnerships with countries in the region, which is why a strategic and comprehensive partnership with a country such as Egypt is of key importance for the EU not only in relation to migration, but also in relation to democratic governance, trade, security, green growth and development partnerships. It seems clear from the field mission that there is a genuine appetite to partner with a perceived neutral country such as Denmark in various areas including migration management.

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

Inter-governmental institutions have played and will play a great role in dealing with and, to some extent, managing migratory and refugee flows. The main actors are IOM and UNHCR, who have taken on large roles in Egypt, Tunisia, and regarded as some of the key players also in other MENA states.[11] ICMPD is also recognised for its role of working closely with the host government in Tunisia as well as facilitating close high-level regional policy dialogues between governments in the MENA region, which has been considered innovative and useful by governments and IPs. However, both IOM, UNHCR and ICMPD have to some extent, and more or less voluntarily become *proxy-governmental entities* taking on tasks that would normally be seen as core governmental responsibilities. This role is partly due to weak state migration governance structures overwhelmed by the influx, partly a result of government decisions to effectively *outsource the responsibility* to UN agencies or other international organisations/service providers and thereby also ensuring that donors will in fact shoulder a part/most of the financial costs.

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

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[10] https://brics2023.gov.za/evolution-of-brics/
[11] Including most significantly UNHCR in Lebanon.

each country – and so should the *dialogue be in the context of the RMGP with other MENA countries*, taking into account the national constraints and contexts to ensure political-buy in.

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

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

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

Enhanced collaboration with the EU Commission and Member States

The EU Commission is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issue in the MENA region (and Eastern Neighbourhood) funding many of the same IPs as Denmark. *DG ECHO* plays a role in mitigating short-term humanitarian crises giving rise to population flows towards the EU. *DG Near* is the main funder of external cooperation on migration and asylum seekers, while *DG Home*, with is agencies *Frontex* and *EUAA*, has the lead on common EU border control and asylum measures and procedures.[12] DG Home's focus is on EU27 and its budget for its external dimension relatively minor. While border control and (granting of) asylum are still primarily under the control of MS, there is growing political will to coordinate through and align with EU Commission measures.

On 10 April 2024 the European Parliament approved the new *EU Migration and Asylum Pact*, which now awaits final EU Council approval. The Pact is a major reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.[13] The Pact will likely have a major impact on the Southern Neighbourhood. A part of the Pact is the embedding of migration in *international partnerships* by, inter alia,

- Preventing irregular departures: Capacity development in integrated border management authorities in priority partner countries, including through reinforced cooperation with Frontex.
- Fighting migrant smuggling: Dedicated and tailor-made Anti-Smuggling Operational Partnerships with partner countries and UN agencies, tackling smuggling in key locations.
- Cooperation on readmission: The development of legal migration goes hand in hand with strengthened cooperation on return and readmission.

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[12] The Danish reservation to the Maastricht Treaty with regard to Justice and Home Affairs applies, https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:41992X1231 (Edinburgh Agreement), see also https://www.thedanishparliament.dk/en/eu-information-centre/the-danish-opt-outs-from-eu-cooperation. This also means that Denmark has observer status in the board of the EUAA.
[13] https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact

- Promoting legal pathways: An EU Talent Pool establishes the first EU-wide platform to facilitate international recruitment, while Talent Partnerships allow non-EU citizens to work, study, and train in the EU.[14]

Within the EU Commission coordination between DGs NEAR and DG HOME is of crucial importance. While DG Near is concerned with long-term considerations as part of its core development assistance mandate, DG Home is focused on law enforcement often with immediate needs in mind. As the executive arm of the EU, the Commission will reflect the cumulative will of the MS, which also means that domestic political agendas of MS regarding the politically highly sensitive issue of immigration play into the policies pursued by DG Near and DG Home. *DG INTPA's Directorate G* dealing with human development, migration, governance, and peace is not responsible for overall coordination issues in the geographical area covered by RMGP.[15]

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

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

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

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

Through the European Neighbourhood Policy, the EU works since 2004 with the ten Southern Mediterranean countries to promote stability and prosperity. The partnership does not only focus on migration, but aims to achieve economic development, uphold democratic values, and address migration challenges. The EU Emergency Trust Fund for Africa to support international partners in Africa in achieving the objectives of the Valletta Declaration officially ended in December 2021, with projects running until June 2025. The newly established Neighbourhood, Development, and International Cooperation Instrument – Global Europe (NDICI - Global Europe) is set to continue the engagement with the Partner Countries.[16] The EU has provided significant financial support (20.5 billion Euro from 2007-2020) and continues to invest (12 billion Euro planned 2021-2027) in the region.

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

[15] https://international-partnerships.ec.europa.eu/policies/migration-and-forced-displacement_en

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

Coordination, agenda setting and leveraging RMGP impact

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

Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms should be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with government partners in the Southern Neighbourhood.[17] Although some donor coordination exists in the MENA countries, it is even less visible at the regional level. During the scoping mission, donor coordination on country level was encountered, but it was rather informal, or it was not clearly defined in terms of sector or, e.g., EU, non-EU or UN led. At regional level, donor coordination was even less prevalent. In a meeting among like-minded EU countries with the scoping mission, the MS present got inspired to agree on working towards closer donor coordination. Denmark has over the past 18 months led the work of an informal group of 15 EU Member States that on 15 May 2024 sent a joint letter to the EU Commission. This platform can also be used for further donor coordination of such engagements. Envisaged Danish participation in the Rome Process will equally be an opportunity to promote further coordination among donors and with partner countries in the Mediterranean.

Capacity to *set the agenda* and think strategically is a key issue. Not least due to lack of clear unified policy guidance from donors, IOM[18] and UNHCR amongst others have stepped into the void and have not seldom been allowed to set the agenda. To some extent, this was caused by a policy and operational guidance vacuum created by donors and the EU being preoccupied by changing ad hoc crises response policies/fragmentation and volatile domestic policy agendas in MS. The latest EU policy guidance is a European External Action Service (EEAS) Joint Communication from 2021 "Renewed partnership with the Southern Neighbourhood. A new Agenda for the Mediterranean". In practice and as pointed out above, the migration agenda has been dominated by immediate and often short-term law enforcement needs and procurement of equipment sometimes to the detriment of more sustainable approaches and holistic involvement of partner governments.

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

Other countries in the region and beyond

The focus of the RMGP is to strengthen migration management and through partnerships with countries within the Mediterranean region. At this inception stage, *Egypt* and *Tunisia* are the main countries of focus in the formulation of the programme with the vision that this will spread to other MENA countries. It is important to stress that the programme is indeed regional and will consider all relevant countries in the MENA region and regional migration

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

[18] IOM MENA Regional Strategy 2020–2024.

cross-border and regional learning aspects. The migration dynamics are inherently intertwined in the region, as mentioned earlier Tunisia became the main departure country for irregular migrants on the Central Mediterranean Route to the EU in 2023, thus surpassing Libya only to experience a shift in 2024 where Libya[19] again became the main departure point for sea-crossings toward Italy.

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

In *Morocco* migrants with an irregular administrative situation still face many challenges, i.e., access to health and legal assistance, education, housing, and basic needs, that said civil society reception structures for vulnerable migrants already exists and Morocco has pledged to enhance protection capacity on registration and documentation.[20] The government has developed the "Humanised Border Management" framework balancing security with respect for human rights. The framework outlines common procedures for reception, screening, and identification of migrants with irregular status. Morocco has proposed a regional adoption of this approach[21] facilitating regional dialogue in the Middle East and North Africa.

Libya remains a major destination country for migrants as well as a transit country with 706.509 migrants recently identified by IOM Displacement Tracking Mechanism Libya.[22] On a background of continued criticism of the governments lack of providing protection to migrants[23] there are initiatives to develop an effective migration governance framework in Libya that is aligned with international standards and oriented towards accountable management of migration.

Lebanon has a refugee population of 1.5 million Syrian refugees and some 11,238 refugees of other nationalities[24] and an estimated 160,738 migrants.[25] Recently, flows of particularly Syrian refugees from Lebanon towards Cyprus have significantly increased. In the beginning of May 2024, EU Commission President Ursula von der Leyen traveled to Lebanon to announce a multi-year economic aid package worth €1 billion. Denmark is already strongly engaged in Lebanon through leading the RDPP for Lebanon, Jordan, and North Iraq and e.g., specifically IOM implementing a Danish-funded project aiming at strengthening integrated border management capacities to better address migrant smuggling and irregular migration.

By end of 2023, *Jordan* hosted over 720,000 refugees of different nationalities registered with UNHCR.[26] Jordan has been through extensive change management, which has erased silos and created a "Whole of Government" approach to migration. This is also thanks to Denmark's previous support to the Migration Data Management Solution Project for Jordan (MIDAM)[27] implemented by ICMPD and its Training Institute in Valetta.

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

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[19] 29 February 2024, data provided by the Italian Ministry of Interior.
[20] GRF 00700
[21] Through a "Regional Charter for a Humanized Management of Borders".
[22] During round 50 of data collection (October - December 2023). Around eight in ten (78%) were adult males, 11 per cent adult females, and 11 per cent were children (among whom 4% were unaccompanied).
[23] A/HRC/52/83. Report of the Independent Fact-Finding Mission on Libya.
[24] As of December 2023. UNHCR LEBANON - NEEDS AT A GLANCE – 2024.
[25] Migrant Presence Monitoring (MPM) data collection exercise conducted by IOM in Lebanon from April to June 2023.
[26] UNHCR Operational Data Portal. Predominantly from Syria, with large groups from Iraq, Yemen, Sudan, and Somalia.
[27] https://www.icmpd.org/our-work/projects/strengthening-the-evidence-base-for-migration-policies-advancing-the-central-migration-data-management-solution-for-jordan-midam-ii

There is still a lot of room for improvement in making the regional aspect of activities, truly regional with cross fertilization and building common capacity. Migration Data Management is one example of possible national and regional convergence. The investment into establishing comprehensive migration data systems, has been scattered across the region. Coordination structures emerged in some countries, such as Tunisia[28] and with Morocco's High Commission for Planning active in advocating for good migration data at international level, both in the context of being a GCM champion country and in having pledged to support African partners in the methodological conception, collection, and analysis of national surveys on refugees.[29]

Annex 2: Partner Assessment

Brief presentation of partners

The RMGP includes the proposed implementing partners[30] presented below. They have been assessed by the RMGP scoping mission (March/April 2024), by previous visits by the MFA and the partner assessments are also guided by findings and recommendations in the December 2023 MFA review of "Danish migration related engagements (2018 – 2022)". It should be noted that the scoping mission met and interviewed several other potential partners in Egypt and Tunisia but found that the proposed partners reflected the best mix of capacities, track records of collaboration with Danida, and justification and relevance.

IOM

The International Organization for Migration (IOM) was established in 1951 and is part of the United Nations System. IOM overall objectives are to promote humane and orderly migration for the benefit of all. It does so by providing support to migrants across the world, developing effective responses to the shifting dynamics of migration and providing advice on migration policy and practice. IOM collaborates with governmental, intergovernmental and non-governmental partners to improve the resilience of people on the move, particularly those in situations of vulnerability. It also works closely with governments to manage all forms of mobility, and their impacts. This work includes operations in some of the most complex emergency settings in the world.

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

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

ICMPD

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

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[28] With technical assistance and guidance from IOM.https://www.iom.int/project/support-national-observatory-migration-tunisia
[29] GRF 06946.
[30] In the selection of implementing partners, the "Guidelines for awarding grants in Danish Development Cooperation", MFA, July 2019, have been observed.

receives funding from its Member States, the European Commission, the UN and other multilateral institutions, as well as bilateral donors.

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

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

UNHCR

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

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

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

EUAA

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

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

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

DIHR

The Danish Institute for Human Rights (DIHR) was established by parliamentary decision in 1987. The work of DIHR includes research, analysis, communications, education, documentation, as well as several national and

international programmes. The DIHR is a national equality body, and as such has a mandate to promote equal treatment regardless of race, ethnicity, gender and disability.

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

The selection of DIHR as an IP supported by a grant under the RMGP is justified and relevant due to several factors. DIHR is already supported on the Danish finance act[31] as a self-governing institute. It is a close partner to the MFA and may also receive funding for the programme with reference to § 6.32.08.85.

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

Summary of partner capacity assessment

The below summaries have been prepared in collaboration between the formulation teams of the three Danish migration programmes currently under development. The assessments of IOM and UNHCR also builds on assessments by the Multilateral Organisation Performance Assessment Network (MOPAN)[32].

IOM

IOM is a trusted Danida partner. It is assessed that IOM have adequate and satisfactory systems for financial management to comply with AMG guidelines and Danida requirements. It is, however, noted that there needs to focus on reporting on audited expenditures as IOM only reports high level costs and not per project. IOM is a project-oriented organisation, and thus has little overhead/core funding allowing to invest in cases of gaps, IT systems, Finance systems, MEAL and longer-term outcome based planning. IOM is at an early stage in relation to localisation – working with partners is not their preferred modality.

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

ICMPD

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

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[31] DIHR is defined as a "Selvejende, statsfinansieret institution" under § 06.11.13 on the Danish Finance Act (resort area of MFA).
[32] https://www.mopanonline.org

ICMPD successfully passed the EU Commission's ex-ante[33] "pillar assessment" on its level of capacity of financial management and protection of financial interests and has been selected as the entity entrusted to implement EU projects based on its competence and successful implementation of previous programmes. Furthermore, ICMPD has established a strong network with EU Member States and partner countries relevant for migration engagement and has project-based offices in several partner countries. The Dutch MFA has recently assessed ICMPD with positive results. A financial monitoring visit was conducted by the Danish MFA on 3rd May 2024 which confirmed the above. MFA will conduct regular visits at HQ and field level during the implementation of the programme.

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

UNHCR

UNHCR is a trusted Danida partner that have both received individual grants from Denmark as well as core support for several decades. UNHCR has adequate policies, procedures and systems in place to manage Danish grants. The findings of the scoping mission dovetail MOPAN findings[34] that UNHCR is strong with regards to UNHCR's special mandate and mission within the international architecture providing not only its raison d'être but also clarity on its role and remit. In addition, UNHCR's "closeness to the ground" enables it to develop highly relevant interventions for its populations of concern with a strong human rights and protection focus. This includes that UNHCR plays an important global role in developing knowledge products and conducting advocacy on behalf of persons of concern.

On the other hand, the scoping mission also observes that due to the humanitarian nature of the UNHCR activities the interventions are not systematically aligned with country development priorities and can lack a strategic perspective although it is recognised that UNHCR does work to build national institutional capacity in the migration area. Overall, this means that UNHCR's strategic architecture and associated corporate results lack complete clarity and that UNHCR has an operationally short-term, rather than medium-term, approach and mindset, thus showing less emphasis on longer term performance management systems

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

EUAA

The scoping assessment of EUAA capacities is positive. Several years ago, the EUAA faced severe challenges in the administrative area. Based on informant interviews with EUAA staff and key external experts, the change in leadership of EUAA appear to have contributed to overcoming the challenges. Regarding the external dimension of the EUAA activities, the scoping mission found that these are underpinned by a well justified and sound rationale. EUAA is preparing a second roadmap with the Egyptian authorities based on an evaluation of the first roadmap. In terms of coordination, it was found that coordination and policy setting is to a high degree done in Brussels with EUAA delivering these policy objectives and with only limited coordination carried out by assigned staff in EUDEL Cairo. When and where EUAA is relevant, its core business objectives are well aligned with RMGP, and its interventions are discussed and agreed with relevant country authorities.

The assessment did not identify any specific areas of concern.

DIHR

DIHR is a trusted Danida partner with solid experience with operating Danida funded programs with organisational and financial absorption capacity. DIHR has a unique NHRI mandate and specific and unique role and supports to

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[33] https://fondoseuropeosparaseguridad.interior.gob.es/pdf/Documentacion/AMIF_FD_WP_2021-2022_Annex.pdf (p.20)

[34] The fourth MOPAN assessment of UNHCR was presented in 2024.

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

The assessment did not identify any specific areas of concern.

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?*
IOM	Develop data driven national migration strategies and migration management systems. Support regional cross-border cooperation and increase capacity to manage mixed migration flows at the border with a HR sensitive and data-based approach. Countering migrant smuggling and trafficking. The objectives align with the IOM strategy and can be replicated by	Medium. The funding from RMGP is attractive for IOM because it will allow IOM to work on longer term objetives.	High. The outputs to be delivered have been defined by IOM in dialogue with Danida.	Application of IOM expertise to deliver on RMGP outcomes.	Strength: High and relevant capacity and experience Weaknesses: Less experience in longer term planning and MEAL. Opportunities: Results can be scaled across region. Threats: Lack of traction with the authorities.	No special requirements after end of contract. However, learning and synergies will be important to harvest.

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

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

Annex 3: Theory of Change and Result Framework

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

Fig: The RMGP problem tree and results framework
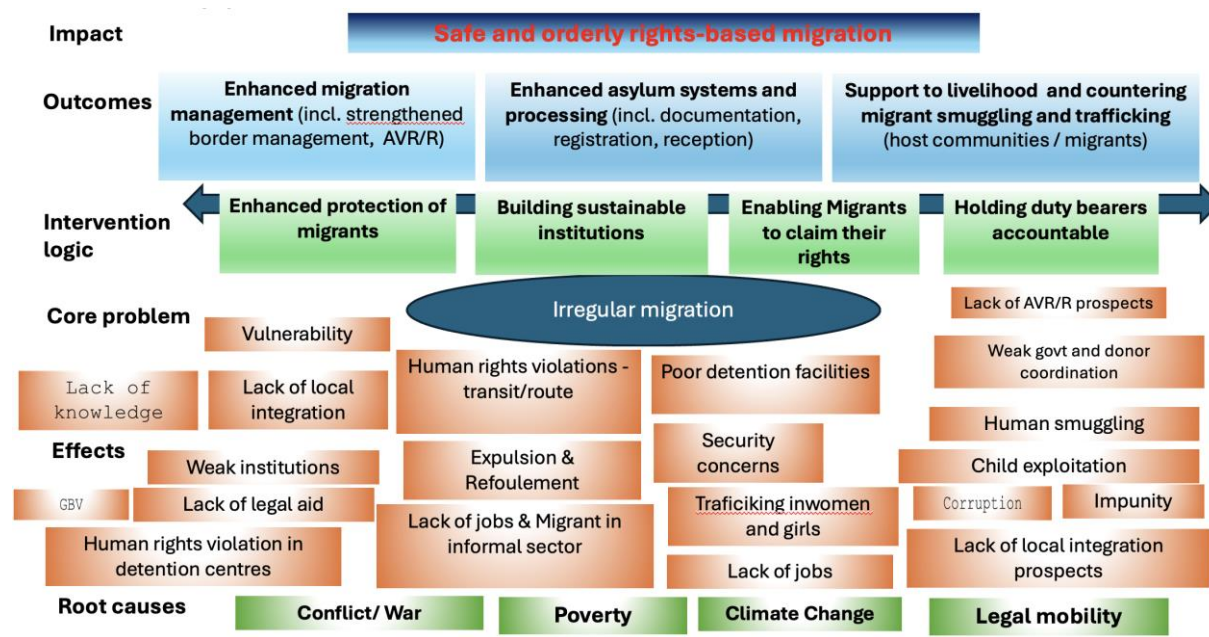
Source: The Scoping mission

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

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

The **theory of change** seeks to contribute to the outcomes through various outputs, where migration management face challenges, and where the IPs IOM, ICMPD, UNHCR, EUAA, DIHR can bring added value, and contribute to achieving the objective of the engagement. The outcomes and underlying outputs are also interlinked and have strong **cross cutting elements**, including on **HRBA and gender equality**. All interventions carried out by the selected IPs will have to align with HRBA and gender equality. DIHR will provide an operational help desk and ensure that HRBA, and protection of migrant children and women's rights are integrated and operationalised into the capacity development, training curricula and across the support to ensure migrant rights are promoted, respected and protected and that migration management is safer and more orderly informed by human rights principles. Such an approach is

fundamental to prevent adverse human rights impact and identify asylum seekers, refugees and migrants at-risk and/or with special needs. Additional topics to be addressed are:

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

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

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

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

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

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

- A comprehensive approach – which involves all relevant stakeholders and takes the whole migration process into account – contributes to safer journeys, integration of migrants in host countries, and enables their safe return and reintegration.

- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective and orderly migration management in line with international standards. This includes an improved success-rate preventing irregular migration, cross-border crimes including smuggling and trafficking of humans, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.

- Many prospective migrants in countries of origin or in transit countries lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to better decide how to proceed, and to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.

- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants' access to the national referral mechanisms or other required services.

- Cross-border crime, including human smuggling and trafficking, can be effectively countered through international cooperation between governments and law enforcement agencies not only among neighbouring countries but also at the regional and international level.

- The strengthening of democratic principles, rule of law and human rights will have a positive impact on the various categories of migrant rights, reception and detention conditions and gender-based violence.

Results Framework

The below is based on preliminary 5-pagers received from each IP. Following the meeting and inputs of the programme committee, the project document for each IP will be developed in detail with a need to further develop and fine-tune the outcomes, outputs and indicators.

IOM – Results Framework

Project		International Organization for Migration (IOM)	
Project Title		Integrated Migration Management: fostering migration governance, safeguarding communities, and ensuring regular pathways	
Outcome 1		**1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)**	
Outcome indicator		SRF - 3b3a # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies.	
Baseline	2024	0	Limited regional capacity to collect and utilise disaggregated data for informed mobility management decisions, resulting in fragmented migration management strategies.
Target	2029	12	Enhanced collaboration leads to robust data collection mechanisms, informing evidence-based mobility management strategies and allowing for a whole-of-government approach to migration at national and regional level
Output 1.1		**1.1 Developing data driven national migration strategies, and migration management systems**	
Output indicator		SRF - 3c22a # of whole-of-government coordination mechanisms developed and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use	

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

Project Title		Integrated Migration Management: fostering migration governance, safeguarding communities, and ensuring regular pathways
Outcome 3		**3. Countering migrant smuggling and trafficking and livelihood enhanced**
Outcome indicator		SRF - 3b1a # and % of government officials who report having applied knowledge and skills acquired to prevent and counter trafficking in person, smuggling of migrants and related crimes.
Baseline	2024	0	Limited awareness and capacity among government officials regarding trafficking and smuggling.
Target	2029	200	Increased application of knowledge and skills by officials to prevent trafficking and smuggling.
Output 3.1		**3.1 Countering migrant smuggling and trafficking through enhanced capacities of relevant institutions**
Output indicator		SRF - 3b11a # of government institutions provided with knowledge, skills and tools to detect, investigate or prosecute organised crimes during the migration continuum
Baseline	2024	0	Limited capacities within government institutions to detect, investigate, or prosecute organised crimes related to migrant smuggling and trafficking along the migration continuum.
Target	2025	2	Increased number of government institutions equipped with knowledge, skills, and tools to effectively detect, investigate, and prosecute organised crimes during the migration continuum.
Target	2026	4	Enhanced collaboration and coordination among government institutions in combating migrant smuggling and trafficking, resulting in improved efficiency and effectiveness in addressing organised crime in the migration context.
Target	2027	6	Strengthened institutional capacities have led to a noticeable decrease in incidents of migrant smuggling and trafficking, indicating a positive impact on mitigating these crimes and protecting vulnerable migrants.
Target	2028	6	Sustained progress in countering migrant smuggling and trafficking, with government institutions demonstrating continued proficiency in detecting, investigating, and prosecuting organised crimes throughout the migration continuum.
Target	2029	6	Government institutions are fully equipped and capable of independently detecting, investigating, and prosecuting organised crimes related to migrant smuggling and trafficking, contributing to a more secure and regulated migration environment.
Output 3.2		**3.2 Promote vertical and horizontal stabilization, reinforcing trust and collaboration between communities and law enforcement across migration routes to curb migrant smuggling and human trafficking networks**
Output indicator		SRF - 3b13c # of community actors trained to facilitate community dialogue, outreach, and planning response to irregular migration, TiP, SoM
Baseline	2024	0	Limited collaboration and trust, low awareness and capacity, high prevalence of smuggling and trafficking.
Target	2025	300	Trained community actors, initial stabilization efforts, increased awareness and reporting.
Target	2026	1600	Strengthened collaboration and capacity, reduced prevalence of smuggling and trafficking.
Target	2027	4000	Sustainable mechanisms established, reinforced collaboration, enhanced community resilience.
Target	2028	8000	Deepened relationships, empowered community actors, sustainable initiatives.
Target	2029	14.000	Robust collaboration, empowered communities, significant reduction in smuggling and trafficking.

ICMPD – Results Framework

Project	ICMPD		
Project Title	Delivering on migration governance in the Mediterranean through Capacity Partnerships		
Outcome	**1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)**		
Outcome indicator	% of project partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention		
Baseline	2024	0%	Baseline study to be conducted during inception period through stakeholder surveys and interviews
Target	2029	70%	partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention
Intermediary outcome 1.1:	Migration management practitioners and institutions have enhanced capacities to respond effectively and proactively to the emerging migration priorities both at the national and regional levels.		
Outcome indicator	Percentage increase in the number of migration management practitioners and institutions demonstrating enhanced capacities		
Baseline	2024		Baseline study to be conducted during inception period through questionnaire
Target	2029		partners, and stakeholders reporting improved migration-management related issues due to ICMPD intervention
Output 1.1.1	Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute		
Output indicator	Number of migration actors in the region with EU-recognised certifications		
Baseline	2024	440	Number of migration actors in the region with EU-recognised certifications
Target	2025	590	Number of migration actors in the region with EU-recognised certifications
Target	2026	740	Number of migration actors in the region with EU-recognised certifications
Target	2027	890	Number of migration actors in the region with EU-recognised certifications
Target	2028	1040	Number of migration actors in the region with EU-recognised certifications
Target	2029	1040	Number of migration actors in the region with EU-recognised certifications
Output 1.1.2	Migration actors in the region and specifically Tunisia have better capacities in topics related to the movement of persons and goods through their participation to trainings delivered by qualified partner country officials in migration governance conducted within their territories and beyond through the direct support of the MCP MED Training Institute		
Output indicator	Percentage of training participants who demonstrate an increase in knowledge in the training topics		
Baseline	2024	70%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Target	2025	80%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Target	2026	80%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Target	2027	80%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Target	2028	80%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Target	2029	80%	Percentage of training participants who demonstrate an increase in knowledge in the training topics
Output 1.1.3	Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards		
Output indicator	Degree to which relevant migration actors perceive an improvement in the organisational environment due to ICMPD intervention		
Baseline	2024		To be collected during inception period
Target	2028	75%	At least 75% of surveyed migration actors report an improvement in the organisational environment within three years of ICMPD's intervention
Target	2029	75%	At least 75% of surveyed migration actors report an improvement in the organisational environment within four years of ICMPD's intervention

UNHCR – Results framework

Outcome 2: Egypt

Project Title	UNHCR		
Outcome	**2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)**		
Outcome indicator	# of asylum-seekers that have access to fair, efficient, and adaptable national refugee status determination, reception and registration procedures.		
Baseline	2024		UNHCR carrying out fair, efficient and adaptable RSD, reception and registration procedures.
Target	2029		UNHCR supporting state owned fair, efficient and adaptable RSD, reception and registration procedures.

Output A		Provision of asylum capacity development in terms of technical guidance and support to key government counterparts in furtherance of the adoption and implementation of a fair and efficient national asylum framework, including with regards to access to territory	
Output indicator		# GoE Counterparts trained on Asylum Capacity Development in the form of workshops and roundtables to enhance knowledge on asylum management in line with international standards as well as through enhanced engagement and coordination by secondment of one staff member to the GoE	
Baseline	2024		25
Target	2024		45
Target	2025		150
Target	2026		200
Target	2027		250
Target	2028		250
Target	2029		250
Output B		Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE	
Output indicator		# Asylum seekers receive pre-registration/ registration services to access asylum services in Egypt	
Baseline	2024		5,000
Target	2024		5,000
Target	2025		15,000
Target	2026		15,000
Target	2027		15,000
Target	2028		15,000
Target	2029		15,000
Output C		Provision of RSD capacity, initially for UNHCR and then eventually in view of the transition to the government assumption of responsibility, provision of technical guidance and support to the GoE	
Output indicator		# Individual fair, efficient and quality RSD Decisions	
Baseline	2024		NA
Target	2024		0
Target	2025		600
Target	2026		600
Target	2027		600
Target	2028		600
Target	2029		600

Outcome 3: Egypt

Project Title		UNHCR	
Outcome		**3. Countering migrant smuggling and trafficking and livelihood enhanced [for refugees and asylum-seekers]**	
Outcome indicator		Economic empowerment and improved access to livelihood support to refugees and asylum-seekers and vulnerable host communities, contributing to stabilisation of refugee and local refugee-hosting communities alike. [From UNHCR concept note - need to be rephrased in ProDoc to be a measureable indicator (fx. number of refugees and asylum-seekers with access to economic empowerment and livelihood)	
Baseline	2024		Refugees are living in urban areas where they are sharing the same challenging socioeconomic situation as host communities. This has led to tensions; refugees are often perceived as a burden by the local communities.
Target	2029		Livelihoods and socioeconomic situation are improved for refugees and vulnerable Egyptians, easing possible tensions and contributing to social cohesion in communities where refugees are hosted.
Output A		GBV survivors have access to targeted livelihood opportunities	
Output indicator		# of GBV survivors benefitting from Village Savings and Loans Associations (VSLA)	
Baseline	2024		25
Target	2024		0
Target	2025		120
Target	2026		120
Target	2027		120
Target	2028		120
Target	2029		100
Output B		Livelihood support provided	
Output indicator		# of People received skills development training for livelihood purposes # of People received job placement services # of People received livelihood grants to startup and or expand business	
Baseline	2024		0
Target	2024		25

Target	2025		170
Target	2026		170
Target	2027		170
Target	2028		170
Target	2029		170

EUAA – Results framework

Project	EUAA

Project Title	**EUAA Regional Protection Project for the Southern Neighbourhood**		
Outcome	**2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)**		
Outcome indicator	• Extent to which relevant partner Third Countries institutions display improved asylum-related practices or policies (1 = requires further progress; 2 = partially meets; 3 = meets; 4 = fully meets) <u>Means of verification:</u> EUAA activity reports, EUAA regional consultations/survey results, EUAA activity evaluations, etc.		
Baseline	2024	1	Partner Third Countries currently require further efforts in the use/adoption of improved asylum-related practices/policies (such as triggering of national efforts to improved policies and practices such as referral mechanisms for unaccompanied children; adoption/revision of national asylum/migration strategies; use of tools based on EUAA/EU MS examples; etc.).
Target	2029	2	By the end of the project in 2029, up to 2 partner third countries display the use/adoption of improved asylum-related practices/policies (see examples above).

Output 1	**Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system.**		
Output indicator	The activities will envisage that participating countries have access to asylum-related exchanges, knowledge, and products. • (#) of conferences/seminars/networking opportunities organised. • (#) of EUAA products developed/available in Arabic/French. • Participants' level of satisfaction is of at least 80%. • 70% of participants report that they can apply the acquired knowledge in their asylum-related work <u>Means of verification:</u> activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.		
Baseline	2024	5	So far, during the implementation of the EUAA regional pilot project (2020-2023), five activities were implemented under this Output (corresponding to Outcome 1 of the regional pilot project's logical framework).
Target	2025	1	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference), building upon the baseline of overall 11[35] activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	
Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities (year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.
Output 2	**Capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups.**		
Output indicator	Development and delivery of tailored capacity building activities, with a focus on sharing experiences and strategies for effectively supporting vulnerable groups • (#) of workshops/work visits and trainings organised.		

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

			• (#) of EUAA products developed/available in Arabic. • Participants' level of satisfaction is of at least 80%. • 70% of participants report that they can apply the acquired knowledge in their asylum-related work. Means of verification: activity monitoring tables; list of participants; evaluation forms; activity reports; translated EUAA products, surveys/consultations results, etc.
Baseline	2024	8	So far, during the implementation of the EUAA regional pilot project (2020-2023), 8 activities were implemented under this Output (corresponding to Outcome 2 and 3 of the regional pilot project's logical framework).
Target	2025	0	By the end of the first year, we aim to have successfully implemented one activity (kick-off conference, reported as Target under Output 1), building upon the baseline of overall 11[36] activities already implemented and on the results of the Inception phase (November 2024-June 2025). This activity and the Inception will have laid the groundwork for future activities by consulting participating countries and stakeholders for better defining the content to be delivered in the coming years.
Target	2026	2	In the second, third, fifth and fourth year, our goal is to further expand project activities, aiming to implement two activities under this output and two under Output 2 each year.
Target	2027	2	
Target	2028	2	
Target	2029	1	As we move into the fifth year, we expect to see results and impact from our interventions, contributing to positive change in the targeted areas. During this year we aim at implementing less activities (year five will be of 10 months) to focus on further assessing needs for informing further programming beyond the project's life.

DIHR – Results framework

Project		(**DIHR**) MediRights: Promoting and Protecting Migrant Rights in Mediterranean Migration Governance
Project Title		Migration governance actors in Tunisia and Egypt comply with human rights in the field of migration management (with a focus on governance actors: governmental actors, independent actors, local authorities and international actors)
Outcome		**1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)**
Outcome indicator		a- Evidence of facts-based dialogue on a human rights-based approach to migration management b- Evidence of integration of human rights in curricula and learning approaches for the training of migration governance actors (# of updated curricula & learning approaches) c- Evidence of available qualitative data on the human rights challenges faced by migrants (# qualitative data collection methodologies, # of studies to analyse the challenges and human rights violations faced by migrants in their journeys) d- Evidence of strengthened/new internal accountability and oversight mechanisms of state actors to monitor and address cases of institutional violence committed against migrants.
Baseline	2024	a- Migration is considered and managed through the angle of securitization. b- A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights compliant. c- Lack of available state data on the human rights violation experienced by migrants, including disaggregated and gender specific data. d- Institutional violence committed against migrants is on the rise. DIHR suggests that the first 10 months of the project (November 2024 to August 2025) constitute an inception period during which the team will seek to confirm/inform, and/or clarify these baseline statements and further refine and update the results framework and corresponding budget.
Target	2029	a- Migration is considered and managed through a human right-based approach. b- Capacity development efforts of migration governance actors in the region include human rights-based curricula and learning approaches. c- More disaggregated and gender specific qualitative data on the human rights violation experienced by migrants is produced and used by migration governance actors in the region. d- Selected migration governance actors have developed accountability bodies to monitor and address cases of institutional violence committed against migrants
TUNISIA		

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[36] Ibid.

Output 1			Capacity development tools and processes for migration governance actors in Tunisia enable them to fulfil their mandate in a human right-compliant manner
Output 1 indicator			# of migration governance actors (to be further defined at inception phase - initial actors identified: ICMPD, the integrated border management institute, Ministry of interior and law enforcement academies) which have developed tools/training systems with a gender responsive approach, designed to promote and protect human rights.
Baseline	2024		A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches do not sufficiently integrate human rights as central to the learning (both in terms of content and processes).
Target	2025		By the end of 2025, a baseline assessment of existing training curricula and learning approaches and a perception study has been developed and discussed with migration governance actors
Target	2026		By the end of 2026, # of identified curricula and learning approaches are revised to be human rights based (exact number and which migration governance actor to be defined during the inception period)
Target	2027		By the end of 2027, # of identified curricula and learning approaches are revised to be human rights based (exact number and which migration governance actor to be defined during the inception period)
Target	2028		By the end of 2028, # of identified curricula and learning approaches are revised to be human rights based (exact number and which migration governance actor to be defined during the inception period)
Target	2029		By the end of the project in Tunisia # of identified curricula and learning approaches are revised to be human rights based (exact number and which migration governance actor to be defined during the inception period)
Output 2			The gathering and analysis of data on the human rights situation of migrants is strengthened
Output indicator			# of qualitative data collection methodology developed, # of research studies to analyse the challenges and human rights violations faced by migrants during their journeys conducted
Baseline	2024		Representative data on migration is not available in Tunisia. Amongst the data that is available, there is little focus on the human rights situation of migrants.
Target	2025		By the end of 2025, the DIHR has entered into an agreement with¨: - the Ministry of Social Affairs/Observatoire National de la Migration (ONM) to work on data collection and analysis on migrants in vulnerable situations, thematic studies and research, and migration governance and, - the Instance National de Prevention de la Torture (INPT) to work on independent reporting on the situation of migrants in detention
Target	2026		By the end of 2026, - The ONM has designed a plan to work on data collection using disaggregated data according to the prohibited grounds of discrimination and developed a research methodology and launched 1 study. - The INPT has initiated work on monitoring and reporting on the situation of migrants in detention
Target	2027		By the end of 2027, - The ONM has started implementing the data collection and analysis plan and used the qualitative data to inform fact-based dialogue and evidence-based policy and programming. - The INPT has integrated the monitoring and reporting on the situation of migrants in its annual report and adopted a strategy to use the data collected
Target	2028		By the end of 2028, - The ONM has launched a 2nd study and continues to implement the data plan to inform fact-based dialogue and evidence-based policy and programming - The INPT continues to monitor and report on the situation of migrants and uses the data collected according to its strategy
Target	2029		By the end of the project, the ONM and INPT produce data on the human rights violation experienced by migrants and the data is used by migration governance actors in Tunisia
Output 3			Institutional internal oversight mechanisms addressing human rights violations by migration governance actors are established/strengthened
Output indicator			# of internal accountability mechanisms of migration governance actors that have been strengthened on human rights issues-
Baseline	2024		To be developed during the inception phase. DIHR has not yet been able to assess this aspect during its scoping, in particular in its dialogue with the Ministry of Interior.
Target	2025		To be developed during the inception phase
Target	2026		To be developed during the inception phase
Target	2027		To be developed during the inception phase
Target	2028		To be developed during the inception phase
Target	2029		To be developed during the inception phase
EGYPT			
Output 1			The capacity of the Egyptian National Council for human rights (NCHR) to gather and analyse data on the human rights situation of migrants is strengthened
Output 1 indicator			# of qualitative data collection methodology developed, # of research studies to analyse the challenges and human rights violations faced by migrants in Egypt conducted

Baseline	2024			Representative data on migration is not available in Egypt. The numbers of migrants (9 million) used by officials within the migration governance actors is not verifiable. Amongst the data that is available, there is little focus on the human rights situation of migrants and/or disaggregation by prohibited grounds of discrimination. The NCHR engages on the thematic of migrant rights but does not use its mandate to contribute to the production of qualitative data in Egypt.
Target	2025			By the end of 2025, the DIHR has entered into an agreement with the NCHR to work on data collection and analysis on migrants in vulnerable situations, thematic studies and research including the situation of migrants in detention.
Target	2026			By the end of 2026, the NCHR has designed a plan to work on data collection using disaggregated data according to prohibited grounds of discrimination.
Target	2027			By the end of 2027, the NCHR has launched 1 study and started implementing its strategy on collecting and making strategic use of data on migrants.
Target	2028			By the end of 2028, the NCHR has launched a second study and continues to implement its strategy on collecting and making strategic use of data on migrants
Target	2029			By the end of the project, the NCHR produce data on the human rights violation experienced by migrants and the data is used by migration governance actors in Egypt.
REGIONAL/ CROSSCUTTING				
Output 1				Capacity development tools and processes developed by the international actors intervening in the field of migration management promote and protect the human rights of migrants
Output 1 indicator				# of tools/training design adapted to promote and protect human rights, including women´s rights
Baseline	2024			A substantial portion of international support in the Mediterranean region is directed at capacity development of migration governance agencies but the curricula and learning approaches do not sufficiently integrate human rights as central to the learning (both in terms of content and processes). DIHR suggests starting this regional component with the ICMPD regional training institute and broaden it if there is demand and traction from the other partners in the Med migration programme (IOM, UNHCR, EUAA).
Target	2025			By the end of 2025, a baseline assessment of ICMPD's Regional Training Institute' existing training curricula and learning approaches and a perception study methodology has been discussed with ICMPD's Training Institute
Target	2026			By the end of 2026; - # of identified ICMPD curricula are revised to be human rights-based (exact number to be defined during the inception period) - The DIHR has been in dialogue with the other Med migration programme partners (IOM, UNHCR, EUAA) to assess the need and willingness to engage with the DIHR to assess their training curricula and learning for human rights integration.
Target	2027			By the end of 2027 # of identified curricula are revised to be human rights centred
Target	2028			By the end of 2028 # of identified curricula are revised to be human rights centred
Target	2029			By the end of the project in 2029 # of identified curricula are revised to be human rights centred
Output 2				The international actors intervening in the field of migration management are in regular dialogue on the human rights-based approach and human rights challenges of their interventions
Output indicator				# of fact-based dialogue between international partners on human rights challenges working with migration management in the relevant countries
Baseline	2024			To be further developed during the inception phase as DIHR has not yet been able to fully assess this aspect during its scoping. The mandates and operational involvement of the international actors intervening in the field of migration under the Danish Med migration programme are complementary but can also at time be in opposition. In the initial contacts made by DIHR following the guidance meeting, the programme partners (IOM, UNHCR, ICMPD, EUAA) responded positively to a proposition to convene yearly dialogue meetings with a specific focus on human rights compliance. The dialogue meetings would be facts based and confidential to the partners (Chatham House Rule based). The purpose would be to allow an open discussion on the human rights challenges they are facing and the human rights compliance of their interventions, share learning and programme adaptations.
Target	2025			By the end of 2025, ToRs for the human rights dialogue meetings are drafted and discussed between the programme partners and the Med migration programme partners commit to participation and regular dialogue.
Target	2026			To be developed during the inception phase
Target	2027			To be developed during the inception phase
Target	2028			To be developed during the inception phase
Target	2029			To be developed during the inception phase
Project Title				No outputs for DIHR under outcome 2
Outcome				**2. Enhanced asylum systems and processing (including documentation, registration, reception etc.)**
Outcome indicator				[Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement or to reflect the changes connected to an intervention. It should also indicate the means of verification]
Baseline	2024			[Situation prior to engagement activities]
Target	2029			[intended situation by the end of engagement (phase)]

Project Title		Anti trafficking bodies in Tunisia (INLCTP) and Egypt (NCCPIMTIP) produce research and data on human trafficking phenomenon.
Outcome		**3. Countering migrant smuggling and trafficking and support to livelihood enhanced**
Outcome indicator		a- Evidence of facts-based dialogue on a human rights-based approach to anti trafficking b- Evidence of available qualitative data on the human rights challenges faced by victims of trafficking (# qualitative data collection methodologies, # of studies to analyse the human trafficking phenomenon at local level)
Baseline	2024	Insufficient qualitative data available on human trafficking in both countries
Target	2029	a- Human trafficking is considered through a human rights-based approach b- More disaggregated and gender specific data on human trafficking is produced and used by migration governance actors in the region.
TUNISIA		
Output		Human rights considerations are central to the data collection, research, and analysis efforts of the Instance National de lutte contre le traffic des personnes (INLCTP)
Output indicator		# of qualitative data collection methodology developed # of research studies /case studies to analyse the challenges and human rights violations faced by victims of trafficking while in Tunisia conducted
Baseline	2024	Lack of knowledge, including research and case studies of the human trafficking phenomenon at local level (i.e. Sfax) The INLCTP does not use reliable data on migration and trafficking in person in a systematic manner
Target	2025	By the end of 2025, the INLCTP launches a pilot study on the intersection between migration and trafficking in person and a study on the human trafficking phenomenon at local level
Target	2026	By the end of 2026, the INLCTP develops guidelines and methodologies to harmonise the data collection on migration and trafficking in person for the relevant stakeholders
Target	2027	By the end of 2027, the INLCTP and the relevant stakeholders adopt the harmonised guidelines and methodologies to produce specific data on migration and trafficking in person
Target	2028	By the end of 2028, The INLCTP has the tools to produce and use specific data on migration and trafficking in person
Target	2029	By the end of 2029, The INLCTP uses collected and analysed data on migration and trafficking in person in its interventions with a gender responsive approach, designed to promote and protect human rights of victims of trafficking,
EGYPT		
Output		Human rights considerations are central to the data collection, research, and analysis efforts of the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP)
Output indicator		# of qualitative data collection methodology developed, # of research studies to analyse the challenges and huri violations faced by migrants while in Egypt conducted
Baseline	2024	The National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP) operates under a mandate to spearhead governmental efforts in preventing and combating illegal migration in Egypt, which functions as both a country of origin, transit, and destination for migrants. The NCCPIMTIP serves as the central coordinating body for all policies, national guidelines, action plans, and programs related to illegal migration, acting as an advisory entity to relevant authorities and institutions and reporting directly to the Prime Minister. DIHR suggests engaging further with the Committee during the inception phase to determine the areas of engagement. Considering the wish of the med migration programme to have a solid governance anchorage, a partnership with this central body is recommended.
Target	2025	To be developed during the inception phase
Target	2026	To be developed during the inception phase
Target	2027	To be developed during the inception phase
Target	2028	To be developed during the inception phase
Target	2029	To be developed during the inception phase

Annex 4: Risk Management

(THIS WILL BE FURTHER FINETUNED)

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

Contextual risks

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

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

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

| | | | | | on a more security-oriented intervention rather that a whole-of government approach to migration management. |

Programmatic risks

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

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

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

Institutional and reputational risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment

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

Annex 5: Budget Details

IOM (DKK)

IOM	2024	2025	2026	2027	2028	2029	Total (DKK)
Outcome 1: Enhanced migration management	**195.000**	**5.362.162**	**8.190.562**	**8.391.162**	**10.374.562**	**7.732.162**	**40.245.608**
Egypt							
Output 1.1		25.732	28.132	25.732	28.132	25.732	**133.458**
Output 1.2	15.000	1.121.299	1.121.299	1.121.299	1.321.299	921.299	**5.621.495**
Output 1.3	15.000	1.121.299	1.121.299	1.121.299	1.321.299	921.299	**5.621.495**
Tunisia							
Output 1.1	30.000	68.958	742.458	1.502.958	1.853.958	1.268.958	**5.467.290**
Output 1.2	30.000	80.879	380.879	710.879	940.879	650.879	**2.794.393**
Output 1.3	15.000	110.631	1.113.131	2.075.631	2.775.631	1.900.631	**7.990.654**
Regional/other (if relevant)							
Output 1.1	30.000	1.698.598	1.948.598	1.198.598	1.198.598	1.168.598	**7.242.991**
Output 1.2	30.000	1.013.271	1.613.271	513.271	813.271	783.271	**4.766.355**
Output 1.3	30.000	121.495	121.495	121.495	121.495	91.495	**607.477**
Outcome 3: Countering migrant smuggling and trafficking and livehood enhanced	**227.000**	**2.394.471**	**3.074.471**	**4.559.471**	**5.904.471**	**4.342.171**	**20.502.056**
Egypt							
Output 3.1	20.000	206.228	206.228	206.228	206.228	245.928	**1.090.841**
Output 3.2	30.000	1.121.103	1.121.103	1.121.103	1.321.103	921.103	**5.635.514**
Tunisia							
Output 3.1	12.000	237.479	487.479	1.272.479	2.167.479	1.717.479	**5.894.393**
Output 3.2	45.000	347.344	677.344	1.377.344	1.627.344	1.115.344	**5.189.720**
Regional/other (if relevant)							
Output 3.1	90.000	360.822	460.822	460.822	460.822	250.822	**2.084.112**
Output 3.2	30.000	121.495	121.495	121.495	121.495	91.495	**607.477**
Total Direct Costs	**422.000**	**7.756.633**	**11.265.033**	**12.950.633**	**16.279.033**	**12.074.333**	**60.747.664**
Overhead (7%)	29.540	542.964	788.552	906.544	1.139.532	845.203	**4.252.336**
TOTAL	**451.540**	**8.299.597**	**12.053.585**	**13.857.177**	**17.418.565**	**12.919.536**	**65.000.000**

ICMPD (DKK)

ICMPD	2024 DKK*	2025 DKK*	2026 DKK*	2027 DKK*	2028 DKK*	2029 DKK*	TOTAL (60 months) DKK*
Outcome 1: Enhanced migration management							
Regional							
Output 1.1.1: Migration actors in the region have access to EU-recognised certifications and quality-assured, bespoke learning and coaching experiences through the direct support of the MCP MED Training Institute.	DKK 111.750,00	DKK 4.049.063,99	DKK 4.341.103,99	DKK 3.027.667,05	DKK 2.476.367,05	DKK 964.775,00	DKK 14.970.727
Tunisia							
Output 1.1.2: Migration actors in the region and specifically Tunisia have better capacities in topics related to the movement of persons and goods, as well as knowledge management, through their participation to trainings delivered by qualified partner country officials in migration governance conducted within their territories and beyond through the direct support of the MCP MED Training Institute.	DKK -	DKK 2.885.723,17	DKK 2.960.223,17	DKK 2.922.973,17	DKK 2.762.798,17	DKK 122.925,00	DKK 11.654.643
Output 1.1.3: Tunisia Integrated Border Management institutions and capacities are reinforced, in line with Human Rights Standards.	DKK -	DKK 2.965.497,73	DKK 3.840.291,13	DKK 3.238.994,43	DKK 2.943.147,73	DKK -	DKK 12.987.931
Subtotal direct eligible costs of the Action	DKK 111.750,00	DKK 9.900.284,89	DKK 11.141.618,29	DKK 9.189.634,64	DKK 8.182.312,94	DKK 1.087.700,00	DKK 39.613.301
Audit/Expenditure verification	DKK -	DKK 52.150,00	DKK 52.150,00	DKK 52.150,00	DKK 52.150,00	DKK 52.150,00	260.750
MEAL	DKK 545.011,40	DKK 1.000.566,13	DKK 1.000.566,13	DKK 1.000.566,13	DKK 1.000.566,13	DKK 1.373.066,13	5.920.342
Total direct eligible costs of the Action incl MEAL and Audit costs	**DKK 656.761,40**	**DKK 10.953.001,02**	**DKK 12.194.334,42**	**DKK 10.242.350,77**	**DKK 9.235.029,07**	**DKK 2.512.916,13**	**DKK 45.794.393**
Administrative costs (7% total direct eligible costs of the Action)	DKK 45.973,30	DKK 766.710,07	DKK 853.603,41	DKK 716.964,55	DKK 646.452,03	DKK 175.904,13	3.205.607
Total eligible costs	**DKK 702.734,70**	**DKK 11.719.711,09**	**DKK 13.047.937,83**	**DKK 10.959.315,33**	**DKK 9.881.481,11**	**DKK 2.688.820,26**	**DKK 49.000.000**

UNHCR (DKK)

UNHCR	2024	2025	2026	2027	2028	2029	Total (DKK)
Egypt							26.250.000,00
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							
Output 2A Provision of asylum capacity development in terms of technical guidance and support to key government counterparts, including at local level, in furtherance of the adoption and implementation of a fair and efficient asylum framework, including with regards to access to territory	80.844,10	269.480,60	359.307,40	449.134,30	449.134,30	449.134,30	2.057.035,00
Output 2B Provision of registration capacity, and then eventually in view of the transition to the government assumption of responsibility, of technical guidance and support to the GoE in this regard	623.211,90	1.869.635,63	1.869.635,63	1.869.635,63	1.869.635,63	1.869.635,63	9.971.390,00
Output 2C Provision of RSD capacity, initially for UNHCR and then eventually in view of the transition to the government assumption of resonsibility, provision of technical guidance and support to the GoE	-	1.534.060,00	1.534.060,00	1.534.060,00	1.534.060,00	1.534.060,00	7.670.300,00
Outcome 3: Support to protection and resilence activities to counter smuggling and trafficking with the view to stabilize the refugee population in Egypt							
Output 3A: GBV survivors benefit from Village Savings and Loans Associations (VSLA programme)	-	279.310,40	279.310,40	279.310,40	279.310,40	232.758,40	1.350.000,00
Output 3B: Livelihood support to refugees, asylum seekers and vulnerable host communities	74.710,00	508.033,00	508.033,00	508.033,00	508.033,00	508.033,00	2.614.875,00
Associate Partnership Officer - Secondment to GoE/ MoSS							79.000,00
MEAL Activities							984.287,00
Subtotal Egypt							**24.647.887,00**
Indirect cost (6.5%)							1.602.113,00
Total Egypt							**26.250.000,00**
Tunisia							
Outcome 3: Counter smuggling and trafficking and livelihood enhanced							
Output 3A: Enhance the capacity of refugees by building on their existing skills and empowering them to develop skills in demand.							
Output 3B: Establish and enhance self-reliance opportunities that are directly linked to the local needs and in line with efforts to foster complementary pathways in third countries.	-	1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	1.643.192,40	8.215.962,00
Subtotal Tunisia							**8.215.962,00**
indirect cost (6.5%)							534.038,00
Total Tunisia							**8.750.000,00**
TOTAL UNHCR							**35.000.000,00**

EUAA (DKK)

	Inception period		Implementation phase				Closing phase	
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)	Nov-Dec 2024 (2 months)	**Year 1** Jan-June 2025 (6 months)	**Year 1** June-Dec 2025 (6 months)	**Year 2** Jan-Dec 2026 (12 months)	**Year 3** Jan-Dec 2027 (12 months)	**Year 4** Jan-Dec 2028 (12 months)	**Year 5** Jan-Apr (4 months)	**Year 5** May-Oct 2029 (6 months)
Inception period between November 2024 and June 2025, including HR recruitment, further assessment of needs/interests, workplan preparation	DKK 0,00							
Regional activities – implementation phase								
Output 1 - Expertise on asylum-related matters is enhanced, including the understanding of the process and steps necessary for the establishment of a national asylum system. -Estimated two/three regional activities per year (with possibility of ad-hoc bilateral activities) supported by one Project Officer, One Thematic Officer and one Administrative Assistant. No capacity building activities will be implemented during the Inception phase and during the closing phase. The closing phase will be dedicated to evaluating results, impact and to informing future initiatives. All of which will be performed by the project team.			DKK 1.491.620,00	DKK 2.237.430,00	DKK 2.237.431,00	DKK 2.237.432,00		DKK 2.237.433,00
Output 2 - Capacities on managing asylum and reception procedures are enhanced, with a focus on vulnerable groups. -Estimated two/three regional activities per year (with possibility of ad-hoc bilateral activities) supported by one Project Officer, One Thematic Officer and one Administrative Assistant. No capacity building activities will be implemented during the Inception phase and during the closing phase. The closing phase will be dedicated to evaluating results, impact and to informing future initiatives. All of which will be performed by the project team.			DKK 1.491.621,00	DKK 2.237.430,00	DKK 2.237.431,00	DKK 2.237.432,00		DKK 2.237.433,00
Total DKK (per Year)	**DKK 0,00**		**DKK 2.983.241,00**	**DKK 4.474.860,00**	**DKK 4.474.862,00**	**DKK 4.474.864,00**		**DKK 4.474.866,00**
Reserve								**DKK 1.617.307,00**
Grand Total DKK								**DKK 22.500.000,00**

DIHR (DKK)

DIHR MediRights	2024	2025	2026	2027	2028	2029	Total (DKK)
Outcome 1: Enhanced migration management (including strengthened border management, AVR/ R, documentation etc.)							
Egypt							
Output 1: The capacity of the Egyptian National Council for human rights (NCHR) to gather and analyse data on the human rights situation of migrants is strengthened	89.689	465.237	582.241	591.324	576.509	475.767	2.780.766
Tunisia							
Output 1: Capacity development tools and processes for migration governance actors in Tunisia enable state actors with a role to play in border management to fulfil their mandate in a human rights compliant manner	86.052	631.085	1.066.744	1.076.012	1.085.465	729.389	4.674.747
Output 2: The gathering and analysis of data on the human rights situation of migrants is strengthened	86.052	631.085	1.066.744	1.076.012	1.085.465	729.389	4.674.747
Output 3: Institutional internal oversight mechanisms addressing human rights violations by migration governance actors are established / strengthened	86.052	631.085	1.066.744	1.076.012	1.085.465	729.389	4.674.747
Regional							
Output 1: Capacity development tools and processes developed by the international actors intervening in the field of migration management promote and protect the human rights of migrants	105.012	1.032.131	1.709.803	1.740.322	1.771.452	1.542.470	7.901.190
Output 2: The international actors intervening in the field of migration management are in regular dialogue on the human rights centered design of their interventions	55.361	586.538	786.766	798.598	810.667	739.348	3.777.279
Outcome 3: Countering migrant smuggling and trafficking and livelihood enhanced							
Egypt							
Output 1: Human rights considerations are central to the data collection, research, and analysis efforts of the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIMTIP)	89.929	465.237	582.241	591.324	576.509	475.767	2.781.006
Tunisia							
Output 1: Human rights considerations are central to the data collection, research, and analysis efforts of the Instance National de lutte contre le traffic des personnes (INLCTP)	67.426	510.154	746.670	753.470	760.407	572.902	3.411.031
Unallocated funds to be decided during inception phase	166.393	1.238.138	1.901.988	1.925.769	1.937.985	1.498.605	8.668.879
5% MEAL		400.000	550.000	550.000	550.000	400.000	2.450.000
7% Overhead	58.238	461.348	704.196	712.519	716.795	552.512	3.205.607
Total	890.204	7.052.038	10.764.138	10.891.363	10.956.719	8.445.538	49.000.000

Annex 6: List of Supplementary Materials

Annex 7: Plan for Communication of Results

Plan for Communication of Results

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

The communication plan should focus on:

• Communication mechanisms [which should be allowed], including social media, traditional media, reports, workshops public meeting, infographics etc.

• Target groups [which should be targeted]

• When to communicate; both ongoing but also in connection with finance act, at international summits and conferences etc.

• Who is responsible [Secretariat to vet/coordinate?]

• What modalities and resources are needed for implementation of the plan. It is important to note that communication is not one activity; it must be a multi-pronged effort communicating to, among others:

- o Decision makers in host country/region
- o Stakeholders in Denmark
- o Stakeholders/general public in host country/region
- o Thought leaders, i.e. engaging and influencing the expert communities and opinion makers in the relevant programme areas. Resources to implementation of the communication plan can be (prudently) budgeted for in the programme.

• The Secretariat will propose to the SC at their first SC meeting a communication plan for the implementing partners for the SC to decide on.

Draft Annex 1 Annual Communication Plan – key events

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

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

Written articles	(Expected content, publisher and timing)
Social Media	(Strategy for using social media, type of posts, timing and frequency of posts etc.)

Annex 8: Process Action Plan for programme formulation

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Start consultant team tender process	31 January	MTF/MIGSTAB	
Selection of consultant team	15 February	MTF/MIGSTAB	
Scoping Mission	7+8 and 11-22 March	MTF/MIGSTAB and 3 consultants (= formulation team)	Brussels, Malta, Egypt, Tunisia
Validation meeting with UIM/MFA	Mid-April	MTF/MIGSTAB/UIM	
Circulation of scoping report	End April	Consultant team and MTF/MIGSTAB	
Preparation of draft document	May	Consultant team and MTF/MIGSTAB	
Submission of draft documents to PC	23 May	MTF/MIGSTAB	
PC meeting	18 June	MTF/MIGSTAB	
Documents finalised	End July	MTF/MIGSTAB	
Appraisal start	Early August	LEARNING	
Appraisal draft report	Mid-September	LEARNING	
Appraisal final report	End September	LEARNING	
Revise final report on basis of appraisal comments	1-14 October	MTF/MIGSTAB	
Submission of documents to UPR	14 October	Consultant team and MTF/MIGSTAB	
UPR meeting	31 October	MTF/MIGSTAB	
Approval by Minister of Development Cooperation and Global Climate Policy	Beginning of November	MTF/MIGSTAB	
Partner agreements/project documents with each IP to be signed	Mid-November	MTF/MIGSTAB	
Programme to officially commence	End-November	MTF/MIGSTAB	
First instalments/payments to each IP to be made	End-November/beginning December	MTF/MIGSTAB	

Annex 9: Quality Assurance Checklist

ANNEX 10: Terms of Reference Steering Committees

Terms of Reference for Regional Migration Governance Programme (RMGP) Steering Committee

Management and coordination of overall RMGP activities will be overseen by a RMGP Steering Committee with participation of UIM, MFA and the Migration Task Force. The Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the RMGP on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will approve inclusion of the new implementing partners into RMGP as well as approval of annual work plans and funds disbursements to implementing partners. The Steering Committee would meet bi-annually. The purview of the Steering Committee will include overseeing all Danish migration related interventions[37].

It is proposed that the interventions at the country level are overseen by a Country Steering Committee serviced by the MIGSTAB Secretariat. Participation is foreseen by representatives of the partner countries, the relevant RDE, the Migration Task Force, IPs, and possible Danish funded advisor(s). It is proposed that the Country Steering Committee will meet annually and oversee the coordination of strategic priorities at country level, monitoring, learning and follow-up.

1. Background

The RPMG Steering Committee (SC) is the formal mechanism for strategic dialogue and joint decision-making concerning the Regional Migration Governance Programme (RMGP) 2024-2029 between of UIM, MFA and the Migration Task Force.

2. Mandate and scope

The Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the RMGP on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will approve inclusion of potential new implementing partners into RMGP as well as approval of annual work plans and funds disbursements to implementing partners.

The SC is also the formal forum for dialogue and decisions in relation to the RPMG programme implementation. The SC will assess overall progress and relevance of activities and planned outcomes and outputs and revisit key assumptions at regular intervals. Where pivotal deviations from the programme document and partners project documents are necessary, the SC takes the decisions. The SC cannot alter overall programme objectives but may recommend changes in immediate objectives.

The mandate of the SC includes approval of annual workplans, progress reports and completion reports and decisions regarding major implementation issues (such as study tours, major events and principles for use of technical experts and short-term consultants). The SC should also monitor the overall budget execution and can provide recommendations on budget revisions (including proposals for use of unallocated funds). Final decision and approval of budget revisions rests with the [Danish Public Authority] in consultation with the Danish Ministry of Foreign Affairs.

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[37] The Steering Committee could be expanded to include other like-minded donors and international partners should this be relevant. This would imply the evolution towards a multi-donor or similar facility in the Migration area.

3. Programme Manager and Secretariat

A RMGP Secretariat is established in MIGSTAB by pooling existing relevant resources in Copenhagen. A Programme Manager will be appointed to coordinate/lead work and provide advice on migration related issues.

The Secretariat will manage the external MEAL consultant and other consultancy services necessary to support the RMGP. The Secretariat will coordinate activities with relevant remote resources from RDEs and in-country advisors funded by the RMGP or other relevant Danish programs (DAPP, RDDP etc.) and funds, including relevant attaches in the migration area. The Secretariat will provide support to strategic planning, prepare scoping reports as needed as a basis for programme adjustments and reallocations, MEAL, adherence to the ODA requirements, operational management, and secretarial support to the RMGP Steering Committee and the Country Steering Committees. The Secretariat will be responsible for consolidating all reporting from implementing partners to monitor progress against both the overall consolidated RMGP results framework and the results framework at country level.

4. Composition

Members of the SC are:

- Management representative from MIGSTAB (*at sufficiently high level to make binding decisions)*
- Management representative from UIM (*at sufficiently high level to make binding decisions)*

The SC membership is institutional. Representatives from other Ministries, partners, other donors etc. may be invited as observers as relevant.

5. Specific tasks of the SC comprise:

- Strategic dialogue and decisions in relation to strengthening the overall strategic impact of the three Programmes "capacity and dialogue on returns and readmissions" "whole of route") and RPMG.
- Cross Programme cooperation (including options for synergies in relation to broader cooperation)
- Dialogue about major developments in the region to ensure continued coherence between the programme development and the programme support.
- Decision on principles, procedures and structure for the operational management of programme/project activities
- Ensure follow up on MEAL reporting.
- Decisions concerning pivotal deviations from the programme/project documents.
- Approval of documents presented by programme management. These include annual work plans, revised semi-annual plans, progress reports, technical reports and other deliverables from service providers etc. The documents must be presented by the programme management in a brief, concise and executive form to facilitate the strategic decision making by the SC
- Monitoring of overall progress of the RPMG project with a special focus on outcome and output indicators, delays, problems, bottlenecks and possible significant changes in assumptions and risks.
- Monitoring of development in budget execution
- Assess lessons learned and discuss results of the programme before the confirm to inform both potential new phases of the project and a Completion Report.

6. Working procedures

- The SC will be chaired by XXXX
- Decisions are made by consensus
- The SC will meet bi-annually. Extraordinary meetings may be called at the request of any member.
- Decisions or approvals, which cannot await the next ordinary SC meeting can be made by email (round robin or written procedure). The round robin will be initiated by the setting SC Secretariat. The SC members have to revert back within 7 days. No answer is equivalent to "no objections".
- Standard agenda for SC meetings:
  o Approval of minutes from previous meeting
  o Update on major developments in the region and the programme of relevance to the RPMG with particular focus on changes in key assumptions for the RPMG
  o Strategic dialogue about possible new fields of cooperation (outside specific programme activities).
  o Overall status of the RPMG programme, review of each outcome area
  o Approval of progress reports and workplan
  o Schedule/Milestones
  o Budget/Financial status
  o Incoming suggestions
  o A.O.B.
- The SC will be supported by the Programme Manager and a Secretariat.
- The Programme Manager is responsible for planning the RPMG meetings in consultation with the chair as well as drafting and distributing the minutes all participants within a week after the meeting. The SC approves the minutes at the following meeting.
- The Secretariat will announce the meetings with at least 2 months' notice. All documentation for the meetings (plan/budget, reports, proposals for adjustments, etc.) shall be distributed to the members at least one week in advance together with a draft agenda.
- The Programme Manager will ensure that programming and programme implementation are responding to changes in the regular and irregular migration patterns and routes and will prepare proposals for programme response to such changes.

ANNEX 12: Strategic portfolio framework and joint management arrangements of Danish migration programmes

Denmark's Strategy for Development Cooperation "*The World We Share*" includes priorities on refugees, internally displaced people, and the flow of irregular migrants. The Danish priorities are further presented in the Danida How to Note "Udmøntningsnote – Migration og retfærdigt og humant asylsystem (ROHA)" that sets out three tracks to guide Danish interventions concerning irregular migration;[38] i) prevention of irregular migration, ii) strengthening of asylum management and processing, and iii) Strengthening of return. The How to Note underpins the Danish ambition to apply a Human Rights Based Approach to addressing the challenges. The New Danish Plan for Africa planned to be finalized in 2024 is expected to further strengthen the focus on irregular migration.

The priorities on Migration are supported by the Danish Finance Act for 2024 where the total appropriation to be administered by MFA for all migration related programmes currently under preparation exceeds DKK 1,4 billion for the upcoming 5-year period. This positions Denmark as a sizeable bilateral donor in the wider area of migration management and provides a potential to make an overall impact on the EU migration agenda, including enhanced coordination among key actors. For that reason, it is also important to ensure coordination and complementarities across the three migration related programmes. The linkages and complementarities across the three programmes are reflected in the chart below.

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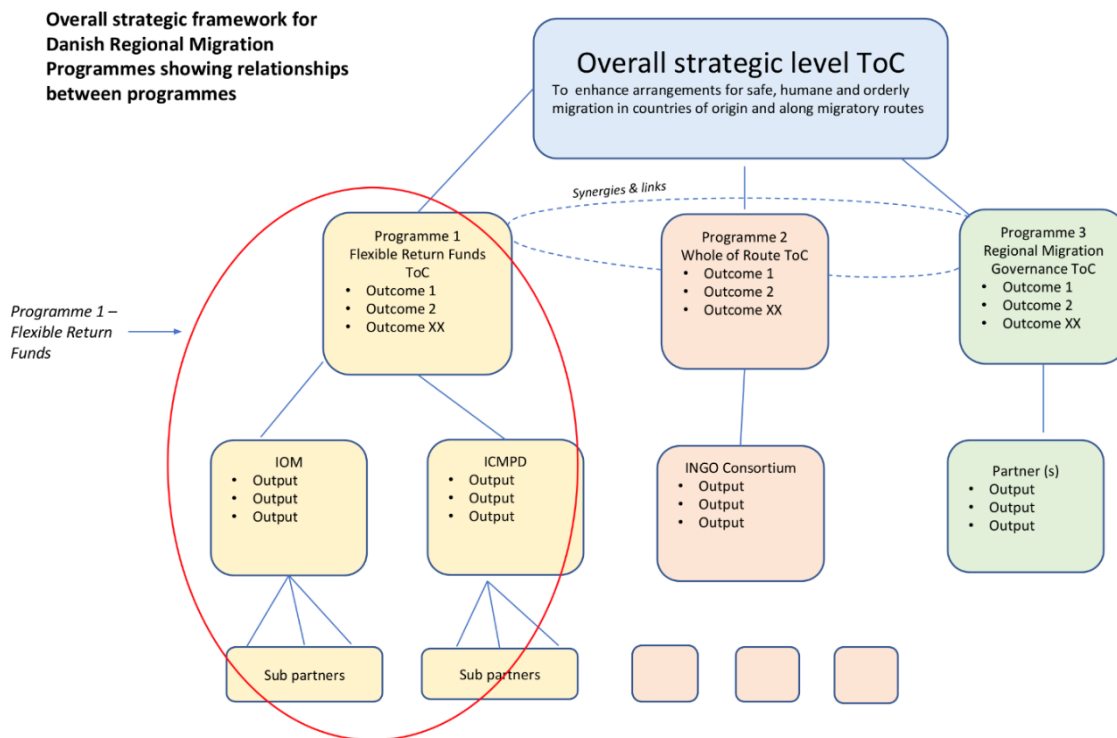
[38] In the context of this report, *irregular migration* covers all forms of movements of persons (asylum seekers, economic migrants, etc.) across borders *not in conformity* with national legislation and agreed regulatory border protection systems and procedures between states.

As the programmatic areas are highly interrelated and interdependent, it would be advantageous to manage all the programmes under a common strategic portfolio framework and an overall theory of change and utilise common administrative structures to enhance coordination, impact, and value for money.[39]

Joint strategic portfolio framework with an overarching theory of change

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

Based on the findings of the preparatory analysis for the Danish regional migration programme along the Mediterranean migratory routes (undertaken by Altai), the scoping report to the Regional Migration Governance Programme and in support of Denmark's Strategy for Development "The World We Share, 2021 – 2025", the SDGs, the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees as well international human rights standards, the overall strategic objectives of Denmark's migration related development programming can be considered as follows:

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

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

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

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

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

IF prospective migrants have access to the information required to make informed decisions, and
IF migrants have adequate and timely access to protection services, and
IF the authorities, civil society, and general public in countries of origin and in transit countries are sensitised towards the complexity and risks facing those that choose to migrate, and **IF** countries of origin, transit and destination enhance their protection-sensitive cooperation and referral services,
THEN the risk for migrants to end up in vulnerable situations is reduced.
Furthermore, **IF** immigration/asylum/border and law enforcement authorities and other relevant stakeholders, (such as civil society, referral agencies, and service providers) in countries of origin and transit are adequately empowered, trained and equipped,

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[39] Reference is made to "Danish Migration Related Engagements (2018-2022) – final review report", MFA, December 2023 and "Scoping Report Regional Migration Governance Program 2024 – 2029 with a focus on the Mediterranean region", MFA, April 2024.

THEN they will be able to handle mixed migration, cross-border crime, border management, and protection in a more safe, orderly and effective manner and in line with regional and international human rights standards, and
IF Denmark improves its return cooperation with countries of origin through providing flexible and responsive support to advance and sustain Government-to-Government cooperation and dialogue, and
IF these countries have enhanced reception and reintegration capacities in line with international standards,
THEN the voluntary repatriation of rejected asylum seekers will be more fair, orderly, humane and sustainable.
Finally,
IF migration management by state authorities is improved in line with international standards, and
IF voluntary return is safe, orderly, and with a focus on livelihoods and sustainable local reintegration prospects,
THEN the situation of returning women, men, girls and boys in their respective countries of origin is improved.
EVENTUALLY CONTRIBUTING TO improved knowledge and awareness about viable alternatives to irregular migration, stronger protection arrangements, improved international cooperation, and a fairer and more humane approach to addressing irregular migration, including voluntary return.

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

- A comprehensive approach, which involves all relevant stakeholders and takes the whole migration process into account, including countries of origin, transit as destination, contributes to safer journeys, the integration of migrants in host countries, and enables their safe return and reintegration.

- Many countries of origin, transit and destination lack the technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective migration management in line with international standards, including an improved success-rate fighting irregular migration and cross-border crime, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.

- The same is true for return processes and the support for sustainable reintegration for migrants readmitted to countries of origin.

- Many prospective migrants in countries of origin as well as migrants in transit lack the information required to make informed decisions about their next move. Enhanced access to accurate information would allow them to better plan their journey, and also to get the required support while avoiding situations of risk, thus reducing their overall vulnerability.

- In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. Targeted support in this field, e.g. in the form of capacity building, equipment and regulatory / operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate Migrants' access to the national referral mechanisms or other required services.

- Targeted support to reception and reintegration capacities of countries of origin will contribute to rendering the voluntary repatriation of rejected asylum seekers more fair, orderly, humane and sustainable.

- Cross-border crime, including trafficking and smuggling of humans, can be effectively fought through international cooperation of governments and law enforcement agencies not only among neighbouring countries but also on regional and international level.
- The strengthening of democratic principles, rule of law and human rights can have a positive impact on the various categories of migrants' rights, reception and detention conditions and gender-based violence.

Joint management arrangements

Seeking to establish joint overall management of the migration framework also aligns with key observations in the review. Thus, utilising the same governance structure will enhance the overall coherence amongst the three programmes, aid-effectiveness, and coordination, and ensure a leaner administration with focus on effectiveness, impact, and value for money.

The migration related programmes currently being prepared will be administered by MIGSTAB in the MFA and are at this stage not prepared to be administered under a joint management arrangement but rather prepared to be appraised as stand-alone programmes in accordance with Danida AMG. Each programme document, however, includes provisions to consider establishing joint management arrangements referring to this annex. The cross-programme capacity will be established to oversee the implementation of the three programmes, while also facilitating relevant cross-ministerial collaboration (the nature of which differs across each of the programmes). A common governing body will be a Migration Programme Steering Committee, comprising MIGSTAB (MFA) and UDS (UIM). This will be complemented by country-level steering groups, including MFA, UIM, attachés, implementing partners, and country authorities. This set-up is reflected in the graphic below.
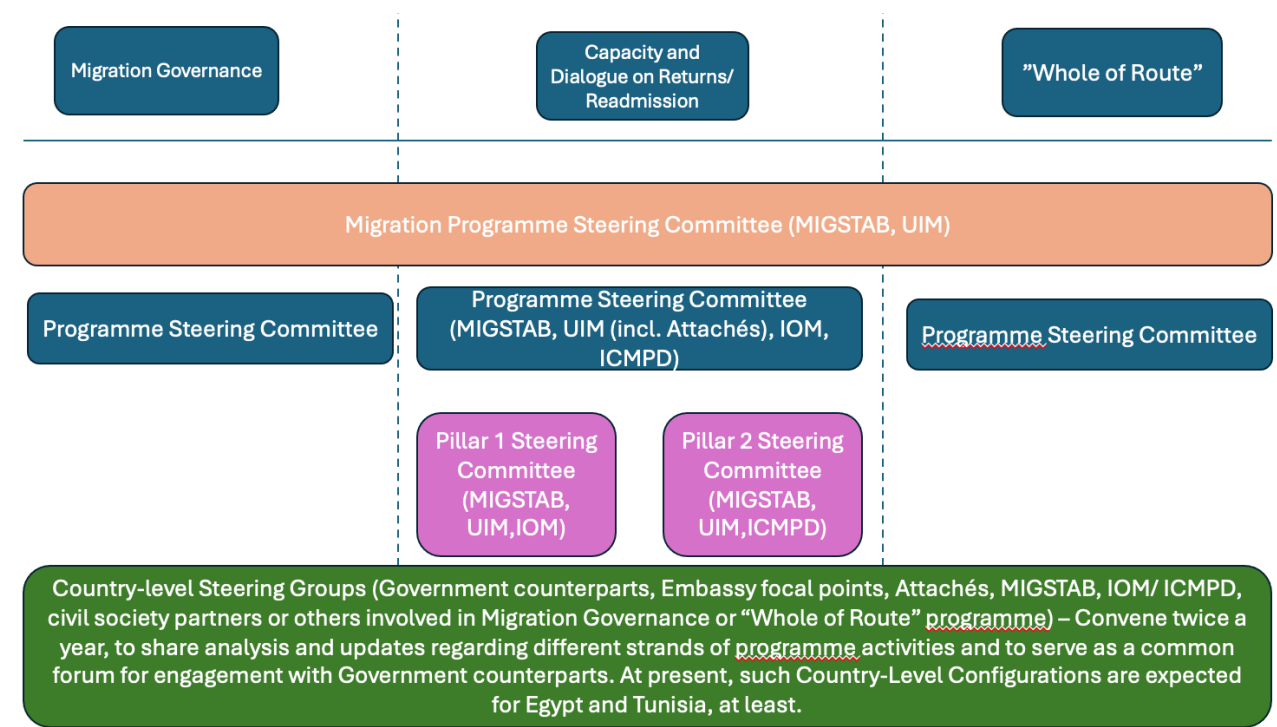
It is proposed that the lead in this process is taken by the Regional Migration Governance Program where funds are proposed to be set aside to carry out an inception review of the RMGP programme with the additional mandate

to consider establishing joint management arrangements of Danish Migration programmes.

Several aspects are to be considered regarding joint management arrangements:

- During the scoping and programming of the RMGP it has become apparent that like-minded donors might be interested in establishing a common funding facility/instrument/trust fund with Denmark to enhance agenda setting, impact, effectiveness and coordination of migration interventions and avoid donor fragmentation

- The proposed Danish Migration programmes will strengthen focus and coherence of interventions[40] and would thus benefit from oversight from a joint Steering Committee to enhance coordination, learning and synergies across programmes and geographies, including assessment of implementing partner efforts where it is noted that several implementing partners are involved in several programmes. Apart from participation of Danish Stakeholders, MFA, UIM, the Migration Task Force and MIGSTAB, such a joint Steering Committee could, at a later stage, be expanded to include like-minded donors. As above mentioned, a RMGP Secretariat will be established in MIGSTAB. The Secretariat will manage the external MEAL consultant (see below) and other consultancy services necessary to support the RMGP. The Secretariat will coordinate activities with relevant remote resources from RDEs and in-country advisors funded by the RMGP or other relevant Danish-supported programmes (DAPP, Regional Development and Protection Programme - RDPP III etc.) and funds, including relevant foreign attaches in the migration area. The Secretariat will provide support to strategic planning, MEAL, adherence to the ODA requirements if new countries and partners are selected in relation to use of the adaptive reserve, operational management, and secretarial support to the RMGP Steering Committee. The Secretariat will be responsible for consolidating all reporting from IPs to monitor progress against both the overall consolidated RMGP results framework and the results framework at country level and overseeing adherence to MFA Aid Management Guidelines (AMG). The Secretariat will also oversee communication of results, see ToR in annex 7.

- The proposed Danish Migration programmes are seeking to strengthen strategic collaboration, coherence and alignment with countries of transit and origin by establishing agreements on joint objectives on migration related issues with each country where Denmark will fund activities. The assessment in each country of the progress of and learning from program implementation against the common objectives and priorities is proposed to take place annually in a country Steering Committee meeting headed by Denmark and the specific country, including participation of implementing partners. Such annual Steering Committee meetings should include ALL Danish migration related programmes in the country.

- Joint management arrangements of Danish migration programmes should include; i) definition of a joint ToC and results framework for all migration programming, ii) a common approach to MEAL and use of the MEAL contractor, iii) a joint approach to Steering Committte arrangements, and iv) joint financial management and reporting arrangements.

Overall, the approach in the proposed Danish migration programmes marks a new Danish approach to migration programming and program implementation. Earlier, Danish approaches have not involved systematic dialogue and alignment on common migration related objectives and priorities with countries of transit and origin but have rather established migration related objectives and priorities directly with implementing partners thus using

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[40] This approach contrasts earlier approaches where the migration portfolio has featured a mix of country, multi-country, regional and global projects and with a diversity of content that has prevented Denmark from maximizing impact and has raised risks.

implementing partners as interlocutors of beneficiary country priorities and objectives.

The new approach calls for improved Danish management arrangements regarding migration related program implementation. <u>Specifically, it is suggested that the RMGP carry out an inception review cutting across all migration programmes in the second quarter of 2025 (tentatively May or June 2025)</u>. The inception review will include:

- Assessment and preparation of joint management arrangements for Danish migration programmes, including
  - o Establishment of a joint Steering Committee
  - o Establishment of joint Country Steering Committees
  - o Establishment of a joint MIGSTAB migration management unit/secretariat, including collaboration with RDE and migration program advisors, and appointment of a programme manager with sufficient managerial experience, and sufficient knowledge of the migration and development area and of MEAL.
  - o Preparation of joint management guidelines
- Assessment of interest from like-minded donors and preparation of a common funding facility for migration related programming
- Preparation of a Process Action Plan for the establishment of joint migration program management arrangements

As mentioned above the RMGP budget will include a budget allowance for the cross-cutting inception review and possibly subsequent cross-cutting reviews of all migration programmes.

MEAL

Monitoring will be an integral and particularly important component required to continuously inform and guide the programme's implementation given the programme's multi-country outlook, its financial allocation and time span. The programme will build on the existing MEAL architecture and practices of the implementing partners, while having a particular focus on strengthening the documentation and identification of outcomes and impacts achieved throughout the programme period. Five percent of the allocations to implementing partners will be geared towards internal MEAL capacities and systems (both at global and at country level) to ensure such capacities are strengthened in a sustainable and comprehensive manner throughout the programme period.

An external MEAL unit will be selected via tender and set up within the strategic portfolio management framework overseeing the range of Danish supported migration related programmes. The external MEAL unit's role will be to monitor and oversee programme implementation of the programmes during the full programme period, while also feeding into mid-term reviews undertaken by each programme. The external MEAL-unit will report biannually to the programme steering committee on findings and recommendations and on a day-to-day basis report to the MIGSTAB-team. Funding for the MEAL unit will be split across relevant migration programming supported by the MFA.