




















































The Danish Migration Management and Return, Readmission og Reintegration Programme (DMRP) 2024-2029

<p>Key results:</p> <p>The key results of the programme are 1) to contribute to strengthened capacities of countries of origin to manage migration challenges in line with international standards, and 2) to contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.</p> <p>Justification for support:</p> <p>The programme responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration. The programme positions Denmark to play a leading role in the use of development assistance to support longer-term, more sustainable approach to programming addressing migration challenges, and particularly in relation to migration management, as well as returns, readmission and sustainable reintegration.</p> <p>Major risks and challenges:</p> <p>The main risks concern a lack of collaboration with in the priority or country of origin on the migration agenda. Other risks include problematic conduct of law enforcement agencies benefitting from certain components within the programme. This is mitigated by a strong human rights and HRBA focus across the programme.</p>	<p>File No.</p> <p>24/13275</p>																								
	<p>Country</p> <p>Based on continuous assessment</p>																								
	<p>Responsible Unit</p> <p>MIGSTAB</p>																								
	<p>Sector</p> <p>15190 Facilitation of orderly, safe, regular and responsible migration and mobility</p>																								
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	<p style="text-align: center;"><i>DKK million</i></p> <table border="1"> <thead> <tr> <th></th> <th>2024</th> <th>2025</th> <th>2026</th> <th>2027</th> <th>2028</th> <th>2029</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Commitment</td> <td>100</td> <td>110</td> <td>110</td> <td>110</td> <td>0</td> <td>0</td> <td>430</td> </tr> <tr> <td>Projected disbursement</td> <td>20</td> <td>82,5</td> <td>83,5</td> <td>82,5</td> <td>82,5</td> <td>79</td> <td>430</td> </tr> </tbody> </table>		2024	2025	2026	2027	2028	2029	Total	Commitment	100	110	110	110	0	0	430	Projected disbursement	20	82,5	83,5	82,5	82,5	79	430
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<p>Relevant SDGs</p> <table border="1"> <tbody> <tr> <td>  No Poverty </td> <td>  No </td> <td>  Good Health, </td> <td>  Quality Education </td> <td>  Gender Equality </td> <td>  Clean Water, Sanitation </td> </tr> <tr> <td>  Affordable Clean Energy </td> <td>  Decent Jobs, Econ. Growth </td> <td>  Industry, Innovation, Infrastructure </td> <td style="background-color: #cccccc;">  Reduced Inequalities </td> <td>  Sustainable Cities, Communi </td> <td>  Responsible Consumption </td> </tr> <tr> <td>  Climate Action </td> <td>  Life below Water </td> <td>  Life on Land </td> <td>  Peace & Justice, strong Inst. </td> <td>  Partnerships for Goals </td> <td></td> </tr> </tbody> </table>	 No Poverty	 No	 Good Health,	 Quality Education	 Gender Equality	 Clean Water, Sanitation	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communi	 Responsible Consumption	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals								
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Objectives for stand-alone programme:

The overall objective of the programme is to contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration, in line with international human rights standards.

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

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or				

IOM	0	0	0	0
ICMPD	0	0	0	0
Total green budget (DKK)	0	0	0	0

Project 1 (engagement as defined in FMI):	IOM	Total thematic budget: [million]
Engagement 1 - the development project		190
Engagement 2 - auxiliary activities: advisors, M&E., etc. reviews (repeat as relevant)		2,5
Engagement 3 – un-allocated funds		22,5
Total		215

Project 2 (engagement as defined in FMI):	ICMPD	Total thematic budget: [mill.]
Engagement 1 - the development project		190
Engagement 2 - auxiliary activities: advisors, M&E., etc. reviews (repeat as relevant)		2,5
Engagement 3 – un-allocated funds		22,5
Total		215
	Programme	[Budget for Programme Support]
	Total	430

Programme Document

The Danish Migration Management and Return, Readmission and Reintegration Programme (DMRP)

2024-2029

Abbreviations

AMG	Aid Management Guidelines
A/WMR	Atlantic/Western Mediterranean Route
CMR	Central Mediterranean Route
COMPASS	Cooperation on Migration and Partnerships to Achieve Sustainable Solutions initiative
DAC	Development Assistance Committee
DKK	Danish Krone
DIHR	Danish Institute of Human Rights
EU	European Union
FRR	Final Results Report
GCM	Global Compact on Migration
GDP	Gross Domestic Product
HRBA	Human Rights-Based Approach
ICMPD	International centre for Migration Policy Development
IOM	International Organisation for Migration
JVAP	Joint Valletta Action Plan
LNOB	Leaving No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
MENA	Middle East and North Africa
MIGSTAB	Migration, Stabilisation and Fragility
MFA	Ministry of Foreign Affairs
MMD	Mediterranean Migration Dialogue
MOPAN	Multilateral organisations performance assessment network
NDICI-GE	Neighbourhood, Development and International Cooperation Instrument – Global Europe
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
RELICA	Enhancing Readmission and Legal Identity Capacities
SGBV	Sexual and Gender-Based Violence
SO	Strategic Objective
SOM	Senior Official Meetings
SOP	Standard Operating Procedure
SRF	Strategic Results Framework
ToC	Theory of Change
UM	Ministry of Foreign Affairs
UN	United Nations
UIM	Ministry of Immigration and Integration

Table of contents

1	Introduction	1
2	Context, strategic considerations, rationale, and justification	2
2.1	Overall rationale and justification.....	2
2.2	Context	3
2.3	Strategic framework.....	5
2.3.1	International policies	5
2.3.2	Danish policies and strategies	6
2.4	Past results and lessons learned	7
2.5	Selection of partners	9
2.5	Aid effectiveness	10
2.6	Justification according to the DAC criteria.....	11
2.7	Alignment with cross-cutting priorities	11
3	Programme Objective	12
4	Theory of change and key assumptions	13
4	Summary of the results framework.....	15
4.1	Short summary of projects	17
5	Inputs/budget	20
5.1	Arrangements for use of funding to IOM and ICMPD	21
5.2	Arrangements for use of unallocated funding	21
6	Institutional and Management arrangements	21
6.1	Organisational set-up.....	21
6.2	Approach to adaptive management.....	23
6.3	Monitoring, evaluation, accountability, and learning.....	23

3.1	Communication of results	26
7	Financial management, planning and reporting.....	26
8	Risk Management	27
9	Closure	28
	ANNEX 1: CONTEXT ANALYSIS	29

1 Introduction

This programme document outlines the background, rationale and justification, objectives and management arrangements for Denmark's support to "Danish Migration Management and Return, Readmission and Reintegration Programme (DMRP)" for the period 2024-2029.

The overall objective of the programme is to support priority countries of origin with capacity development and technical assistance within migration management, as well as their capacity on return and readmission, including the provision of sustainable reintegration. The programme will also inform a broader bilateral policy dialogue with partner countries on migration issues. The programme is in line with and informed by international human rights standards, Human Rights-Based Approaches, and Denmark's strategic development and migration policy priorities, including the Danish strategy for development cooperation "The World We Share"¹.

The programme is jointly managed by the Ministry of Foreign Affairs (MFA) and the Ministry of Immigration and Integration (UIM), while embedded in the MFA's Department for Migration, Peace and Stabilisation (MIGSTAB). The programme responds to the Danish Government's Finance Act of 2024, the "flexible return funds" (§06.32.10.13) allocated to support dialogue and cooperation on return, readmission and sustainable reintegration. The programme has a total budget of DKK 430 million between 2024-2029. The programme consists of two separate pillars (projects) with the International Organisation for Migration (IOM) and the International Centre for Migration Policy Development (ICMPD) as implementing partners, respectively, with a separate window of unallocated funding to ensure the programme is able to pursue an adaptive approach.

The programme is a key part of Denmark's support to migration related engagements in general and is one of the programmes supported through the Danish Finance Act (§06.32.10) for 2024 pertaining to different responses to migration related issues. Since the programmes under this Finance Act account are highly interrelated and interdependent, a common strategic portfolio management framework will guide the steering of the programmes in order to facilitate synergies and complementarities across the programmes, and to ensure greater efficiency in relation to management and administrative arrangements. This is described in further detail in subsequent sections, both in relation to the Theory of Change (section 3.2) and the operational and management arrangements (section 5).

The programme seeks to enable MFA and UIM to engage in constructive dialogue and mutually beneficial partnerships on migration with prioritised countries of origin in order to respond to ongoing and emerging priorities and entry points for cooperation on migration issues. Given the changing dynamics within countries of origin, coupled with shifts in the priorities and entry points, many of which are subject to ongoing dialogue between the Danish Government and authorities in prioritised countries, the programme design takes a flexible and adaptive approach, described in further detail in Section 5. Overall, the identification and prioritisation of partner countries of origin will be continuously assessed.

¹ I.a. the principles for Danish development cooperation and specific pillar on preventing and fighting poverty and equality, conflict and displacement, irregular migration and fragility.

2 Context, strategic considerations, rationale, and justification

2.1 Overall rationale and justification

According to IOM, there are around 281 million international migrants in the world, which equates to 3.6 percent of the global population, estimated to generate 9.4 % of global GDP (including via remittances).² The number of migrants and refugees is growing moderately yet faster than the global population growth, with around one third of global migration estimated to be irregular migration – defined by the EU as “movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries”³.

Irregular migration is often multi-directional, involving returns to countries of origin, followed by back-and-forth movements, or migration onwards to other destinations. These mobility patterns are shaped by evolving political and security landscapes, climate change and protracted economic uncertainty. Supporting countries of origin improve capacities, systems, and policy frameworks for migration management not only enhances the potential of those countries to manage migrants effectively within their own borders, but also boosts prospects for sustainable return and reintegration of their own readmitted nationals.

The ability and willingness of countries of origin to manage migrants within their own borders represents a significant, complex, and multi-faceted challenge. This requires a broad set of institutional capacities, systems and policy frameworks, which typically span multiple line ministries both at national and at sub-national level. Managing the interplay across these state functions and capacities, while also addressing the inherently dynamic and fluid nature of migration, presents significant challenges to many countries. These challenges are further exacerbated when recalling that much of irregular migration takes place in a context of political, economic, and social uncertainty and volatility, often including or connected to violent conflict, the adverse effects of climate change, or other dynamics or phenomenon which, by their very nature, are often beyond the remit and control of a single state.

Migration governance systems have been a key area of focus for many countries and international organisations in the past three decades, and significant – though uneven – progress has been achieved. However, recent migration trends suggest that many of these governance systems require significant revision and updating to respond effectively to the changing nature of migration, and to effectively manage migrants within their own borders. Migration Policy Institute (MPI) have identified a number of these emerging challenges, several of which are directly relevant to this programme. For example, MPI notes that migrants seek out second and third destinations, in a sign of new movement patterns. This also has implications in the context of return and readmission, underlying the challenge and importance of facilitating more sustainable reintegration while, at the same time, given that many countries of origin also serve as transit countries, being able to manage the movement (and stay) of migrants more effectively within one’s own borders.

Often, return and readmission processes are hindered by a lack of valid identity and/or travel documents, which hampers the determination of nationality of the prospective returnee. Similarly, the international

² IOM World Migration Report 2024

³ European Commission, Migration and Home Affairs, “Glossary: irregular migration”, available at: [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/irregular-migration_en#:~:text=Definition\(s\),sending%2C%20transit%20and%20receiving%20countries](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/irregular-migration_en#:~:text=Definition(s),sending%2C%20transit%20and%20receiving%20countries).

processing of readmission cases relies on largely paper-based mechanisms, causing major delays that are often perceived as lack of cooperation, determining diplomatic tensions.

Additionally, for countries of origin, readmission and reintegration can strain the socio-economic fabrics, especially when high numbers of returnees arrive within a short period of time. Similarly, returnees may struggle to readapt and rebuild their lives once back home because of economic, social and psychological factors. Communities may be unable to provide network and resources, making the experience of returning a risk factor for the community and the returnees – and thereby the sustainability of the reintegration processes.

In recent years, return, readmission and reintegration underpinned by robust identity management systems has become a policy priority for migration governance and development strategies of many countries. Countries of origin are primary actors for establishing the identity of migrants and providing them with means to prove their identity. For resource-constrained countries or those recovering from conflicts, challenges in the establishment and management of sound identity systems include, among others, outdated paper-based systems, obstacles to the accurate establishment and maintenance of residents' records, scarcity of financial and human resources, and non-comprehensive legal frameworks. In addition, the establishment of ID and issuance of travel documents to prospective returnees is a sensitive political topic in many countries of origin and requires the development of robust and mutually beneficial partnerships to ensure cooperation and trust.

Operating a rights-based and sustainable development-oriented approach that facilitates safe mobility requires the improvement of national migration capacities with a “whole of government” approach, including strengthened identity management architectures, as well as enhanced cooperation and coordination at national as well as international level – between countries of origin, transit, and destination. Efficient migration management policies and structures supported by professional, well-trained personnel can facilitate and foster enhanced migration management, reduce irregular migration, protect the right of migrants and underpin efficient, sustainable and rights-based return and readmission.

2.2 Context

Multifaceted migration drivers

Migration is influenced by a combination of economic, environmental, political and social factors: either in a migrant's country of origin (push factors) or in the country of destination (pull factors). Economic hardship and lack of opportunities, conflict, political instability, persecution and repression, and environmental degradation and disasters push individuals to leave their home country and seek better opportunities and safety abroad. Meanwhile, pull factors such as better employment opportunities and a higher standard of living in destination countries attract migrants seeking economic stability and improved prospects. Strengthening the capacities, systems and policy frameworks of relevant state authorities in relation to migration management can serve to both mitigate some of these “push” factors, while also ensuring greater attention to certain “pull” factors, particularly in the context of reintegration. A comprehensive, evidence-based and tailored approach to migration programming seeks to respond to (or mitigate) push factors in countries of origin, while at the same time working to strengthen migration management. This is particularly important in the context of more effective and sustainable migration management, including return and readmissions.

Since the interaction of push and pull factors is complex, the distinction between countries of origin, transit or destination is frequently blurred, and countries can be all three at the same time. Also, migratory flows are extremely volatile: while some routes or hubs have remained relevant over time, individual flows can fluctuate quickly and dramatically, in reaction to a changed situation on the ground. This also speaks to the importance of investing in the capacities, systems and policy frameworks for migration management more broadly, given that this can strengthen a country's migration management for migrants within their own borders, as well as the reintegration of returning nationals.

Overall, migration in countries of origin touches upon a multitude of topics: security, economy, health, education and training, poverty, agriculture and food security, to name but a few, are involved. Adequate responses therefore require a comprehensive multi-stakeholder response, which follows a “whole of government” approach, involving central as well as local authorities, and cooperation with civil society, private partners, academia and the population.

An important issue for countries of origin is the topic of data. The development of evidence-based policies needs robust data about the migration situation on the ground, including information about the number of potential migrants and their motivations. This is a gap in many countries, which constitutes an obstacle for development of effective migration management, which could be overcome by the systematic inclusion of migration aspects in demographic and health surveys, censuses, household income and expenditure surveys, and labour force surveys be included. Information is also key for potential migrants: research has found that decisions to migrate are often made based on inadequate information or distorted notions of the possibilities and conditions of employment in countries of destination, as well as insufficient information on the costs and potential risks of the trip.

The return of migrants to their countries of origin brings opportunities and can benefit development through the transfer of funds and knowledge. But if not managed well, it can also become a burden to local systems, e.g. if many returnees arrive at the same time, if they belong to the lesser skilled cohort of emigrants, or when they are not able or willing to reintegrate. Also here migration governance has to play a strong role, by developing institutional and policy frameworks that ensure efficient and orderly migration management, including smooth return procedure and targeted reintegration support.

Overview of existing initiatives on migration management

The EU Commission is by far the largest donor and external political actor in the field of migration related activities funding many of the same implementing partners as Denmark, such as IOM and ICMPD.

Addressing irregular migration as well as cooperation on return, readmission and reintegration are some of the main priorities (following the Joint Valetta Action Plan) in the EU's development interventions for migration related activities under the *Neighbourhood, Development, and International Cooperation Instrument – Global Europe (NDICI-GE)*. Among others, EU's regional programme in Sub-Saharan Africa have allocated a flexible pool of funds that may serve as necessary leverage in appropriate contexts to bring about effective compliance with the EU's agreements and dialogues on migration with third countries. The funds from the NDICI-GE for migration management as well as return, readmission and reintegration are also included in the Team Europe Initiatives for the Atlantic/Western Mediterranean route and the Central Mediterranean route, in which Denmark also participates. The same applies to the coordination mechanisms EMWP and MOCADDEM (external dimension of migration), where discussions on EU's cooperation with third countries, including the use of relevant leverage takes place.

For the financial aspects of the external dimension of migration, a coordination group on migration related activities under NDICI is led by the Commission in order to secure Member State feedback on future priorities and activities as well as for the purpose of coordination across migration engagements supported by the EU and Member States. Denmark actively partakes in this coordination both on capital level, as well as local level (the latter in the framework of the Team Europe Initiatives).

2.3 Strategic framework

2.3.1 International policies

The programme aligns closely with Denmark's commitments to and engagements in various international policy frameworks and agendas, both at global and at EU level.

Denmark is signatory to the Global Compact for Safe, Orderly and Regular Migration (GCM), which is part of a broader agreement, the New York Declaration for Refugees and Migrants, endorsed by 193 UN Member States recognising the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. The GCM, specifically, is the first inter-governmentally negotiated agreement, prepared under the auspices of the UN, covering all dimensions of international migration in a holistic and comprehensive manner. It is a non-binding document that respects states' sovereignty regarding the right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration⁴.

Denmark is also a signatory to the 1951 Refugee Convention and the 1967 supplementary protocol which provides the internationally recognized definition of a refugee and outlines the legal protection, rights, and assistance a refugee is entitled to receive. While the 1951 Refugee Convention and the 1967 supplementary protocol represent core pillars of international refugee law, they also have significant implications for questions pertaining to return and readmission due to the non-refoulement principle in Article 33 of the 1951 Convention.

On 14 May 2024, the European Council adopted the new *EU Migration and Asylum Pact (the Pact)*⁵. The Pact represents a significant legislative reform and consolidation of common EU agreements and rules.⁶ On the external dimension of the Pact, a part is the embedding of migration in international partnerships and cooperation on migration issues, including addressing irregular migration by among others strengthened capacity on migration management and cooperating on return, readmission and the provision of sustainable reintegration support.⁷

The programme is also informed by the Joint Valletta Action Plan (JVAP) for 2015. A set of political and operational measures to enhance cooperation between African and European countries with the aim to

⁴ IOM, "Global Compact for Migration", available at: <https://www.iom.int/global-compact-migration>

⁵ <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>

⁶ <https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact>

⁷ https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en

provide a framework for human and sustainable management of migration⁸. The JVAP is structured five priority domains, including: i) development benefits of migration and addressing root causes of irregular migration and forced displacement; ii) legal migration and mobility; iii) protection and asylum; iv) prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings; and v) return, readmission, and reintegration.⁹

2.3.2 Danish policies and strategies

The 2024 Finance Act and the Government's priorities for Danish Development Cooperation demonstrate the interconnected nature between climate change, migration, and conflicts, and the subsequent importance of addressing these challenges in a coherent and integrated manner. In this context, addressing irregular migration is one of four main lines of action articulated in the Finance Act. In this context, the programme can be seen as responding to a clear priority. Centrally, the programme will have an emphasis on establishing mutually beneficial partnerships with our implementing partners and partner countries. The specific engagements will address the development challenges in the countries in question.

The programme aligns with several of the objectives articulated in Denmark's strategy for development cooperation "The World We Share", including "the principles for Danish development cooperation" and specific pillar on "preventing and fighting poverty and equality, conflict and displacement, irregular migration and fragility". Among others, the strategy seeks to strengthen cooperation on voluntary return of persons without legal residence in Denmark. In this context, the programme can be seen as an important contribution towards Denmark's foreign policy and development objectives pertaining to strengthening the collective ability to address irregular migration in a safer and orderly manner, centred primarily around strengthening the capacity and ownership of States that are both countries of origin, transit and destination.

As reflected in the "How to Note 4 on migration", Denmark underlines a "whole-of-route approach" that involves countries of origin, transit and destination of irregular migratory movements. The work is divided into three overall tracks of interventions that *prevent* irregular migration by promoting legal pathways to migration (track I), interventions that *manage* irregular migration (track II), and interventions that *promote* return and readmission. As stated in the "How to Note", in practice the transitions between these tracks are fluid and overlapping, though this particular programme is primarily focused on track II and III.

Return, readmission and reintegration is also an important element of the Strategy for Denmark's engagement with International Organization for Migration (IOM) 2023-2026. In this strategy, Denmark prioritises capacity development of governments and relevant authorities for better migration management with the aim to prevent irregular migration and migrants from ending up in vulnerable

⁸ European Commission, Migration and Home Affairs, "Joint Valletta Action Plan (JVAP)", available here: https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/joint-valletta-action-plan-jvap_en

⁹ "Action Plan", Valletta Summit, 11- 12 November 2015, available at: https://www.consilium.europa.eu/media/21839/action_plan_en.pdf

situations (priority area 3). Emphasis is put on the whole-of-migratory-route approach, including facilitating cross border collaboration between local and central authorities.¹⁰

2.4 Past results and lessons learned

The current programme is a continuation of the Danish single project engagements under “the flexible return funds” (§06.32.10.13) that was established in 2017. This programme seeks to collect the previous engagements under one programme to support mutually beneficial partnerships on migration with a stronger focus on overall strategic coherence. This also creates the foundation for a more comprehensive approach on migration cooperation, including through the provision of support to efforts which strengthen capacities, systems and policy frameworks which facilitate more effective and sustainable migration cooperation.

The lack of comprehensive data supporting migration management as well as return and readmission presents a key challenge to policy making in this area. However, by partnering with IOM and ICMPD, and by having a specific focus on analytical and learning capacities, the programme also seeks to adopt a more data-driven approach to migration management and the effectiveness of return and readmission facilitated through this programme.

The findings and recommendations from the *Review of Danish migration related engagements (2018-2022)* provide several clear lessons learned and recommendations which have informed the design of this programme and the refinement of previous engagements financed by the same funding stream, including in relation to results frameworks, results/outcome harvesting, manageability of the programme (including easing of administrative burdens) and streamlined administrative structures. This programme (together with other migration programmes) will be steered by a strategic portfolio management framework, while also utilising a uniform, integrated administrative structure, with a view to strengthening the overall coherence amongst the different Danish-funded programmes, while also enhancing aid effectiveness, monitoring and evaluation, internal and external coordination, as well as enabling for a lesser administrative burden.

The review recommended that the portfolio supporting migration-related programmes should be simplified, and focus on specific themes, locations, and activity areas. The review also suggested that support to IOM and ICMPD should be consolidated into multi-year programming, seeking to build on respective comparative advantages and strengths of each organisation, while also identifying several areas for further consideration and improvement. These findings and recommendations from the review are directly reflected in the programme’s strengthened focus on coherence, with a clearly defined thematic scope and greater clarity regarding the parameters (including in relation to partners selection, management, and governance modalities) while seeking to retain sufficient flexibility.

While Denmark has supported migration management as well as return, readmission and reintegration programming previously, including through IOM and ICMPD, the programme intends to build on the lessons learned from these previous engagements as well as a wider set of donor programming in this area over the last decade. In particular, the EU has been a significant actor, much of which has also been programmed through IOM. There are several lessons learned, good practices, and other insights resulting from IOM’s and ICMPD’s ongoing engagement on migration management as well as return, readmission

¹⁰ Strategy for Denmark’s engagement with International Organization for Migration 2023-2026, Danida.

and sustainable reintegration, which have informed the programme. These include the evaluation of IOM's "Enhancing Readmission and Legal Identity Capacity" (RELICA) conducted in early 2024, commissioned jointly by IOM and Denmark and which points to the importance of longer-term funding for ensuring absorption capacity and sustainability at country level, particularly in relation to transfer skills, practices, and technological integration (for example in relation to digitization) vis-a-vis national stakeholders. The evaluation also highlights the value of a collaborative approach/model, bringing together IOM, subject matter experts, government counterparts, and implementing partners. This insight is particularly pertinent given the programme's aspiration to facilitate closer collaboration and coordination between IOM and ICMPD, as implementing partners, as well as in relation to a wider set of UN agencies, bilateral and multilateral actors, and government counterparts in relation to return and readmission.

ICMPD have also identified several lessons learned which complement those from IOM's work, including the critical importance of government ownership, where it is critical to leverage programming to respond to the priorities and perspectives of government counterparts. ICMPD's work in this area has also pointed to the importance of facilitating inter-ministerial cooperation, given the cross-cutting nature of migration issues in general. In this way, promoting regular coordination and a "whole of government" approach to this type of programming can lead to more sustainable, comprehensive approaches. The same is true for facilitating collaboration and exchange between countries of origin, transit and destination, noting that the programme provides the possibility for enabling such linkages.

National ownership and sustainability of migration management as well as the return, readmission and reintegration process requires data, policy development and institutional strengthening as well as the involvement and capacity development of national actors. While there have been some good practices in certain country contexts in this regard, significant challenges persist. A 2021 study by Altai examining the experiences of return and reintegration programming financed under the European Union Trust Fund found that the involvement of national institutions remains limited, and the uptake of Standard Operation Procedures and the responsiveness of relevant line ministries in countries of origin is often lacking. By seeking to strengthen capacities, systems, and policy frameworks for migration management in countries of origin, this programme seeks to work closely with relevant authorities to manage migration within their own borders as well as supporting their capacities to cooperate on return and readmission. In doing so, the programme seeks to take on board these lessons learned from other programming in this area, placing a strong emphasis on national ownership and buy-in, also as it is reflected through Government-to-Government dialogue.

There are also emerging lessons regarding the kinds of effective programming, which could potentially be considered for support through the programme. In several countries, IOM has started to offer a broader range of economic reintegration options, which seem to align with returnees' skills and aspirations. However, such activities relay of sufficient resources, both to facilitate the start-up phase, and for ensuring sustainability. On the other hand, programming through community-based projects has also faced considerable operational challenges and delays. This can be contributed to a variety of factors, including the contrast between implementing partners and governments' enthusiasm on one hand, and the lack of returnee interest on the other¹¹.

¹¹ Altai 2024, 146

2.5 Selection of partners

The programme builds on the previous lessons learned (2.4) and already selected partners, IOM and ICMPD. Both IOM and ICMPD were selected as they are global leaders in the field of migration management as well as return, readmission and sustainable reintegration, having worked in a wide variety of country contexts and governments as well as with key donor partners. Over the years, IOM and ICMPD have cooperated with Denmark on a wide scope of migration issues in the framework of various programmes previously supported by various single project engagements.

IOM's cooperation with Denmark is based on an institutional Multilateral Partnership Agreement (MPA) with the Danish Ministry of Foreign Affairs, which was signed in 2023. The strategic assessment, which took place in this context, identified the following strengths of IOM:

- IOM is the leading UN organisation facilitating international cooperation on migration and is coordinating joint UN support to member states to implement the Global Compact on Migration (GCM).
- IOM's work is well aligned with key Danish priorities on strengthening orderly and humane migration management, helping more people better along the migratory routes, and addressing the drivers of irregular migration, including climate change.
- IOM has an extensive field presence and is recognized as a relevant, efficient and agile organisation in terms of responding to evolving migration challenges and crisis globally. IOM also has a strong field presence in regions of priority for Denmark, including in Sahel, North Africa and the Horn of Africa.
- Covering the full spectrum of the HDP-nexus, IOM's interventions is well placed to not just deliver, but also to provide knowledge and evidence on how to operationalize the nexus approach.

ICMPD, an inter-governmental organisation with 20 member states and global operations, advises and supports governments on the development of migration policies and governance systems with a focus on public and human security, thereby covering a broad range of migration issues. ICMPD successfully passed the EU Commission's ex-ante "pillar assessment" on its level of capacity of financial management and protection of financial interests. Consequently, it has been selected as an entity entrusted to implement EU projects and regional migration dialogues, based on its competence and successful implementation of previous engagements. The MFA has conducted a partner assessment of ICMPD in May 2024, the results of which have directly informed this programme and will continue to do so throughout implementation.

Through its projects, ICMPD has a well-developed network of field offices in the regions, and well-established contacts with migration authorities in relevant countries, as well as a wide range of other partners. This is further strengthened through its secretariat role in regional migration dialogues such as the Rabat, Khartoum, Prague and Budapest Processes, and the Mediterranean Migration Dialogue.

The Programme consists of two separate pillars (projects) with the International Organisation for Migration (IOM) and the International Centre for Migration Policy Development (ICMPD) as implementing partners, respectively. Engagement through both pillars is geared towards supporting the migration management capacity of selected countries of origin, as well as to readmit and sustainably reintegrate their respective nationals through enhanced partnerships with national authorities. Each of

the partners will be responsible for the implementation of one strand of the programme of a volume of 190 million DKK over a period of five years in the priority areas of the programme.

A detailed assessment of both partners can be found in Annex 2.

2.5 Aid effectiveness

The programme is located within a broader strategic framework and migration portfolio, which will enhance the linkages and complementarities across Denmark's migration-related programming. The programme's whole of government approach brings together key Danish stakeholders – notably the MFA and UIM, together with Danish Embassies in select countries – thereby strengthening coherence across Denmark's foreign, migration, and development policy areas, while also ensuring practical support to development outcomes, which sit at the intersection of these efforts. This will strengthen the value for money and coherence of Denmark's engagement in the migration area.

By engaging with IOM and ICMPD, the programme will support two of the most well established and competent organisations working in the field of migration, particularly in terms of their access, dialogue and cooperation with governments in partner countries. Both organisations have a wide (and complementary) geographical presence, and through working with both organisations the programme will be able to contribute to each organisation's strategic plans and priorities. The significant size of the financial envelopes afforded to each organisation also gives Denmark a significant opportunity to engage and influence, while also serving as an important contribution to organisational capacities, particularly in areas which have previously been seen to be relatively weak, such as MEAL.

OECD's guidance on "migration-related activities in official development assistance (ODA)"¹² emphasises the importance of migration-related activities being driven by, and responding to, the development objectives, contextual circumstances and needs, and priorities of developing countries, as opposed to "the provider's domestic migration agenda". While this programme does not envisage explicit support to the promotion of economic development and welfare, it is expected to support and strengthen systems related to migration management, as well as return, readmission and sustainable reintegration in line with a human-rights based approach. As stated above, the programme is clearly aligned with the Sustainable Development Goals of the 2030 Agenda (particularly with regard to Goal 10 (aimed at reducing inequality within and between countries). OECD's guidance also clearly states that support to promoting safe and regular pathways for migration or that address irregular and unsafe migration are clearly DAC-eligible, given that they are seen to preserve a focus on developing countries' main benefit.

The programme will strengthen the sustainability of capacities and results by building on the government-to-government dialogue between Denmark and partner countries, with an important element of this dialogue pertaining to country requirements and priorities. The dialogue will serve to, amongst others, identify country capacity and institution building needs and seek to identify interventions addressing these needs. The programme will additionally support a broader mutually beneficial policy dialogue with the partner countries.

¹² <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm>

2.6 Justification according to the DAC criteria

Criterion	Justification
Relevance	<p>The programme responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration.</p> <p>By ensuring an envelope of 45 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 migration challenges.</p>
Impact	<p>The programme positions Denmark to play a leading role in the use of development assistance to support longer-term, more sustainable approach to programming addressing migration challenges, and particularly in relation to migration management, as well as returns, readmission and sustainable reintegration.</p>
Effectiveness	<p>The programme involves partnering with IOM and ICMPD and will channel the bulk of funding through the two organisations, thereby enabling both entities to manage resources in a more effective manner than previous migration-related programming. The programme builds on the organisational presence, expertise, and operational capacity of both organisations, as well as each respective organisation’s relationships and entry points towards relevant Government authorities and other local and international stakeholders, which can be leveraged to ensure the effectiveness of programming activities.</p>
Efficiency	<p>The management of the programme facilitates and strengthens a “whole of government” approach to addressing migration challenges by bringing together the resources, expertise, and perspective of MFA and UIM, while also leveraging the presence of migration attachés based in Danish Embassies in key locations.</p>
Coherence	<p>The programme presents an opportunity for Denmark to contribute to better coherence amongst the international and donor community, both within the EU and beyond. This programme is one of the programmes which are supported through the Danish Finance Act for 2024 pertaining to migration related engagements. Since the programmatic areas are highly interrelated and interdependent, a common strategic portfolio management framework will facilitate synergies and complementarities across the programmes, and to ensure greater coherence and efficiency in relation to management and administrative arrangements.</p>
Sustainability	<p>The programme is intended to promote sustainability of results through its focus on longer-term approaches to migration management as well as return, readmission and sustainable reintegration, premised on national ownership and buy-in, and through ensuring a responsive and flexible approach to support provided by IOM and ICMPD, respectively. Uncertainties related to political dynamics and patterns of irregular migration, as well as the ability of countries of origin to strengthen human rights-based approaches to migration management may present challenges to sustainability.</p>

2.7 Alignment with cross-cutting priorities

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

IOM and ICMPD have frameworks on the **human rights-based approach** and the programme will leverage existing capacities and approaches within the respective organisations to ensure this is consistently applied. 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’. Through this policy, the organisation reiterates its commitment to mainstreaming and applying HRBA across all strands of its work, as well as ensuring Human Rights Due Diligence and No-Harm Principle. It recognises that an integral part of ICMPD’s holistic approach to the improvement of migration governance is to ensure full compliance with the internationally accepted human rights standards reflected in the human rights commitments of Member States, partners and donors. It notes that this approach is evident in the organisational setup, with all areas of work - policy, research, capacity development and dialogue facilitation - being interconnected building blocks of a holistic and impact-driven approach to migration governance that ICMPD promotes at local, national, and regional levels alike.

The programme will operationalise human rights and HRBA principles into capacity development and training activities targeting duty-bearers, as well as empowering migrants as rights holders to access and claim rights, such as facilitating access to legal documents and alike. 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 that activities are implemented in line with the principle of “do no harm”.

Given the **gendered nature of migration** (both in terms of migration flows and the diverse and varied risks facing people), ensuring gender-sensitivity across the programme will be particularly important. For IOM, the programme will be guided by and consistent with IOM’s Gender Equality Policy. This includes that programming is not only gender-sensitive, ensuring that gender equality is central to the activities IOM implements, but also gender-responsive, adjusting to the different impact programming may have in relation to gender, both in terms of the programme’s participants or its intended beneficiaries. For ICMPD, the approach to gender-sensitive programming will be informed by ICMPD’s Gender Equity Plan (2022) which ensures that a gender dimension is integrated into project development and implementation across all ICMPD programming (regardless of donor requirements). Programme activities will strive to ensure inclusivity in demographic and personal characteristics, including gender, functional roles and geographic distributions yet recognizing the contextual landscape where being implemented. On the other hand, additional assessment will be conducted to identify areas where training on human rights, gender pluralism or equity can enhance the two overall components on 1) migration management, and 2) return, readmission and sustainable reintegration, contributing to a more comprehensive HRBA.

3 Programme Objective

The **overall objective** of the programme is to contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration, in line with international human rights standards. This objective is aligned with Denmark’s set of policies under section 2.3.2. The programme will place emphasis on strengthening local involvement and ownership to establish mutually beneficial partnerships with our partner countries on migration issues.

The two **specific objectives (SOs)** and their respective **Outcomes** of the programme are:

SO1: Contribute to strengthened capacities of countries of origin to manage migration challenges in line with international standards.

- Outcome 1.1: Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.
- Outcome 1.2: Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders.
- Outcome 1.3: Enhanced South-South dialogue and cooperation on issues related to migration management.

SO2: Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.

- Outcome 2.1: Relevant authorities or international partners have improved readmission and reintegration capacities and systems, including through the provision of activities and services for reintegration assistance.
- Outcome 2.2: Returnees have enhanced access to the provision of support and activities to contribute to sustainable reintegration in countries of origin.
- Outcome 2.3: Enhanced South-South dialogue and cooperation on issues related to return, readmission and sustainable reintegration.

The programme will thus focus on capacity development and technical assistance for priority countries of origin in order to support countries' ability to manage migration challenges within their own borders, as well as their capacity to receive their own readmitted nationals, including the provision of sustainable reintegration support.

In order to allow for flexibility in case of emerging developments, the geographic scope of the programme is only indicative. Identification and prioritization of cooperation with countries of origin are continuously assessed in the programme steering committee. Based on the current assessment, a list of indicative countries has been defined, aligned with the prior engagements being collected under this programme, including Iraq, Afghanistan, Lebanon, Jordan, Somalia, Nigeria, Morocco and Algeria.

The programme is expected to engage in between five and eight countries on an annual basis, and an estimated fifteen to twenty countries over the programme period. The programme will take a flexible approach to country selection and engagement in a way, which builds on and responds to Danish and partner countries' priorities in the future. This will utilise an adaptive management approach whereby the programme will respond to opportunities and challenges. The programme's steering committee, described in further detail below, will play a key role in these determinations, while balancing these considerations alongside others pertaining to sustainability and aid effectiveness.

4 Theory of change and key assumptions

The programme's theory of change draws from the key assumption that supporting countries of origin to improve their capacities, systems and policy frameworks for migration management will enable them to manage migrants more effectively within their own borders, including return, readmission and sustainable reintegration. It is also based on the assumption that efficient and rights-based migration

management policies and systems supported by professional personnel as well as targeted sustainable reintegration provision will contribute to preventing further and new irregular migratory movements. The theory of change is described in box 1 below.

Textbox 1: Theory of change

IF national capacities, systems, legislative and policy frameworks within the selected partner countries relating to aspects of migration management as well as returns and readmission, and sustainable reintegration

IF national capacities, systems, legislative and policy frameworks within the selected partner countries relating to aspects of visa handling and legal identity, and

IF migration data processing is adequate, modernized and strengthened in accordance with international human-rights standards and best practices, and

IF cooperation amongst relevant immigration authorities and agencies within the selected priority countries is enhanced,

IF returnees are prepared and get adequate tailored support for sustainable local reintegration, and

IF government-to-government dialogue to negotiate and implement readmission agreements is productive and deepened,

THEN the partner countries will have more effective and rights-compliant migration management systems,

THEN the partner countries of origin will have more effective and rights-compliant migration management systems,

AND cooperation and coordination between partner countries and countries of origin will be strengthened,

THUS ensuring effective, safe and dignified return, readmission and sustainable reintegration processes,

AND reducing the risk for migrants to end up in vulnerable situations, including upon their return,

THEN migration management including the return of irregular migrants will be more sustainable, effective, safe and orderly in the targeted countries of origin and in line with Denmark's overall development priorities and migration portfolio.

EVENTUALLY CONTRIBUTING TO preventing and mitigating subsequent and new irregular migratory movements.

There are several **assumptions**, which underpin the Theory of Change presented above, including:

Contextual:

- Governments of countries of origin are committed to implementing and enforcing migration management policies, and that the Government-to-Government dialogue undertaken through this programme is undertaken in a meaningful and constructive manner.
- In priority countries, there is a willingness of relevant authorities to pursue “whole of government” approaches to migration management, including in relation to return and readmission. 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 and 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.
- In priority countries, relevant national authorities are able to receive own nationals without legal stay in a third country and willing and able to engage in cooperation with other countries in relation to assisted voluntary return and reintegration.
- A number of countries of origin which may be the subject of this programme experience varying track records in relation democratic principles, rule of law and human rights. This is also likely to have an impact on the various categories of migrants’ human rights, reception and detention conditions and gender-based violence (GBV).

Technical:

- Many of the countries Denmark will support lack the technical and operational capacity to adequately manage migration challenges within their own borders. Capacity development and technical support for relevant authorities can help achieving a more sustainable and effective migration management in line with international standards, including through the provision of appropriate support on return, readmission, and reintegration and by strengthening capacity to cooperate on return and readmission.
- By engaging with IOM and ICMPD, the programme assumes that the implementing partners possess the operational presence, technical capacities, and relationships with relevant authorities to be able to implement the programme to a high standard.

4 Summary of the results framework

For results-based management, learning and reporting purposes Denmark will base the actual support on progress attained in the implementation of the programme as described in the documentation. Progress will be measured through the implementing partners’ respective monitoring framework, focusing on a limited number of key outcomes and corresponding outputs and their associated indicators. The indicators presented here are indicative and will be amended in line with the foreseen activities of the selected projects.

Programme	Danish Migration Management and Return, Readmission and Reintegration Programme (DMRP)
Programme Objective	To contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration in line with international human rights standards.

Impact Indicators	% of returnees successfully reintegrated into their communities; # of bilateral agreements signed to enhance cooperation on migration issues (both between Denmark and countries of origin; and through South/South cooperation); Improved quality and effectiveness of systems and procedures in place relating to migration management.	
Baseline	To be determined (tbd).	
Specific Objective 1	Contribute to strengthened capacities of countries of origin to handle migration opportunities and challenges in line with international standards.	
Outcome 1.1	Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.	
Outcome indicators	% of trainees reporting increased knowledge; # of provided equipment; % of provided material and equipment used as intended; # of identified and referred migrants in need of protection; enhanced trust between law enforcement authorities and the population.	
Baseline	2025	Tbd.
Target	20XX	Tbd.

Outcome 1.2	Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders	
Outcome indicator	# of information exchange and coordination mechanisms; # of developed policies and action plans; level of implementation of policies; # of new / updated legislations, standard operating procedures	
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 1.3	Outcome 1.3: Enhanced South-South dialogue and cooperation on issues related to migration management.	
Outcome indicator	# of instances of dialogue and cooperation between countries of origin and countries of transit, or between two or more countries of origin; # of concrete initiatives, joint activities, and follow-up actions implemented following dialogue/exchange facilitated by the programme	
Baseline	2025	Tbd.
Target	20XX	Tbd.
Specific Objective 2	Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration of migrants.	
Outcome 2.1	Relevant authorities have improved readmission and reintegration capacities, including through the provision of activities and services for reintegration assistance.	
Outcome indicator	# of identified/established service providers; # of strengthened return authorities in countries of origin; % of returnees employed 6 months after their return; % of returnees confirming their intention to stay; % of returnees reporting a positive return experience.	
Baseline	2025	Tbd.
Target	20XX	Tbd.

Outcome 2.2	Returnees have enhanced access to the provision of support and activities to contribute to sustainable reintegration in countries of origin	
Outcome indicator	% of returnees enrolled in reintegration programmes;	
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 2.3	Enhanced South/South dialogue and cooperation relating to return, readmission and sustainable reintegration.	
Outcome indicator	# of return and readmission agreements/informal or formal; # of operational information sharing agreements and mechanisms on bilateral and regional level; # of established focal point networks; # of international conferences	
Baseline	2025	Tbd.
Target	20XX	Tbd.

4.1 Short summary of projects

This section provides an overview of indicative intervention logic and project activities to be supported through the programme, with further details are in the individual project documents. The ideas are based on previous experience and achievements in the various programme regions, and in several cases represent follow-up projects to ongoing or recent activities implemented in partnership with Denmark. This section also reflects inputs provided by IOM and ICMPD, respectively. This is also informed by the findings of the review undertaken in 2023, specifically in relation to the strengthened thematic focus and coherence of activities to be undertaken. However, as important decisions about the programme will be made at a later stage only, in the framework of its dedicated Steering Committee, the following does not represent a fixed set of options, but a collection of identified opportunities that can be adapted to the needs and requirements, which might emerge in the future. In building on the findings from the review, the programme seeks to define the programme’s thematic areas of focus across the following areas, including: migration management as well as return, readmission and sustainable reintegration (focusing on “soft” investments).

SO1: Contribute to strengthened capacities of countries of origin to handle migration challenges in line with international standards.

Outcome 1.1: Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.

Indicative activities:

- Working with relevant authorities in countries of origin to assess, transfer, develop, and apply the knowledge, skills and equipment to provide verifiable and recognized identity documents that underpin the access to rights, and efficient, right-based return and readmission processes
- Training and capacity development efforts geared towards ensuring that relevant authorities in countries of origin and transit are better equipped to facilitate rights-based return, readmission and sustainable reintegration management due to enhanced institutional, legal and operational frameworks and capacity.
- Contributing to trust-building among the population, local authorities and law enforcement agencies in border regions, in order to strengthen information exchange, cooperation and improve access to protection and support.

- Support to review and drafting of technical strategies, policies, and Standard Operation Procedures (SOPs) relevant to migration and return management processes as foundational frameworks to their operationalisation (i.e. rights-based, gender sensitive, privacy and data protection etc.), in line with international law.
- Support the development of digitalized solutions aimed at strengthening interoperability and interconnectivity across databases, procedures and archive systems for the purpose of identity verification and better migration management, including through the deployment of Readmission Case Management Systems (RCMSs).
- Assess and develop identity management systems in alignment with national priorities and e-governance agendas, while enhancing the capturing of biometric data in the registration process in line with international standards.
- Contributing to improve the operational and physical capacity, including at regional immigration centres, of immigration authorities to process and issue ICAO-compliant travel documents (e.g., visa, passports) for better migration management.

Outcome 1.2: Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders.

Indicative activities:

- Support to relevant authorities to develop, strengthen, and implement relevant policies for more effective migration management in a human rights-based and protection sensitive manner.
- Mainstreaming of the topic of migration, with a view to the needs of potential, internal and returning migrants, into all sectors of public administration.
- Initiatives to facilitate collaboration and coherence towards “whole of government” approaches to migration management, providing technical and financial resources to facilitate and incentivise such initiatives.
- Support to the design and operationalisation of multidimensional, data-driven migration governance systems for the integration of migration into regional planning strategies;
- Support to efforts to strengthen infrastructure of reception and support services for expats and migrants to contribute to local economic development.
- Information exchange mechanisms; forensic control functions (such as documentation and evidence generation); national mobile training teams; digitalised HR and training systems.
- Support to strengthening systems and services relating to visa processing and ID documentation, including provision of capacity development, equipment and infrastructures on document examination and fraud detection.
- Increasing the quality of migration-related statistics on national level, in order to create the basis for evidence-based migration governance. Support the development of reliable sources of up-to-date migration-related information, including information about the realities in countries of transit and destination, in order to allow potential migrants to make informed decisions.
- Technical and operational support to government authorities to identify and/or strengthen pathways for regular and long-term stay and regularization of irregular migrants within their own borders, including through the provision of adequate identity documents.

Outcome 1.3: Enhanced South/South dialogue and cooperation relating to migration management.

Indicative activities:

- Relevant authorities supported to participate and contribute to bilateral, regional, cross-regional and international platforms to identify best practices and facilitate dialogue, cooperation, and coordination and learning on migration management, including on return, readmission and sustainable reintegration.
- Strengthening of bilateral relations and agreements in order to support to circular migration systems.

SO2: Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.

Outcome 2.1: Relevant authorities and international organisations have improved readmission and reintegration capacities for voluntary returnees, including through the provision of activities and services for reintegration assistance.

Indicative activities:

- Support the establishment of national referral mechanisms, and development and dissemination of relevant SOPs, for reintegration of returned migrants by matching specific needs of returnees with available state social protection services.
- Support capacity development of key child protection actors, governmental and non-governmental, to increase their knowledge on specialized child protection and assistance, including for Unaccompanied and Separated Children (UASC).
- Support capacity development, including provision of infrastructures, equipment and training, to local governments to enhance community-level reintegration efforts, including implementation of Community-Based Reintegration (CBR) projects.
- Support and promote intra-agency and inter-agencies coordination to strengthen capacity of relevant national authorities to effectively manage return, readmission and reintegration programs and services in a rights compliant manner.

Outcome 2.2: Returnees have enhanced access to the provision of support and activities to contribute to sustainable reintegration in countries of origin.

Indicative activities:

- Support to referral mechanisms for reintegration of returned migrants by matching specific needs of returnees with available state social protection services.
- Support Assisted Voluntary Return and Reintegration (AVRR) including outreach, screening, identification, referral to public services and counselling (including virtual) for possible AVRR, pre-departure assistance and targeted post-arrival and reintegration assistance.
- Direct provision of health care assistance and delivery of awareness sessions on communicable diseases, sexually transmitted infections, health consultations and counselling, including referral to specialized services.
- Provide technical and financial support to civil society organizations in the selected regions to strengthen direct assistance and protection of unaccompanied and separated children.

Across both of these Strategic Objectives, the programme will be geared towards achieving an additional cross-cutting outcome, namely:

Outcome 2.3: Enhanced South/South dialogue and cooperation relating to return, readmission and sustainable reintegration.

Indicative activities:

- Relevant authorities supported to participate and contribute to bilateral, regional, cross-regional and international platforms to facilitate dialogue, cooperation, and coordination on migration management, including on return and readmission.
- Strengthening of bilateral and multilateral relations and agreements in order to support to circular migration systems, including through existing regional platforms like the African Union, Arab League etc.
- Conduct beneficiary-level knowledge exchange opportunities and joint regional training sessions for immigration and readmission authorities (including South-to-South dialogues and study visits) to enhance effective, gender- and protection sensitive, and rights-oriented return and readmission, by encouraging sharing of best practices.

5 Inputs/budget

An overview of the budget is provided in Table 1 below. A more detailed budget, including the annual budget breakdown, is included in Annex 5 and in the individual project documents.

The budget for IOM and ICMPD have been developed in coordination with the two organisations and further details are in the annex. DKK 5 million has been set aside for midterm review, evaluations and alike, including DKK 2,5 million for the external MEAL-unit supporting the strategic portfolio management framework (see annex). This is necessary due to the changing context and need for flexibility, where studies, monitoring of partners, and other assignments can be initiated by MIGSTAB.

The use of unallocated funds is described below.

Table 1: Overview of Programme Financial Allocations (DKK million)

Activity/entity	2024	2025	2026	2027	2028	2029	Total
IOM	10	36	36	36	36	36	190
ICMPD	10	36	36	36	36	36	190
Unallocated		10	10	10	10	5	45
Reviews, evaluation etc.		0,5	0,5	0,5	0,5	0,5	2,5
External MEAL unit (pro rata)		0,5	0,5	0,5	0,5	0,5	2,5
Total	20	82,5	83,5	82,5	82,5	79	430

5.1 Arrangements for use of funding to IOM and ICMPD

The main part of the funding will be generated to IOM and ICMPD in line with the set arrangements in the respective project documents. When deemed necessary and based on guidance from the programme steering committee, the funding allocated to IOM and ICMPD can also support IOM's collaboration with other UN agencies and ICMPD's collaboration with NGO's and civil society organisations.

5.2 Arrangements for use of unallocated funding

The programme will set aside an unallocated pool of 45 million DKK over the five-year programme period to enable financing of any other activities in line with programme needs that either fall within the thematic framework covered by the programme pillars involving IOM and ICMPD, respectively or allocated to other Danish migration related efforts pertaining to return and readmission (as defined by the programme steering committee).

The programme steering committee (further details in section 5.2 on organisational setup) holds 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. The mid-term review can hence recommend that programme funds be redirected or allocated to relevant activities. The funding can potentially be directed towards other implementing partners operating in prioritised countries engaged in the programme. Such allocations will require prior analysis and justification, consistent with MFA guidelines on allocation of funding (guideline to be issued during 2024). This may also serve to complement activities financed under pillar I and pillar II, or directed towards activities to be implemented in contexts where neither IOM nor ICMPD are present, have the necessary access and operations or conduct relevant activities.

6 Institutional and Management arrangements

6.1 Organisational set-up

The programme management will be anchored within MIGSTAB, and draw on existing capacities within MIGSTAB both for overall programme management and coordination, as well as in relation to financial and operational capacity. MIGSTAB will have the responsibility for the programme management and coordination, including:

- Liaising with the implementing partners regarding the administrative elements and requirements of the programme (including Aid Management Guidelines and Financial Management Guidelines) as well as the external MEAL unit set up by the strategic portfolio management framework;
- Coordinating and facilitating steering committee meetings at programme and pillar levels (described below);
- Preparing the mid-term review and evaluation;
- Liaising and coordinating with external reporting set-ups, including EU and UN frameworks.

Furthermore, MIGSTAB and UIM will have the joint responsibility for the following aspects of the programme:

- Liaising with the implementing partners and partner country governments;
- Liaising and coordinating with other Danish stakeholders such as relevant Danish Embassies and MFA units, i.e. involved in other Danish migration programmes.

The programme has a programme steering committee with the participation of the Department for return and readmission (UDS) in UIM, including the UIM attachés and MIGSTAB in the MFA, which will jointly decide on priorities and country engagement selection for the entire programme on a biannual basis. In addition, each programme pillar will have a dedicated project steering group with the participation of the programme steering committee members and the relevant implementing partners on a biannual basis, in order to plan activities in line with the programme steering committee's priorities and country selection, as well as follow-up on the ongoing implementation of initiated activities. This will also include learning and adapting engagements through the programme life-cycle, and making the requisite adjustments in relation to the effectiveness, ownership, and emerging outcomes of activities, while also taking stock of ongoing dialogue with prioritised countries where activities are being implemented, as well as in contexts which could see activities implemented through the project.

The programme steering committee is responsible for setting the overall guidance regarding focus countries and activity priorities, including through:

- Agreeing on the decision-making process relating to the allocation of programme-level unallocated funds. Given the flexible nature of the programme, a set of guiding questions will be used to inform these decisions, rather than fixed criteria.
- Agreeing on the proportion of funding allocated to programme pillar I and programme pillar II which can be allocated to third-party implementing entities.
- Review and provide direction to the areas of focus and countries of engagement supported through programme pillar I and programme pillar II, providing inputs and direction to reflect ongoing dialogue with prioritised countries. This may also include assessing whether IOM and ICMPD are best placed to respond to any emerging opportunities or entry points based on ongoing or prospective Government-to-Government dialogues. This should also be informed by discussions at the project steering committee level to identify entry points for programming, which are complementary to ongoing Danish migration programming and/or areas of IOM and ICMPD programming in specific country contexts, with a view to ensuring the programme builds on entry points which represent an added-value, and which avoid duplication.
- Review and approve the programme budget, ensuring adequate resources are allocated to priority activities within focus countries under programme pillar I and programme pillar II.
- Oversee the development and implementation of a monitoring and evaluation framework to track progress towards programme objectives. This should also include the commissioning and application of ongoing monitoring, evaluation, accountability and learning tools, such as Outcome Harvesting.

The project steering committees are responsible for the overseeing and guiding the implementation of each project pillar, including through:

- Tracking activity implementation, including operational aspects relating to financial management and MEAL.

- Provide regular updates regarding activity implementation progress and the status of ongoing government dialogue and participation, so as to ensure both tracks actively inform each other of progress, constraints, opportunities, challenges, and entry points going forward.
- Respond to proposals and recommendations from the programme steering committee, identifying any adjustments required to existing country level engagements or follow-up required in relation to additional country level engagements.
- On the basis of a decision by pillar I project steering committee, IOM will be able to enter into partnerships with other UN organisations. Similarly, on the basis of a decision by the project steering committee for pillar II, ICMPD will be able to include NGOs and civil society organisations as sub-partners in countries where ICMPD is present.

6.2 Approach to adaptive management

Identification and prioritisation of cooperation with prioritised countries of origin will be conducted in close cooperation between MFA and UIM within the programme steering committee on an ongoing basis. As such, flexibility and adaptive management sit at the core of the programme design. The engagement with IOM and ICMPD is structured in a flexible manner allowing for support to activities in priority countries in line with changing needs and priorities, as well as the capacity of the IOM and ICMPD in the countries concerned. In addition, the programme will contain an unallocated pool of funds for potential activities, in line with prioritised country needs falling outside the two pillars of the programme.

The programme and project (pillar) level steering committees will play a key role in ensuring the programme responds to emerging entry points, opportunities, and challenges. This will involve agreeing upon parameters for the identification and sustained implementation of programme activities in specific countries of origin.

In terms of flexibility, re-allocation of existing funds and use of unallocated funds, these decisions will be taken based on the monitoring efforts already in place and described in the below section. Findings from these monitoring processes will feed into adaptive management considerations, including the scope for adjustment of results expectations, theory of change (incl. assumptions), updating of risks, use of unallocated funds, reallocations between budget lines etc., leading to a number of possible actions. These will be undertaken in accordance with the relevant Aid Management Guidelines (AMG) and in accordance with the legal basis provided by the Finance Act. Possible adaptive responses could include those outlined in the table below:

Possible response
Use of technical assistance to alleviate critical temporary capacity gaps.
Reallocations between budget lines <u>within</u> IOM and ICMPD projects.
Reallocations <u>between</u> IOM and ICMPD projects.
Pausing of support, no-cost extensions, costed extensions etc.
Commissioning of special studies to identify options.
Value for Money studies or audits.

6.3 Monitoring, evaluation, accountability, and learning

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 IOM and ICMPD respectively, 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 IOM and ICMPD 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.

In alignment with the IOM's Monitoring and Evaluation Guidelines, and the IOM's Monitoring Policy (IN/31), the result monitoring framework (RMF) will be focused on four key areas: i) activity monitoring; ii) results monitoring; iii) budget expenditure; and iv) risk monitoring. The monitoring framework will aim at enabling a robust oversight of the Programme at global level, while being able to capture and verify progresses for each individual context. The presence of a centralised Management Team at the UN City in Copenhagen is deemed pivotal to effectively collect, articulate and support the strategic use of data for programme management and improvement not solely at country level, but also on a global level. The results monitoring framework will be aligned with IOM's recently launched Strategic Result Framework (SRF), with the goal of creating a standardized and centralized framework that yet can be adapted to diverse country contexts and corresponds to priority measures. The SRF is embedded to strategic priorities as expressed in the Global Compact on Migration (GCM), the Sustainable Development Goals (SDG), and IOM's Global Strategic Plan and IOM's Regional Strategies (for the respective regions).

On the ICMPD side, a centralised programme manager based in Vienna will manage the whole programme and contribute to MEAL, which will be linked to and anchored within ICMPD's MEL framework, strategies, and capacities. Yet, the programme will need to ensure ICMPD MEAL capacity at the country project level too. ICMPD aims to produce results in four key result areas: policy, research, dialogue, and capacity development/technical assistance. Each of these four result areas is based on an articulated theory of change with high-level impact and outcome statements as well as key performance indicators. ICMPD staff employ several well-established tools in the design of a MEAL framework, as supported by ICMPD's Strategy, Knowledge, Evaluation and Impact Unit. These include (1) a 'theory of change', which articulates what an intervention plans to achieve (longer-term outcomes, impact) and how it plans to achieve it (outputs, shorter- and interim-term outcomes) as well as the key assumptions on which the theory of change is based; (2) a 'Results Matrix', which through indicators and their performance attributes, further defines the results and how the intervention will measure progress and assess achievements towards its longer-term objectives, and (3) a 'MEAL plan' that describes the overarching analytic approach to measuring the intervention's results including what, how, and when data will be collected against indicators, roles and responsibilities for monitoring data collection, how the quality and results of the intervention will be assessed (evaluation), and how the intervention will gather, document, and use lessons learned during implementation to improve while in the field and at programme or project end to inform future similar efforts. For programmes, these tools are developed as an overarching framework and then adapted and disaggregated at the project level so that project level results can be assessed in their specificity and aggregated to and reviewed at the programme level.

An external MEAL unit will be set up within the strategic portfolio management framework overseeing a 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 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 Danish Ministry of Foreign, pro rata based on total funding allocation totalling at DKK 2,5 million under this programme.

Migration data and research

In order to ensure better informed decision making, including in relation to country engagements, the programme will rely on access to timely, comparable and reliable data to ensure a coherent and comprehensive response, as well as cutting-edge research and analysis to better understand migration trends along key migration routes and corridors.

Information Management and Analysis/Risk Management

The improvement of information sharing increases synergies across Danish-funded migration related engagements and provides evidence-based recommendations to the programme steering committee to inform its decision-making on the programme's target countries and related work plans. Additionally, information sharing with other donors supporting similar thematic areas has the potential to enhance meaningful collaboration to unlock economies of scale. Effective information management and analysis can also inform other coordination platforms with relevant stakeholders including other UN agencies (UN Migration Network, UN Country Teams etc.). Given the flexible nature of this programme, this 'intelligence'-based approach is especially critical to ensure that risk mitigation measures are continuously reviewed and adapted in line with the fluidity of the contexts in which the programme will operate.

Learning activities and outcome harvesting

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 safe and dignified migration management as well as return, readmission and sustainable reintegration based on Government-to-Government dialogue, while also reflecting on the "ways of working" and programme modalities. The programme will have a particular focus on drawing out and documenting emerging impacts and outcomes throughout the programme period, including through undertaking outcome harvesting in collaboration with MEAL capacities in IOM and ICMPD, respectively.

There may also be opportunities to engage in and contribute to learning, bringing together the partners and relevant counterparts from the organisations represented in the programme steering committee. Over time, it may also be appropriate and useful to feed into and engage in relevant spaces convened by 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.

Mid-term review

An external mid-term review (MTR) will be undertaken by MIGSTAB in the first half of 2027, to be commissioned and overseen by the programme level steering committee. The MTR for the programme will take place to coincide with the mid-term reviews of the other Danish-supported migration-related programmes. The external MEAL capacity will undertake an analysis of the MTRs, generating findings and recommendations to inform the overall strategic direction of the migration-related programming, to complement the programme-specific follow up which may be necessary following the programme MTRs.

The MTR will also consider operational issues, including in terms of governance and management, as well as those pertaining to the partnership with IOM and ICMPD. Similarly, an evaluation will be conducted by the end of the programme period in 2029 harvesting main results at outcome level, lessons learned and recommendations for future programming.

3.1 Communication of results

The communication activities will be rooted upon highlighting the programme's contribution to fostered cooperation approaches, enhanced dialogues and strengthened equal partnerships models for better and more effective migration management and safe and dignified return, readmissions and sustainable reintegration between Denmark and prioritised countries of origin. In this regard, the communication will aim at positioning IOM and ICMPD as proactive, responsive and relevant inter-governmental actors.

The programme will make best use of existing IOM and ICMPD **communications channels** at national, regional and global levels, ensuring mutual reinforcements (e.g. hyperlinks, embedded publications). With pertinence to relevant inter-organizations/institutions publications, including press releases, audio-visual publications and visual reports, coordination will be encouraged with the Danish MFA and/or relevant embassies.

The communication strategy will be aligned with the programme's objectives, and more broadly with the strategic priorities outlined in IOM and ICMPD's respective strategic plans. This is also expected to have a focus on the following elements: i) Shaping perceptions on migration management, promoting a value- and evidence-based public discourse, ensuring the dissemination of accurately sourced and fact-checked information through a simple, precise and readable language; ii) Engaging effectively with relevant stakeholders and diverse target audience to enhance impact, encourage positive and constructive dialogue, and increase awareness of key thematic areas including return, readmission and reintegration, whilst avoiding political commentaries and revealing political stands; and iii) Demonstrating the programme's achievements and successes, so to depict an overarching, coherent, multidisciplinary and specialized image of the IOM and ICMPD initiatives which encompass protection, development, humanitarian action, rule of law and facilitation. During the Programme lifecycle, a tailored dissemination plan will be developed to ensure continued external communication responsive to the work plan and the activities developments.

7 Financial management, planning and reporting

IOM and ICMPD will adhere to the MFA's Multilateral guidelines for financial management. Denmark will align Danish support with the rules and procedures of implementing partners, while upholding sound international financial management and reporting principles. During the implementation period, MIGSTAB may decide to carry out financial monitoring visits to IOM and ICMPD, which will be coordinated and agreed at programme steering committee level.

Detailed arrangements pertaining to IOM and ICMPD are outlined in the project documents and will also be specified in grant agreements for these two 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. 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 utilization of prior transfers; technical and financial reporting has been submitted on time; and MFA-approved work plans and budgets for the financing period.

Financial reports must be submitted annually following agreed formats at the programme steering committee.

Individual grant agreements for IOM and ICMPD 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. As a UN entity, IOM follows UN practice in relation to audit processes. 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. Both IOM and ICMPD will also complete and submit narrative report on an annual basis, following prior agreed upon templates. Annual narrative reports should be submitted no later than April of the following calendar year (2024 reporting due by April 2025, etc.).

MFA anti-corruption clauses relating to the management of the funds will be included in the grant agreements.

8 Risk Management

Key contextual risks include shifts in the quality and nature of Government-to-Government cooperation on migration issues, which will have significant downstream effects on the kinds of programmatic activities undertaken and the countries included in the programme. Other contextual risks pertain to the political and social environment conditions in countries of origin and transit countries, which can affect and shape both the conditions in which irregular migrants are living, while also more broadly shaping patterns of migratory flows across migration routes. This also presents a significant reputational risk concerning human rights conditions in countries where the programme engages. While these risks – and their related mitigating measures – are described in further detail in the Annex, the steering committee will play a key role in monitoring and responding to these risks. The programme's ability to pivot and adapt, including in relation to engagement countries, will also be critical in enabling the programme to manage risks.

A programme of this nature also carries a variety of programmatic risks, including the risk that a flexible approach to programming informed by the perceived quality of Government-to-Government dialogue undermines sustainability and longer-term outcomes. There are challenges in terms of donor coordination, but positive cooperation in the donor circle at the technical level in certain contexts, while more challenging in other contexts.

There are also a number of institutional risks, including in relation to organisational capacity, entry points and relationships towards host Governments and relevant line ministries.

A detailed risk assessment is included at Annex 4.

9 Closure

At the end of the programme, it is a requirement from MFA that the following steps are taken:

- IOM and ICMPD submit final narrative and financial reports;
- MIGSTAB draft and complete two final results reports (FRR), one per partner;
- Closure of financial accounts: final audit reports from partners; possibly return of unspent funds; and accrued interest and administrative closure by reversing remaining provision.

ANNEX 1: CONTEXT ANALYSIS

This analysis seeks to present current trends and dynamics in relation to irregular migration, reflecting on the unique vulnerabilities facing irregular migrants, and situating this within considerations regarding the entry points pertaining to migration management, which will be a core focus of this programme, also in relation to return, readmission, and sustainable reintegration.

According to IOM, there are around 281 million international migrants in the world, which equates to 3.6 percent of the global population.¹³ Overall, the estimated number of international migrants has increased over the past five decades. While migration was rising in all regions of the world, Europe experienced the second-largest growth, with an increase of 30 million international migrants between 2000 and 2020, surpassed only by Asia.¹⁴

Migratory flows are extremely volatile: while some routes and hubs have remained relevant over time, individual flows can fluctuate quickly and dramatically, reacting to a multitude of push and pull factors. The UN specifies five primary macro-level drivers, these being: economics, demographics, social, political and environmental and these provide the broad context in which people move from one location to another.

Among these are political instability, conflict and human rights violations, as well as economic aspects such as low and deteriorating standards of living, weak livelihood opportunities, poor or non-existent public services; others are legal reasons or family related. Drivers related to environmental changes, including natural disasters, such as flooding, and climate change (increasing desertification) are increasingly relevant and are expected to become even more important in the medium term according to projections of the Intergovernmental Panel on Climate Change (IPCC). While this effect is of global relevance, it is particularly pronounced in the Asia-Pacific and African regions. According to IOM forecasts, by 2050 there could be up to one billion migrants due to environmental causes worldwide.¹⁵

In addition to the macro-level drivers, demographic factors such as age and gender (but also income level) determine how the macro drivers influence migration decisions at the personal or household (micro) level. Finally, there are intervening factors that either facilitate or impede migration (meso level factors), including the human, financial, physical and psychological benefits and the perceived costs of moving, as well as the presence or lack of effective governmental emigration and immigration policies, systems and structures that make some forms of migration easier and others harder.

Furthermore, most migratory flows are mixed, containing regular as well as irregular migrants and refugees; a status which is not fixed and might change along the route, depending upon a variety of factors, including the legal system in a particular country, where and how a country was entered, or the expiry date of a visa. Mixed flows can be very diverse regarding sex, age, level of health, financial means, etc.

¹³ IOM World Migration Report 2024

¹⁴ IOM World Migration Report 2024

¹⁵ IOM, 2024

Based on the latest figures, of the people arriving with a purpose to stay in the EU in 2022, 3.45 million arrived legally and 326,217 people were categorised as irregular. An increase of the flow of irregular migrants to the EU could be observed on all migration sea routes towards Europe during 2023 compared to 2022 (Western African +161%, Western Mediterranean +12%, Eastern Mediterranean +55%, Central Mediterranean ¹⁶+49%). In 2023, for example, migrant arrivals from Tunisia were at the highest level ever recorded by the EU border protection agency Frontex (at around 98,000, roughly triple the figure for 2022), replacing Libya as the main departure country.¹⁷

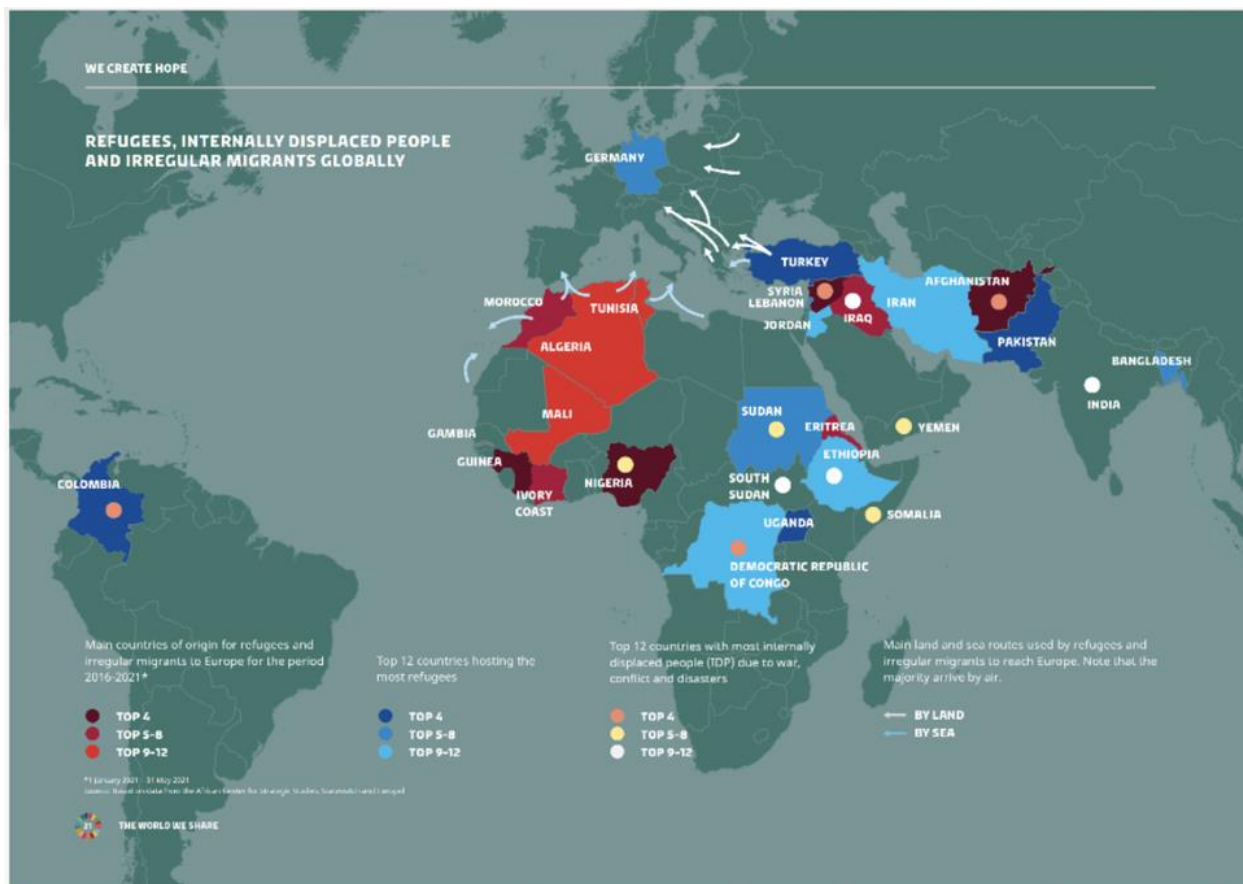
In 2022, 875 000 people applied for international protection in the EU countries for the first time. This is an increase of 63% compared with 2021 and is the highest number since the peaks recorded during the refugee crisis related to the war in Syria in 2015 and 2016. The EU countries that received the highest number of first-time applications in 2022 were Germany (218 000 or 25% of all first-time asylum applications in the EU) and France (138 000 or 16%), followed by Spain (116 000 or 13%), Austria (110 000 or 13%) and Italy (77 000 or 9%). These 5 EU countries together accounted for 75% of all first-time asylum applications in the EU. To better understand who is granted protection in the EU, the recognition rate can be used. This rate represents the number of positive decisions as a percentage of the total number of decisions on applications for protection status. In 2022, the recognition rate stood at 49% for first instance decisions, meaning there were 311 000 positive decisions out of 632 000 total decisions, and at 34% for final decisions in appeal or review, representing 73 000 positive decisions out of 217 000. Among the EU countries, the recognition rate at first instance was highest in Estonia (96%), Bulgaria (91%) and the Netherlands (87%). In contrast, it was lowest in Cyprus (6%) and Malta (15%). Among the top 10 citizenships that received first instance decisions in 2022, Syrians (94%), Afghans (85%) and Venezuelans (76%) had the highest recognition rates. Among the top 10 citizenships that received final instance decisions after an appeal or review in 2022, the citizenships with the highest recognition rates were Syrian (79%), Afghan (74%) and Iranian (44%).

A factor contributing to these increases is the political instability in countries of origin, especially from the West African countries of Mali, Niger and Burkina Faso. Meanwhile, the renewed conflict in Sudan has driven migration into neighbouring countries, particularly Egypt, where there are currently 9.5 million migrants, with about 1.4 million of these being considered vulnerable. As illustrated by diagram 1 below, mixed migration flows along the three main Mediterranean routes are complex and fast changing, evolving around systematic and contextual factors, including political conflicts, socio-economic instability in fragile states, climate change-related disasters, but also factors like the lack of livelihood alternatives, the traditional migration culture, as well as reflecting the limited availability of legal pathways for migration.

¹⁶ European Union, “Migration and Asylum in Europe – 2023 edition”, available at: <https://ec.europa.eu/eurostat/web/interactive-publications/migration-2023>

¹⁷ IOM World Migration Report 2024

Diagram 1: Main migration routes to Europe (source: “The World We Share”)



In 2022, a total of 431 000 non-EU citizens received an order to leave the EU country they were staying in. This is an increase of 27% compared with 2021. Among the EU countries, France issued the most return decisions (136 000 or 31% of all orders to leave issued in the EU), followed by Germany (44 000 or 10%), Croatia (41 000 or 9%), and Greece (34 000 or 8%). Algerians (34 000) were the largest group of non-EU citizens ordered to leave the territory of an EU country, followed by Moroccans (31 000) and Pakistanis (25 000). In 2022, around 74 000 non-EU citizens were returned outside the EU, following an order to leave the territory of a specific EU country. The highest number of returns was recorded in France and Sweden (each 8 600 or 12% of all returns to non-EU countries), and Germany (7 700 or 11%). The biggest groups of people returned to a country outside the EU were Albanians (9 500), followed by Georgians (7 500) and Turks (4 000)¹⁸.

Irregular migrants face a particular set of vulnerabilities given the nature of their movement. Irregular migrants, in particular, present a wide range of protection issues. Women, children – unaccompanied and separated children (UASC) and youth – and sick or elderly people are especially at risk. These risks include, among others, sexual and gender-based violence (SGBV), torture and physical

¹⁸ European Union, “Migration and Asylum in Europe – 2023 edition”, available at: <https://ec.europa.eu/eurostat/web/interactive-publications/migration-2023>

violence, kidnapping for ransom, trafficking in persons (TiP), robbery, arbitrary detention, labour exploitation, collective expulsions and refoulement. Interviews with more than 7,000 migrants travelling on the Central Mediterranean Route (CMR) and Atlantic/Western Mediterranean Route (A/WMR) revealed, that over 60% of migrants had experienced or witnessed physical violence during their journey.¹⁹

According to IOM, vulnerability in the context of migration refers to the diminished capacity of an individual or group to resist, cope with, or recover from violence, exploitation, abuse, and violation(s) of their rights. It is determined by the presence, absence, and interaction of factors and circumstances that (a) increase the risk of, and exposure to, or (b) protect against, violence, exploitation, abuse, and rights violations.²⁰

The factors which determine the degree of vulnerability, can be found at the individual, household, community, and structural context the migrant finds themselves in. Migration policy responses aiming at enhancing the safety of migrants at all stages of their journey, therefore usually focus on one or more of these factors. This leads to a wide scope of potential protection interventions for each context:²¹

1. At the **individual level**, migrants who are vulnerable to or have experienced violence, exploitation, abuse, or other rights violations require responses that directly address their immediate needs and the particular risk factors that contribute to their vulnerability. Responses can include safe, dignified, short-term shelter or longer-term accommodation; physical and mental health care and psychosocial assistance; civil documentation and legal and consular assistance; life and coping skills training; education, skills development and training; livelihoods and income generation opportunities; return and reintegration services and support; and improving awareness of safe migration practices.
2. At the **household level**, typical actions include: improving identification of migrants in vulnerable situations and referral of vulnerable migrants for protection and assistance services; family tracing and assessment services; best interests determination and reunification services for children; alternative care options; providing for children in a fair and equitable manner; addressing interpersonal and domestic violence; improving levels of care and maintenance of elderly and disabled household members; livelihood and income-generating opportunities; family counselling services; addressing attitudes and beliefs on the value of equitably distributing resources and investments in child welfare and development.
3. At the **community-level**, priorities include medium-to longer-term approaches involving changes to broader social, economic, environmental, and cultural factors. Policy responses could include efforts to ensure that community leaders and members: view women and girls as full and equal participants in the cultural, social, economic and political life of the community; encourage and support safe migration processes and the value of informed migration; possess the skills, knowledge, and resources necessary to adapt to, mitigate, and reduce the effects of human-made

¹⁹ Altai 2024

²⁰ IOM: Global Compact Thematic Paper | Protection of Human Rights, Geneva XXX.

https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf

²¹ Based on: Global Compact Thematic Paper | Protection of Human Rights, Geneva XXX.

https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf

and natural crises, climate change and environmental degradation; and have the capacities and resources to invest in improvements to social infrastructure.

At the **structural level**, approaches by national governments and regional or international institutions involve migration governance – being policies, programmes, and frameworks for safe and regular migration, including labour mobility, to help ensure equitable distribution of the benefits of national development; guarantee respect for the human, social, economic, and labour rights of citizens and migrants; work to reduce discrimination against marginalized groups; improve bilateral cooperation measures to respond to cross-border migration flows; improve access to justice in a manner similar or equal to nationals; and uphold the rule of law.

Migration governance is understood as the “combined frameworks of legal norms, laws and regulations, policies and traditions as well as organizational structures (subnational, national, regional and international) and the relevant processes that shape and regulate states’ approaches with regard to migration in all its forms, addressing rights and responsibilities and promoting international cooperation.”²²

In the past, governments tended to respond to migration on an ad hoc basis and from a unilateral point of view, often focusing on immediate issues without considering broader impacts. This seems to have changed over the past two decades: it is widely recognized that migration must be managed comprehensively rather than as an isolated issue. Regional consultative processes and dialogue platforms can be taken as examples for this shift in global migration policy. This also speaks to the importance of facilitating and engaging in triangular cooperation, both with countries of origin (and countries of transit) on a bilateral basis, while also facilitating and enabling “South-South” dialogue and cooperation in relation to migration management.

In practice, however, migration-related issues are still often managed with little coordination among government agencies or internationally. While the responsibility for migration management primarily lies with governments, many countries of origin lack the capacity and structures required. These challenges are particularly acute when it comes to return, readmission, and sustainable reintegration.²³ For example, Migration Policy Institute notes that migrants increasingly seek out second and third destinations, in a sign of new movement patterns. This also has implications in the context of return and readmission, underlining the challenge and importance of facilitating more sustainable reintegration while, at the same time, given that many countries of origin also serve as transit countries, being able to manage the movement (and stay) of migrants more effectively within one’s own borders.²⁴

The ability and willingness of countries of origin to manage migrants within their own borders represents a significant, complex, and multi-faceted challenge. This requires a broad set of institutional capacities, systems and policy frameworks which typically span multiple line ministries both at national and at sub-national level – with the immigration authorities at the forefront. Managing the interplay across these state functions and capacities, while also addressing the inherently dynamic and fluid nature of migration, presents significant challenges to many countries. These challenges are further exacerbated when recalling that much of irregular migration takes place in a context of political, economic, and social uncertainty

²² IOM Migration Glossary

²³ Altai

²⁴ MPI, “Top 10 Migration Issues of 2023”, available at: <https://www.migrationpolicy.org/programs/migration-information-source/top-10-migration-issues-2023>

and volatility, often including or connected to violent conflict, the adverse effects of climate change, or other dynamics or phenomenon which, by their very nature, are often beyond the remit and control of a single state. In this context, ICMPD's 2004 migration outlook focusing on the Mediterranean calls on the importance of partnerships, citing the comprehensive partnerships between the EU and countries such as Tunisia and Egypt linking interventions in migration management to a broader set of public policy issues²⁵. In this respect, IOM's and ICMPD's migration governance framework provides several relevant insights which respond to a number of these dimensions, emphasising the importance of whole-of-government approaches, including coherence and complementarity across capacities, systems, and policy frameworks. Their frameworks also emphasises the importance of partnerships, including amongst countries of origin and countries of transit.²⁶

Migration governance systems have been a key area of focus from many countries and international organisations in the past three decades, and significant – though uneven – progress has been achieved. However, recent migration trends suggest that many of these governance systems require significant revision and updating to respond effectively to the changing nature of migration, and to effectively manage migrants within their own borders. Migration Policy Institute²⁷ have identified a number of these emerging trends. Among others, the MPI notes that although many regions are seeing ever-more-restrictive physical and policy border barriers to prevent irregular migration, movement within certain parts of the world is becoming easier because of closer intraregional integration. A number of African states, including Rwanda and Kenya, have abolished visa restrictions for other African nationals and policy discussions regarding continental wide free trade has also included consideration of free continental movement. As it relates to the focus of this programme, intraregional integration presents both an opportunity and challenge for countries of origin migration management, underlining the importance of South-South dialogue, and the need to strengthen systems and policy frameworks in what can be (in some contexts) an even more fluid migratory picture.

While there is universal document defining the elements of good governance of human mobility, IOM put forward a **migration governance framework**²⁸ which is widely utilized in this field²⁹. This framework identifies a set of principles and objectives which, if respected and fulfilled, would ensure that migration is safe, orderly, and benefits migrants and society:

- **Effective migration governance** needs to be compliant with international law, ensuring the respect, protection, and fulfilment of individuals' rights, regardless of nationality or migration status. This entails combating xenophobia, racism, and discrimination while promoting equality and non-discrimination, ensuring that all individuals have access to necessary protection.
- **Evidence-Based and Whole-of-Government Approaches to Migration Policies.** Migration policies should be grounded in factual analysis and data. States need to gather and utilize credible information on various aspects of migration, including demographics, labour markets, and health. These policies should be comprehensive, addressing travel, immigration, emigration, and their links to environmental and socio-economic factors. Effective governance requires the

²⁵ ICMPD, "Migration Outlook Mediterranean 2024: Eight migration issues to look out for in 2024", available at: https://www.icmpd.org/file/download/60922/file/ICMPD_Mediterranean_Migration%2520Outlook%25202024.pdf

²⁶ IOM World Migration Report 2024

²⁷ Migration Policy Institute, "Top 10 Migration Issues of 2023", available at:

<https://www.migrationpolicy.org/programs/migration-information-source/top-10-migration-issues-2023>

²⁸ IOM: MiGOV. https://www.iom.int/sites/g/files/tmzbd1486/files/about-iom/migof_brochure_a4_en.pdf

²⁹ ICMPD's approach and policy frameworks have a similar focus, albeit framed differently.

involvement of all relevant governmental ministries to ensure policies serve broader national interests.

- **Importance of Strong Partnerships in Migration Governance.** Migration involves numerous stakeholders, including states, local authorities, migrants, employers, and various organizations. Effective governance necessitates partnerships to enhance understanding and develop comprehensive strategies, ensuring all actors are coordinated and informed.
- **Socioeconomic Advancement for Migrants and Society.** Effective migration governance should aim to improve the socioeconomic conditions of both migrants and their host communities. Addressing factors such as poverty, instability, and lack of access to education can reduce forced migration. Policies should promote stability and opportunities, allowing individuals to make informed choices about migrating, while also fostering positive outcomes for both migrants and their communities.
- **Effective Crisis Response and Mobility Dimensions.** Crises often lead to significant displacement. Effective migration governance requires international cooperation to prevent, prepare for, and respond to crises, supporting affected individuals and communities. Long-term recovery and sustainable development efforts must consider the needs of migrants, acknowledging that migration is often an inevitable consequence of crises.
- **Safe, Orderly, and Dignified Migration.** Ensuring migration occurs safely and orderly involves mitigating associated risks, such as health threats and illegal activities. This requires effective health measures, robust border controls, and international cooperation to address issues like terrorism, trafficking, and smuggling. Agencies must work together to maintain the integrity of migration systems and protect the well-being of migrants and societies.

Migrant return and reintegration have become increasingly prominent on the migration governance agenda including a greater recognition of the challenges associated with it. IOM defines **return** as “in a general sense, the act or process of going back or being taken back to the point of departure. This could be within the territorial boundaries of a country, as in the case of returning internally displaced persons (IDPs) and demobilized combatants; or between a country of destination or transit and a country of origin, as in the case of migrant workers, refugees or asylum seekers”³⁰

Return migration is categorized primarily into two types: voluntary return and forced return:

- Voluntary return: the assisted or independent return to the country of origin, transit or another country based on the voluntary decision of the returnee, which can be either spontaneous or assisted;
- Forced return: a migratory movement which, although the drivers can be diverse, involves force, compulsion, or coercion.

Return has the aim of making return more fair, orderly, safe and sustainable. Important topics are: the strengthening of evidence-based policy frameworks, to promote clear and fair policies that protect the rights of returnees and ensure their safe and dignified return; capacity building for migration stakeholders and service providers in countries of origin to better accommodate returnees; and the expansion of

³⁰ IOM, Glossary for migration

Assisted Voluntary Return and Reintegration (AVRR) programmes to provide robust reintegration support, including e.g. job training, education, and psychological counselling.

Return also needs to counter misinformation on migrants and returnees in the media in countries of origin, which can portray them negatively and erroneously and encourages intolerance, discrimination, racism and xenophobia. In turn, this can be linked to negative effects on the physical and mental health of migrants. Migrants' economic and cultural contributions can also be impaired, which affects the potential benefits for the host communities.

Reintegration is generally understood as a multidimensional process enabling individuals to re-establish the economic, social and psychosocial relationships needed to maintain life, livelihood and dignity and achieve inclusion in civic life.³¹ It is a crucial aspect of migration management, aiming to make the return process safe and beneficial not only for returnees and their families but also for their communities and countries of origin.

Returning migrants face numerous challenges upon their return. Economically, returnees often struggle to find employment or re-establish businesses, especially in regions with weak economies or limited job opportunities. Socially, access to public services such as healthcare, education, housing, and social protection schemes can be significantly limited. Psychosocially, returnees may experience difficulties in re-establishing personal support networks and readjusting to the cultural norms, values, and lifestyles of their home countries. These challenges can be increased even further by factors such as the returnee's place of residence, gender, and age, and lead to significant disparities in access to services and perceptions of security and belonging among different demographics.

IOM finds that female migrants returning to their countries of origin often have more difficulty than men reintegrating long-term into the community.³² Women report more challenges in accessing employment and training opportunities, as well as health-care services, often following abuses and exploitation during their migration journey, according to research on factors affecting the sustainable reintegration of returnees. If the reintegration processes do not have a sustainable aim, returnees might seek to migrate again – often in an irregular manner and with the risk to end in a vulnerable situation.

The programme is designed in a flexible manner and seeks to engage in country contexts informed by Government-to-Government dialogue and, as such, the focus countries will also change over time. However, as of the time of programme formulation, a number of countries were identified which the programme expects to focus on, at least in the first phase of the programme (with some also likely to involve extended engagement throughout the programme period). This includes Iraq, Afghanistan, Nigeria, Somalia, Morocco, Algeria, Lebanon, and Jordan. Drawing on a 2021 report from IOM focusing on comparative reintegration outcomes in forced and voluntary returns³³, experiences of returnees from across different country contexts speaks to the significant diversity in relation to return, readmission and

³¹ IOM, Glossary on Migration 2019a

³² IOM (2001), “Comparative Reintegration Outcomes between Forced and Voluntary Return and Through a Gender Perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

³³ IOM (2021), “Comparative reintegration outcomes between forced and voluntary return and through a gender perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

reintegration, in terms of the profile of returnees, their experiences and perceptions regarding return and reintegration, as well as the kinds of reintegration assistance provided.

In Afghanistan, approximately 58% of the returning nationals (out of 808 respondents) returned to the same community of their origin, after an average 15.8 years abroad. 86% of returnees resided in neighbouring countries, including Pakistan (56%) and the Islamic Republic of Iran (30%). In relation to the kinds of reintegration assistance which was received, 49 % of returnees were provided with microbusiness support, followed by training (26%), psychosocial support (15%), financial services (6%), and medical support (4%). 79% of all respondents reported being satisfied with their current economic situation, whereas 46% of forced returnees and 89% of female returnees reported being satisfied. This data reflects a number of broader trends pertaining to return and reintegration, including in relation to the importance of providing meaningful reintegration assistance. This is particularly critical in the context of assisted/forced returns, with 73% of forced returnees perceiving poor access to employment and training, compared to 43% overall, representing a significant disparity. The same is true in relation to psychosocial dimensions of reintegration. 90% of respondents reported feeling a sense of belonging to their community. The majority indicated that they feel like they have a supportive social network (65%), while this share is again lower among forced returnees (29%) and higher among female returnees (70%). In Nigeria, the study engaged with a total of 1,456 respondents, with an average duration of stay abroad of 1.72 years. While some returning nationals spent time in neighbouring countries (including Mali – 3.33%, and Niger – 3.19%), the majority were much further afield, including in Libya (70.33%), Germany (13.03%) and Saudi Arabia (7.86%). Upon returning, there was also a greater diversity in the kinds of reintegration assistance received, with microbusiness (36%) and training (25%) the most common, followed by a more even mix of other kinds of support, including medical support, financial services, and “other” kinds of support (which accounted for 25%).

In relation to the economic dimension of reintegration, 76% of respondents are satisfied with their current economic situation, whereas 53% of forced returnees and 76% of female returnees are satisfied. In relation to the psychosocial dimension of reintegration, 95% of respondents reported feeling a sense of belonging to their community. Slightly lower numbers, but still a majority, indicated that they feel like they have a supportive social network (83%), while this share is lower among forced returnees (63%) than among female returnees (83%). 94% of returnees feel that they are able to stay and live in Nigeria. The share is slightly higher among voluntary returnees compared to forced returnees (95% versus 93%) and among male returnees compared to female returnees (95% versus 93%). Of those indicating a desire to migrate again, 92% cited it as a need due to inability to establish sustainable living, while for 8% of respondents it was more of a wish due to less essential needs. In Somalia, out of a total 468 respondents, the average duration of stay abroad was 2.15 years and, again, large portions of returnees spent time in countries in the neighbouring region or in key transit countries along migratory routes, including Libya (47%), Saudi Arabia (15%), South Sudan (14%), and Yemen (11%). The profile regarding reintegration assistance shared a number of parallels to Afghanistan, with 51% receiving microbusiness support, followed by training (23%), psychosocial support (15%), financial services (7%) and reception assistance (4%). 43% of respondents are satisfied with their current economic situation, whereas 17% of forced returnees and 20% of female returnees are satisfied. 74% perceive they have poor access to employment and training, whereas 92% of forced returnees and 92% of female returnees reported poor access to employment and training. 86% of respondents reported feeling a sense of belonging to their community. A majority indicated that they feel like they have a supportive social network (61%), while this percentage is lower among female returnees (27%) and forced returnees (14%).

A holistic and needs-based approach to reintegration will include the individual, community and structural levels. At the individual level, initiatives focus on addressing the specific needs and vulnerabilities of returnees and their families. This might include providing financial or in-kind assistance to help cover every day needs, finance housing and medical care, and support education and self-reliant livelihoods. Such measures are seen to be particularly critical in the context of facilitated returns, given current data suggests that reintegration is more sustainable for voluntary, rather than facilitated or “forced” return. The IOM study from 2021 also finds that voluntary returnees were economically more self-sufficient and socially stable. On the psychosocial dimension, forced returnees reported more challenges in reintegrating sustainably, as well as difficulties in accessing housing, health care, and documentation services.³⁴ This analysis has also informed the design of this programme, and particularly the focus on strategic objectives which seek to strengthen the capacities, systems, and policy frameworks of relevant authorities, while also tying this to the provision of reintegration services to returning individuals.

At the community level, the strengthening of social links and an increase of the absorption capacity of communities, particularly in regions with high levels of return are important e.g. in the form of facilitating community dialogues to foster better understanding and cooperation between returnees and long-term residents.

At the structural level, promoting migration governance through engagement with local and national authorities is needed to ensure that returnees have access to adequate public services and fostering an environment that supports a dignified existence. Such structural initiatives help create a stable foundation for economic and social reintegration, enabling returnees to contribute positively to their communities and the broader society.

A longitudinal study conducted by Germany and IOM³⁵ surveyed close to 1,000 returnees, which had received financial, and in some cases, in-kind assistance to ease their reintegration. The findings underscore the importance of tailoring assistance programmes to the specific conditions and needs of different returnee groups. It highlights that structural reintegration is particularly challenging in societies with low political and economic stability, and that individual experiences of reintegration can vary significantly even within the same national context. For example, returnees in rural areas may face poorer access to public services compared to those in urban areas, and older returnees or women might have different needs and perceptions of security and belonging.

Overall, an integrated and multidimensional approach to reintegration that considers economic, social, and psychosocial factors and tailors support to the specific needs of returnees and their communities is essential for achieving sustainable reintegration outcomes. This approach must involve various stakeholders, including local and national governments, international and non-governmental organizations, and civil society, to ensure comprehensive and effective reintegration support.

³⁴ IOM (2001), “Comparative Reintegration Outcomes between Forced and Voluntary Return and Through a Gender Perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

³⁵ After Assisted Return from Germany: Long-term Reintegration StarthilfePlus Study II. Research Centre of the Federal Office for Migration and Refugees (BAMF), 20204.

ANNEX 2: PARTNER ASSESSMENT

Brief presentation.

IOM:

Established in 1951, IOM is part of the United Nations System and stands as the leading intergovernmental organization in the field of migration. IOM is dedicated to promoting 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. The organization 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: 1) Saving lives and protecting people on the move: To fulfil this objective, IOM puts the safety, dignity and protection of people first in the most challenging crisis response contexts in the world. 2) Driving solutions to displacement: In response to this aim, IOM endeavours to reduce the risks and impacts of climate change, environmental degradation, conflict and instability for communities affected by or at risk of displacement. 3) Facilitating pathways for regular migration: To address this pursuit, IOM prioritizes whole-of-government, whole-of-society approaches to safely connect people, goods, services, knowledge and innovation.

In 2023, Danish MFA and IOM signed a four-year Multilateral Partnership Agreement (MPA) covering the period 2023-2026 during which MFA commits DKK 200 million as core support and DKK 175 million as soft earmarking. The agreement highlights some strategic priority areas such as enhanced strategic and organisational effectiveness; enhancement of IOM's role in the UN system and strengthened partnerships; supporting capacity building of governments and relevant authorities for better migration management and Addressing the linkage between climate change and irregular migration and forced displacement. The funding and scope of activities relating to this programme is in addition to the funds covered by the MPA agreement.

ICMPD:

The International Centre for Migration Policy Development (ICMPD) is an international organisation with 20 Member States and 498 staff members. Active in more than 90 countries worldwide, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes. Priority regions include Africa, Eastern Europe and Central Asia, Mediterranean, Silk Routes, Western Balkans and Türkiye. Its approach to migration management – structurally linking policy & research, migration dialogues and capacity building – contributes to better migration policy development worldwide. The Vienna-based organisation has a mission in Brussels and is locally represented in 33 countries worldwide. ICMPD receives funding from its Member States, the European Commission, the UN and other multilateral institutions, as well as bilateral donors. Founded in 1993, ICMPD holds UN observer status and cooperates with more than 715 partners including EU institutions and UN agencies.

Summary of partner capacity assessment.

IOM:

As highlighted in the programme document, IOM's work is well aligned with key Danish priorities on strengthening orderly and humane migration management, helping more people better along the migratory routes, and addressing the drivers of irregular migration, including climate change. IOM has an extensive field presence

and is recognized as a relevant, efficient and agile organisation in terms of responding to evolving migration challenges and crisis globally. IOM also has a strong field presence in regions of priority for Denmark, including in Sahel, North Africa and the Horn of Africa.

Being a multilateral organisation, IOM is subject to MOPAN assessments on a regular basis. The Multilateral Organisation Performance *Assessment* Network (**MOPAN**) is a network of 22 donor countries with a common interest in assessing the general performance, results, and organisational effectiveness of major multilateral organisations. The members of MOPAN have joined forces to assess to what extent these organisations have the practices, systems, and behaviours in place to achieve effective and sustainable development results.

The most recent MOPAN assessment of IOM was released in October 2023 ([link here](#)). The assessment shows that IOM is strong on the ground: in crisis response, providing value for money, contributing to overall response efforts, targeting vulnerable people, supporting national governments, as a partner to other organisations, and in providing durable solutions for internally displaced people.

Unsurprisingly, the MOPAN assessment also identifies key areas for improvement that include working with funders to ease reliance on earmarked funds; finalising, operationalising and consolidating the rollout of the ambitious programme of institutional and business process reforms; further empowering IOM to deliver its cross-agency lead role on migration; scaling up work to be accountable to the people IOM serves, and working more closely with local actors – who are often the first responders in crisis settings.

Key issues addressed in the MOPAN report:

- **IOM’s organisational challenges are in many respects the flipside of its strengths.** IOM is an agile, responsive, entrepreneurial organisation, but with significant gaps in organisational capacity. The dilemma facing both IOM and its funders is how to address the gaps in organisational capacity without compromising IOM’s traditional strengths.
- **IOM has invested in organisational reforms; but implementation of these reforms will take time.** IOM’s reforms have been far-reaching and complex and will necessarily take some years to implement across a global organisation. Many of the shortcomings identified in this assessment are recognized by IOM’s management and are the subject of ongoing initiatives, which need to be operationalized and consolidated.
- **IOM plays an important lead role on migration in the multilateral system.** In the review period, IOM has significantly increased its engagement with global policy processes, becoming a more effective advocate on migration issues and increasing its visibility as the UN’s global migration agency, including in the field. However, prioritising a systematic approach to climate migration that spans from advocacy to programming is a key ongoing challenge.
- **Systems for results-based management and learning will take time to reap benefits.** Although the building blocks for a results-management system and for learning have been put in place, efforts need to continue at pace to build the systems required and ensure that results data is well integrated into planning and budget processes.
- **Humanitarian assistance is the main driver of growth in IOMs global portfolio.** IOM is an effective operator in crisis settings, with humanitarian assistance now representing 57% of its budget. The organisation is active in coordination. It consistently targets those most left behind, but could do more on humanitarian principles, protection and the humanitarian-development-peace nexus.

ICMPD:

The formulation team held discussion with ICMPD on operational/financial management issues. They revealed that ICMPD has adequate policies, procedures and systems in place to manage 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 incl strengthening systems and conducting trainings. Budget formats and processes appear input-based, but can be adjusted to MFA formats. ICMPD have 9 existing MFA grants under implementation and are thus used to MFA guidelines and formats. Localisation an issue but ICMPD have examples where funds are going directly to partners. Based on experience with other MFA funded programmes, the MFA has noted gaps with regards to the ICMPD MEAL structure. This should be addressed in the new programme.

As noted in [this paper](#) by the EU (p. 20), ICMPD successfully passed the EU Commission’s ex-ante “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 conducted an assessment of ICMPD with positive results according to ICMPD, but no report could be shared at the time of writing this assessment.

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.

Summary of key partner features

Name of Partner	Core business <i>What is the main business, interest and goal of the partner?</i>	Importance <i>How important is the project/programme for the partner’s activity-level (Low, medium high)?</i>	Influence <i>How much influence does the partner have over the programme (low, medium, high)?</i>	Contribution <i>What will be the partner’s main contribution?</i>	Capacity <i>What are the main issues emerging from the assessment of the partner’s capacity?</i>	Exit strategy <i>What is the strategy for exiting the partnership?</i>
IOM	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-	Medium. The funding is attractive for IOM because it will allow IOM to work on longer term objectives.	High. The outputs to be delivered have been defined by IOM in dialogue with MFA.	IOM is the key agency on migration issues and has implemented similar activities in other programmes.	IOM is strong on the ground: in crisis response, providing value for money, contributing to overall response efforts, targeting vulnerable people, supporting national governments, as a partner to other organisations, and in providing durable solutions for internally displaced people. IOM needs to work on	While the support through this programme is important for IOM, Denmark is one of many partners and therefore IOM is not dependent upon DK funding only. So when the funding relating to this programme expires, it is not damaging to the organization.

	<p>based approach. Countering migrant smuggling and trafficking.</p> <p>The objectives align with the IOM strategy and can be replicated by IOM across activities.</p>				<p>finalising, operationalising and consolidating the rollout of the ambitious programme of institutional and business process reforms; further empowering IOM to deliver its cross-agency lead role on migration; scaling up work to be accountable to the people IOM serves</p>	
<i>ICMPD</i>	<p>The International Centre for Migration Policy Development (ICMPD) is an international organisation that works to create efficient cooperation and partnerships along migration routes and is locally represented in 33 countries worldwide.</p>	<p>Medium.</p> <p>The funding is attractive for ICMPD because it will allow ICMPD to work on longer term objectives and strengthen training capacity.</p>	<p>High.</p> <p>The outputs to be delivered have been defined by ICMPD in dialogue with MFA</p>	<p>ICMPD is widely viewed as a leading entity in relation to migration, and has a significant presence and operational capacity, particularly in areas neighbouring and proximate to Europe.</p>	<p>ICMPD successfully passed the EU Commission’s ex-ante “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</p>	<i>As stated above,</i>

					<p>has project-based offices in several partner countries.</p> <p>The Dutch MFA has recently conducted an assessment of ICMPD with positive results.</p> <p>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.</p>	
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ANNEX 3: THEORY OF CHANGE AND RESULTS FRAMEWORK

(Elaborated version under preparation)

ANNEX 4: RISK ASSESSMENT

(Elaborated version under preparation)

ANNEX 5: BUDGET

(Elaborated version under preparation)

ANNEX 6: PROGRAMME MANAGEMENT SET-UP AND STRATEGIC FRAMEWORK FOR PORTFOLIO MANAGEMENT

(Elaborated version under preparation)

ANNEX 7: PLAN OF COMMUNICATION OF RESULTS

(Elaborated version under preparation)

ANNEX 8: PROCESS ACTION PLAN

Action/product	Deadlines	Responsible/involved	Comment/status
Start consultant team tender process	31 January	MIGSTAB	
Selection of consultant team	February	MIGSTAB	
Kick-off programme formulation	22 February	MIGSTAB	
Preparation of draft document	March April, May	Consultant team and MIGSTAB/UIM	
Submission of draft documents to PC	6 June	MIGSTAB	
PC meeting	18 June	MIGSTAB	
Documents finalised	End June	MIGSTAB/UIM	
Appraisal start	Early August	LEARNING	
Appraisal draft report	Mid-September	LEARNING	
Appraisal final report	End September	LEARNING	
Revise programme document on basis of appraisal comments	1-14 October	MIGSTAB/UIM	
Submission of documents to UPR	14 October	Consultant team and MIGSTAB	
UPR meeting	31 October	MIGSTAB	
Approval by Minister of Development Cooperation and Global Climate Policy	Beginning of November	MIGSTAB	
Implementing Partner agreement to be signed	Beginning of November	MIGSTAB	
Programme to officially commence	Beginning of November	MIGSTAB	
First instalments/payments to Consortia Partner to be made	Mid-November	MIGSTAB	