


















The Whole of Route Programme

<p>Key results:</p> <p>Reduced risks and vulnerabilities facing people on the move, due to better access to information and more tailored, responsive service provision, including in “hotspots”; More effective protection mechanisms for people on the move; A more conducive environment for migrants, due to better information and more balanced debate regarding the challenges and opportunities facing people on the move.</p> <p>Justification for support:</p> <p><i>To ensure more coherent and impactful approaches to migration through a “whole of route” approach, reducing the risks and vulnerabilities facing people on the move, and thus contributing to prevention of further irregular migration across migratory routes.</i></p> <p>Major risks and challenges:</p> <ul style="list-style-type: none">- Shifts in the political, economic, social and security conditions along migratory routes, which exacerbate risks and vulnerabilities facing people on the move;- Challenges in coordination and coherence by consortia/consortium partners in pursuing a “Whole of Route” approach.	File No.								
	Country	Global							
	Responsible Unit	MIGSTAB							
	Sector	Migration							
		<i>DKK million</i>	2024	2025	2026	2027	2028	2029	TOTAL
	Commitment	100	100	100	100				400
	Projected Disbursement	50	76	106	66	51	51		400
	Duration	5 years (11/ 2024 – 11/2029)							
	Finance Act code.	§ 06.32.10.18							
	Head of unit	Nicolaj A. Hejberg Petersen							
	Desk officer	Serena Hebsgaard							
	Reviewed by CFO	YES: Antonio Ugaz-Simonsen							
	Relevant SDGs <i>[Maximum 5 – highlight with grey]</i>								
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation				
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption				
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals					

Objectives for stand-alone programme:

The programme aims it to address irregular migration and contribute to more safe and orderly migration, by facilitating access to more effective services and systems, enhancing protection, providing more accurate information and support along the Mediterranean migratory routes. The programme seeks to ensure that migration along the three main Mediterranean (and Atlantic) routes is safer and people on the move have access to information, direct assistance and services, which help them make safer decisions and be in less vulnerable situations.

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

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

The Whole of Route Programme

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

Draft

Abbreviations

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

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

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1 Introduction

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

The overall objective of the programme is to address irregular migration, and to contribute to more safe and orderly migration, via the improvement of the situation of people on the move by ensuring more effective services, protection, and support across the Mediterranean migratory routes. The programme is in line with and informed by international human rights and standards and Denmark's policy priorities and track record in this area.

The programme is a core pillar of Denmark's migration portfolio and is one of three programmes supported through the Danish Finance Act for 2024 pertaining to different responses to migration related issues. The other two programmes include the Regional Migration Governance Programme with a focus on the Mediterranean region, and the Capacity Migration Management Programme focused on enhancing migration capacity in countries of origin and transit. Since the programmatic areas are highly interrelated and interdependent, a common strategic "chapeau" including a common theory of change will be developed with a view to facilitating 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) and in Annex 3 and Annex 11.

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

The programme seeks to enable Denmark to respond to ongoing and emerging priorities and mixed migration movements across migratory routes, working with civil society actors to provide flexible, appropriate services, protection, and support geared towards addressing the various risks and vulnerabilities which characterise irregular migratory journeys. There are significant complexities associated with the pursuit of this objective, given the changing tendencies and dynamics along the migratory routes. The programme design therefore takes a flexible and adaptive approach, described in further detail in Section 5. Inter alia, this was one of the recommendations of the internal review of Danish support to migration-related programming completed at the end of 2023.

2 Context, strategic considerations, rationale and justification

2.1 Overall rationale and justification

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

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

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

Accordingly, Danish interventions focus on irregular migration, seeking to *prevent* irregular migration by promoting legal pathways, *strengthen* migration management along the irregular migratory routes, and *promote* return and readmission. This programme, in particular, seeks to enhance the situation for people on the move along the Mediterranean migratory routes and prevent further irregular migration movements. In relation to the “whole of route” approach, the aim of the intervention is to contribute to safer migration along the three main Mediterranean (and Atlantic) routes and that people in both countries of origin and countries of transit have access to information, direct assistance and services (including about all possible forms of durable solutions) which help them make safer decisions and be in less vulnerable situations. support. The programme is expected to cover several countries along the three main Mediterranean routes: the Atlantic/ Western Mediterranean Route (A/WMR), the Central Mediterranean Route (CMR), and the Eastern Mediterranean Route (EMR). The programme will have a particularly focus on transit countries (and so-called “hot spot areas” within those countries), given the particularly acute risks and vulnerabilities faced by people on the move in such contexts, as highlighted by the preparatory analysis as well as through UNHCR (which is described in further detail in the lessons learned section)

2.2 Context

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

The programme design is informed by the preparatory analysis prepared for the MFA in April 2024. The analysis provided an up-to-date mapping of trends and dynamics across the three migration routes, presenting a number of recommendations regarding this programme’s focus countries and approach, also drawing on key good practices and lessons learned in relation to operationalising “Whole of Route”

approaches. The graphic below reflects the migratory routes which were the focus of this analysis, and which in turn shape the geographic focus for this programme going forward.

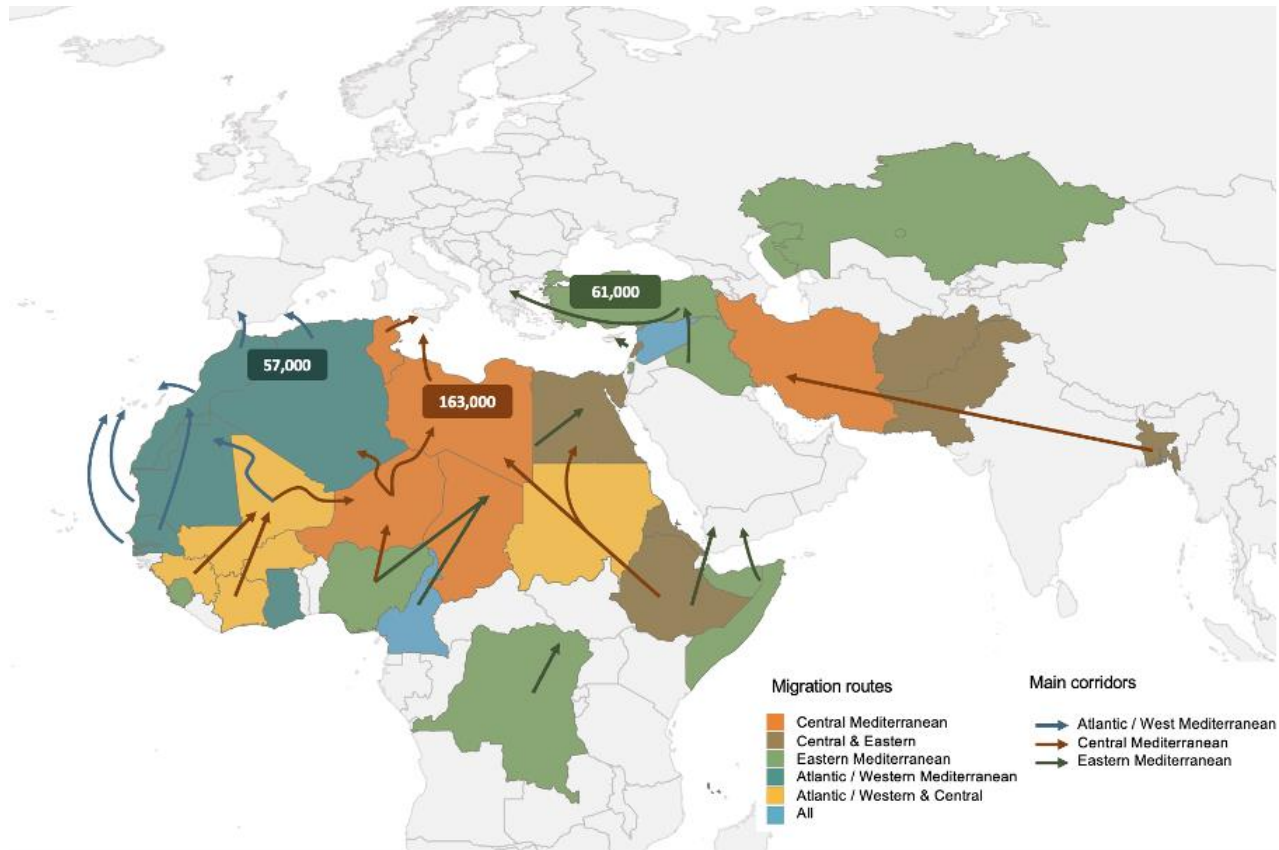


Figure 1: Mobility trends along the Atlantic/West, Central and East Mediterranean routes¹

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

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

¹ Source: Numbers come from Frontex for 2023. Lines can refer to movement by land, air or sea (ex. Typically Bangladeshi join the CMR by air to Libya or Tunisia). Country colour codes correspond to the top 15 nationalities (on average) between 2020 and 2023. Also note that the border between Western Sahara and Morocco is not represented in this map for simplicity's sake. This does not represent an endorsement of a particular political position.

also by Sub-Saharan Africans, departing from Tunisia. In 2023, Tunisia was the main country of departure on the CMR with over 97,200 sea arrivals coming from Tunisia against 52,300 arrivals from Libya to Italy. Departures of Tunisian citizens (along the CMR) rose from 2,600 in 2019 to over 18,000 in 2022 and 2023, which some reports attribute to the accelerating economic challenges that Tunisia has been facing since the onset of the COVID-19 pandemic. Economic difficulties associated with COVID-19 also led a growing number of sub-Saharan migrants who were already living in Tunisia to make the crossing to Europe after losing their informal jobs. Many sub-Saharan migrants legally arrive in Tunisia by commercial air travel, given the numerous visa procedure agreements between Tunisia and sub-Saharan countries, particularly in West Africa.

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

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

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

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

In 2023, Greece registered the most arrivals on the EMR, followed by Bulgaria, while arrivals to Italy and Cyprus decreased when compared to 2022. Increased departures from Türkiye over the last years can be linked to a deteriorating relationship between migrants and host communities in Türkiye, fuelled by anti-migrant political rhetoric, as well as overall worsening social and economic conditions in the country. These are in part due to the COVID-19 crisis and the early 2023 earthquake. The disaster put even more pressure on both host communities and migrant populations. The latter were particularly affected: more than two million refugees under international and temporary protection previously resided in the eleven provinces affected by the earthquakes. The 2023 sharp increase in departures can also be linked to an overall tightening security situation in Türkiye, leading to a sense of emergency for irregular migrants living there.

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

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

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

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

On the **A/WMR**, in Morocco as a key transit country, interviewees mentioned access to basic services, shelter and information / help with administrative procedures (with regards to residency but also to registering births) as important unmet needs. The needs on the **CMR** are similar with cash, shelter and protection also coming on top. The CMR is characterized by long, complicated travels through difficult terrain (the Sahara desert) and situations in some of the most dangerous areas (Libya, the borders with Algeria and Libya, which are particularly known for their danger and for the abuses that take place there, the north of Niger and Mali). In countries like Libya, the risk of exploitation and/or detention is high. The needs for protection in general, including health, SGBV and Mental Health and Psychosocial Support (MHPSS) are therefore immense. On the **EMR**, basic needs – including cash or access to work -, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular

migrants' needs are largely driven by their irregular status which impedes their access to any basic service. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time.

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

2.3 Strategic framework

Migration is an integral part of the 2030 Agenda for Sustainable Development. In particular, the programme is consistent with Target 10.7 to facilitate orderly, safe, regular and responsible migration and mobility of people, in accordance with the Global Compact for Safe, Orderly and Regular Migration (GCM).

Protecting those in need and providing support to host countries along migratory routes is one of five main priorities in the EU's development interventions regarding migration under the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI-GE). This focus is reflected in the Team Europe Initiatives for the A/WMR and the CMR, in which Denmark participates.

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

2.3.1 Danish policies and strategies

The 2024 Finance Bill and the Government's priorities for Danish Development Cooperation clearly demonstrates the interconnected nature between climate change, migration, and conflicts, and the 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 Bill and this programme can be seen as responding to a clear priority.

The programme aligns with a number of the objectives articulated in Denmark's "The World We Share, 2021 – 2025", particularly Objective 2 which focuses on addressing irregular migration and helping more people better along key migration routes. The objective reflects Denmark's commitment to supporting innovative approaches and for a more just and human asylum system, while also helping more people better along key migration routes and thereby preventing refugees and irregular migrants from ending up in vulnerable situations. The strategy also seeks to strengthen cooperation regarding voluntary return of persons without legal residence in Denmark. In this context, the programme can be seen as an essential contribution towards Denmark's foreign policy and development objectives pertaining to strengthening the collective ability to address irregular migration in a more just, humane, and effective manner, centred primarily around strengthening the capacity and ownership of States that are both countries of origin and transit countries.

The programme also aligns with a broader set of objectives included in "The World We Share, 2021 – 2015". Objective 1 reflects the linkages between irregular migration and displacement and the importance of preventing poverty, and pursuing development dividends, including in relation to livelihoods and social safety nets. Similarly, Objective 3 reflects Denmark's focus on preventing humanitarian crises, and

includes a particular focus on leading innovative, long-term and solidarity-based solutions for refugees and internally displaced people and their host communities in conformity with the Global Compact on Refugees.

Taken together, much of Denmark's humanitarian and development assistance can be seen as a contribution towards addressing the structural causes of irregular migration and displacement as they pertain to crisis response and humanitarian assistance, as well as in relation to development interventions pertaining to livelihoods, education, health, and well-being. Denmark underlines a "whole-of-route approach" to migration management with support to countries of origin, transit and destination to better assist more people along key migration routes and thereby prevent people on the move from ending up in vulnerable situations. This particular programme is seen to have a particular focus and comparative advantage, and is geared towards advancing "whole of route" approaches to addressing irregular migration.

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

2.4 Choice of partners / Call for Proposal process

The partners will be selected through a restricted Call for Proposal as highlighted in the internal MFA guidelines ("guidelines for awarding grants 2019", p. 14). This modality has been selected as it is assessed that a limited number of civil society organisations have the necessary experience and competences in relation to the programme implementation. At the same time there is a need to ensure a competitive process for the funding. The CfP will be carried out during the second half of 2024.

The contract will be allocated to one or two overall implementing partners (IPs)(working in a consortium with local implementing sub-partners).

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

The process of selection will include two steps: First, MFA will share an "information note" on the Danida website, which describes the CfP process and to which relevant lead-partners/consortia may respond by presenting a concept note. Each lead partner and their consortium will submit a concept note describing approaches, staffing, budget and more according to the format for the concept note. At this stage, consortium members and their role should be described. MFA will assess each lead-partner/consortium for eligibility and scored on overall capacity based on pre-defined criteria, all of which has been described in the information note. MFA may decide to invite the lead-partners/consortia for interviews. Based on the concept notes and the interviews, MFA will decide whether to proceed and invite one lead-partner/consortium for the next stage. Second, the 2 to 3 lead-partners/consortia will be pre-approved and invited to submit a full proposal. When the full proposals are submitted, reviewed, and scored by a selection-committee within MFA, the selected lead-partner/consortium will be informed and MFA will enter into a grant agreement with the lead-partner/consortium.

Details regarding the information letter, format for the concept note, eligibility criteria and evaluation criteria, format for the full proposal to guide the selection process are described in further detail in Annex 2.

It should be recalled that applying the CfP modality signifies that the MFA must not define the activities to be undertaken and the outputs to be achieved. Only outcomes can be defined by MFA included in the

information note. This is also relevant to remember in the subsequent dialogue with the consortia/consortium.

2.5 Past results and lessons learned

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

This programme is also informed by the findings and recommendations from the *Review of Danish migration related engagements (2018 – 2022)* provide a number of clear lessons learned and recommendations which has informed the design of this programme, including in relation to results frameworks, results/ outcome harvesting, manageability of the programme (including easing of administrative burdens) and streamlined administrative structures. The preparatory analysis commissioned by the Danish MFA provides valuable complementary insights regarding lessons learned and good practices which the programme will seek to build on.

Strengths and weaknesses of whole of route approaches

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

Whole of Route approaches and consortium structures

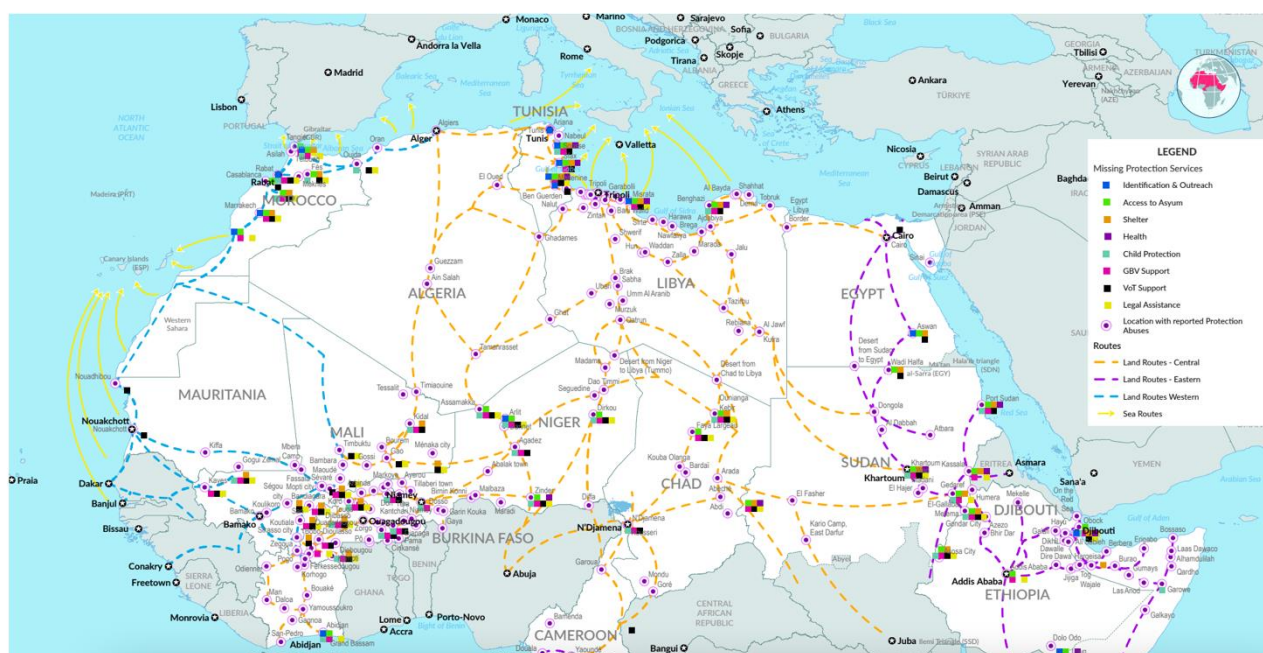
The preparatory analysis also pointed to a number of lessons learned pertaining to existing consortia-based approaches to whole of route programming. Cooperation between partners and across countries is key and requires a clear definition of roles and responsibilities from the start of the programme, as well as clear coordination mechanisms and data sharing protocols. A best practice is for coordination between country teams to include implementation staff to ensure the sharing of best practices, tools and approaches that could be adopted for common issues. Lessons from route-based programmes show that it is challenging to avoid implementing in silos when programming across borders. Contexts vary greatly across countries, and different IPs are often in charge of different countries within the same programme. This comes with different working cultures and bureaucratic layers. If communication and coordination between countries and actors remain limited, programmes may fall short of achieving a route-based

approach. Better communication, however, is needed to increasing beneficiaries' trust and Humanitarian Service Points (HSPs) visibility. The lack of a systematic data sharing system across HSPs (and various NGOs and UN agencies) currently presents a barrier to further efficiency, and would be an important element to consider in relation to the programme (and the call for proposals).

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

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

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



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

Drawing out lessons learned from similar kinds of programming

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

The Action for Migrants: Route-based Assistance programme (AMiRA) led by the British Red Cross and implemented by the National Societies of the Red Cross Red Crescent Movement and with one external actor (INTRAC) in charge of the learning component. AMiRA is a good example to learn from given the similarities with this programme². The AMiRA programme provided support to vulnerable migrants across Niger, Burkina Faso, Guinea, Mali, Sudan and Egypt and was conceived as a route-based programme which would provide basic needs and protection services for migrants moving along migratory routes. While the programme overall was deemed relevant and effective in the services it offered to migrants on the route, according to an evaluation it did not implement an adequate route-based approach. According to the programme’s final evaluation^[2], a route-based approach is of greater added value in mixed migratory movements that involve a number of transit countries and regions. While this approach was necessary and relevant in AMiRA’s context, it did not become fully operational. The main challenge was that the specifics of what a route-based approach would entail and how it should be put into place, as well as who should be responsible for overseeing it, had not been well articulated from design and inception and was thus not well understood by the implementers. The concept of the route-based approach was interpreted in different ways and was not defined until very late into the programme, including by the donor.

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

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

² <https://www.intrac.org/projects/supporting-learning-within-the-amira-programme/>

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

Insights regarding adaptive programming and rapid funding mechanisms

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

2.6 Aid effectiveness

The programme is located within a broader strategic framework (including the Regional Migration Governance Programme and the CAPACITY Migration Management Programme, as well as other engagements involving MIGSTAB, such as the provision of core and soft-earmarked funding support to IOM) which will enhance the linkages and complementarities across Denmark's migration-related programming. This will strengthen the value for money (VfM) and coherence of Denmark's engagement in the migration area. While this programme has a particular focus on civil society engagement in the provision of services and protection to people on the move (as rights holders) across migratory routes, it is key that it sustain local systems including community and local government structures. It is also important that the migration interventions are coherent and that the other migration programmes with their focus on national systems and duty bearers complement the programme.

Given the aforementioned gaps, uneven distribution of programming and support, and dynamic situation regarding use of different routes, the programme decision to pursue a consortium approach is geared towards ensuring greater operational flexibility. By engaging with a civil society consortium, the programme will be able to support both international and local civil society actors who are present and proximate to migrants and refugees³ along migratory routes. In this way, the programme can have significant level of coverage and outreach.

OECD's guidance on "migration-related activities in official development assistance (ODA)"⁴ emphasises the importance of migration-related activities being driven by, and responding to, the development objectives, contextual circumstances and needs, and priorities of developing countries, as opposed to "the provider's domestic migration agenda". As stated above, the programme is clearly aligned with the Sustainable Development Goals of the 2030 Agenda (particularly with regard to Goal 10 (aimed at reducing inequality within and between countries). OECD's guidance also clearly states that support to promoting safe and regular pathways for migration or that address irregular and unsafe

³ Migrants and refugees in this programme document refers to mixed migration populations.

⁴ <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm>

migration are clearly DAC-eligible, given that they are seen to preserve a focus on developing countries' main benefit.

2.7 Justification according to the DAC criteria

Criterion	Justification
Relevance	<p>The programme responds to challenges in relation to irregular migration, including significant mixed migration movements (as demonstrated by ongoing violent conflict in Sudan, instability across the Sahel, and elsewhere, in some cases exacerbated by growing poverty rates, and the adverse effects of climate change).</p> <p>The programme is well-aligned with the “Doing Development Differently” agenda as well as the Humanitarian-Development-Peace (HDP) nexus given the programme’s focus on working through civil society actors who are present and proximate to people on the move across migratory routes, and through a combination of service provision and referrals well positioned to address issues across the HDP.</p>
Impact	<p>The programme positions Denmark to play a leading role in the use of development assistance to support long-term, sustainable programming addressing irregular migration, and to demonstrate an innovative approach to “Whole of Route” programming. By working through a civil society consortium, the programme will have a presence and reach which will enable it to provide support and services to people on the move across a wide number of migratory routes and conditions. By focusing on “hotspots” where vulnerabilities are particularly acute, the programme also seeks to address certain parts of the migratory routes which could have a broader catalytic impact on risks and vulnerabilities facing people on the move across migratory routes more broadly.</p>
Effectiveness	<p>By working through a consortium comprised of international and local civil society actors, with in-depth operational capacity, outreach and strong focus on localisation and partnerships, the programme will be able to identify and close gaps in an effective manner.</p>
Efficiency	<p>By working through a consortium, the programme seeks to maximise operational efficiencies by leveraging the presence, networks, and competencies of both international NGOs and national civil society partners, with a view to ensuring a more comprehensive and efficient approach to “whole of route” programming. The combination of coherence and connected programming across migratory routes, coupled with localised approaches, offers a more efficient and effective strategy in this regard.</p>
Coherence	<p>The programme presents an opportunity for Denmark to contribute to greater coherence amongst the international and donor community, both within the EU and beyond, in relation to “Whole of Route” programming. The programme offers the potential to actively shape and influence EU and Member States programming and engagement in this area, by leveraging the engagement of Denmark and consortium partners in existing coordination structures (within the NDICI structure and the TEAM Europe structure at EU level) while also potentially generating lessons learned and good practices which can have a wider influence on coherence going forward.</p>
Sustainability	<p>The programme is intended to promote sustainability of results through its focus on long-term approaches to “Whole of Route” programming, premised on providing the relevant services and protection to “people on the move”, and doing so in a more consistent and coherent manner across migratory routes. Uncertainties related to political dynamics and patterns of irregular migration, as well as the ability of countries of origin and transit countries to strengthen human rights-based approaches to migration management may present challenges to sustainability.</p>

2.8 Alignment with cross-cutting priorities

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

With respect to **the human-rights based approach**, the “**leaving no one behind**” agenda, as well as migration considerations in relation to **gender, climate change and youth**. With respect to the human-rights based approach, the programme will ensure: i) meaningful and inclusive participation and access to decision-making; ii) non-discrimination and equality; iii) accountability and rule of law for all; iv) transparency and v) access to information supported by disaggregated data. The programme will conduct **human rights due diligence measures** to ensure that it does not have an adverse impact on the rights of the affected population and that activities are implemented in line with the principle of “**do no harm**”. When relevant, the programme will particularly target the needs of the most vulnerable, including by following a gender-sensitive approach.

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

Given the gendered nature of migration and the diverse and varied risks people on the move face including women-at-risk and unaccompanied minors, ensuring **protection** and **gender-sensitivity** across the programme will be particularly important. Gender-responsive programming will be operationalised through adjusting to the different impact programming may have in relation to the gender, both in terms of the programme’s participants or its intended endline beneficiaries. At the same time, the activities will strive to ensure inclusivity in demographic and personal characteristics, including gender, functional roles and geographic distributions yet recognizing the contextual landscape where being implemented.

3 Programme Objective

The programme aims to address irregular migration and contribute to more safe and orderly migration, by facilitating access to more effective services and systems, enhancing protection, providing more accurate information and support along the Mediterranean migratory routes. The programme seeks to ensure that migration along the three main Mediterranean (and Atlantic) routes is safer and people on the move have access to information, direct assistance and services, which help them make safer decisions and be in less vulnerable situations. The programme is in line with and informed by international human rights standards, HRBA, gender, youth and climate change where relevant and other Danish MFA priorities in relation to migration.

The **specific objective (SO)** of the whole of route programme is to contribute to prevent irregular migration and ensure that people on the move along the migration routes are less vulnerable through accessing higher quality services and information required to make better informed, and less risky decisions along migratory routes.

This SO has four main **outcomes**:

- **Outcome 1:** Potential migrants (before and during their journey) make better informed decisions about possible migration.
- **Outcome 2:** People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are.

- **Outcome 3:** Local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.
- **Outcome 4:** Dis-information relating to migration is reduced.

4 Theory of change and key assumptions

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

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

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

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

The overall and specific objectives as well as the outcomes listed in the previous chapter were developed with the following theory of change (ToC) in mind:

Box 1: Theory of change for the “whole of route” programme

IF people on the move as well as potential migrants and their respective communities have timely access to accurate information and empowered to make better decisions, and
IF the local duty bearers, authorities, civil society, media and the public in countries of origin and in transit countries are sensitised to the factors surrounding migration and the situation facing people on the move, and
IF local duty bearers and civil society organisations are empowered to effectively respond to the needs and priorities of people on the move along migratory routes, and
IF such services are provided in a protective, orderly and coordinated manner,
THEN people on the move will have better access to relevant and impactful services that adhere to international standards,
EVENTUALLY CONTRIBUTING TO reduced levels of irregular migration, stronger and more cohesive local protection structures, and reduced risks along migratory routes.

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

- Timely and adequate access to emergency and protection services such as shelter, health-care, MHPSS, and food, and livelihood services such as counselling and sustainable reintegration support will make people on the move less vulnerable.
- Many prospective migrants in countries of origin as well as migrants in transit lack the information required to make informed decisions about their next move or whether to migrate at all; enhanced access to accurate information and legal counselling would allow them to better plan their journey and have an impact on the decision to migrate irregularly, and also to access the required support while avoiding situations of risk, thus reducing their overall vulnerability.
- Improved messaging around migration will help make migration safer, as accurate information about the motivations, realities and impacts of migration will lead to increased understanding and more positive attitudes towards migrants.
- In many countries, the insufficient coordination, cooperation and information exchange between INGOs and civil society stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning “whole of route” approaches and support to people on the move. At the same time, there is often a disconnect and lack of coordination – and in some instances contestation or competing objectives – between duty bearers at the local level (municipalities, local service providers, social workers, community focal points) which potentially undermines the effectiveness and quality of support provided to people on the move and, at worst, exacerbates the risks and vulnerabilities they face. This programme assumes that such challenges can be addressed through more effective approaches to coordination and collaboration, which can be advanced through a consortium approach, and includes the implementation of relevant referral systems/staff along the routes.
- The strengthening of democratic principles, rule of law and human rights can have a positive impact on the rights of the various categories of people on the move, reception and detention conditions and GBV.

5 Summary of the results framework

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

Specific outputs will be defined by the consortium, with includes the selected implementing partners.

Programme	Whole of route programme
Programme Objective	Migration along the three main Mediterranean (and Atlantic) routes is safer and people on the move have access to information, direct assistance and services (including about all possible forms of durable solutions) which help them make safer decisions and reduce vulnerability
Impact Indicator	# of people on the move accessing programme assistance and services across migratory routes; # of joint initiatives involving international NGOs, civil society, and local authorities providing targeted support to people on the move in focus countries (disaggregated to include % of programming engagements in “hotspot” areas); % of case load across programme countries which includes referral or follow-up support
Baseline	Tbd.
Specific Objective 1	Contribute to preventing people on the move along the migration routes from ending up in vulnerable situations
Outcome 1	Potential migrants (before and during their journey) make better informed decisions about possible migration

Outcome indicator		# of current or potential migrants provided with access to accurate information; # of migrants / potential migrants assessing the level of available migration information as satisfactory
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 2		People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are.
Outcome indicator		# of vulnerable migrants identified; # of migrants transferred to the relevant national referral mechanisms; # of strengthened national referral mechanisms and strengthened / established and support centres ; # of migrants successfully reintegrated
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 3		Local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.
Outcome indicator		# of empowered municipalities and civil society organisations
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 4		Dis-information relating to migration is reduced.
Outcome indicator		# of information campaigns undertaken by media and civil society addressing mis/disinformation in relation to migration related issues; shifts in perception amongst the local population regarding attitudes towards migration related issues.
Baseline	2025	Tbd.
Target	20XX	Tbd.

5.1 Short summary of projects

The following sections provide an overview of potential output areas, which support the outcomes described above, thereby contributing to reaching the overall and specific objectives of the programme. As mentioned above, the final list of outputs will be determined by the programme's implementing partners.

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

Outcome 1 – Potential migrants (before and during their journey) make better informed decisions about possible migration.

- **Access to information and advice** / counselling in countries of origin: As mentioned in the Lessons Learned section, there are several avenues possible for awareness raising and counselling

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

- **Access to information on the move / community focal points:** Up-to-date information on the risks of irregular migration, but also around the availability and the rights of people on the move to access direct assistance and basic needs is still a significant gap along the main routes. The programme will therefore focus on identifying and training community focal points, as an effective way to ensure that migrants in need can be connected to service providers, e.g. providing information about where to sleep, where to potentially find work, etc. Awareness raising activities will happen at the one-stop centres, but also directly in the communities, through the mobile teams. The programme will also ensure that one-stop centres include maps with relevant service providers and key phone numbers, in the relevant languages. Such material could include QR codes to scan and find more information. Physical text-based brochures should also be available. These should be “quick hits” – easy to read and digest for people on the move. This is particularly important for migrant workers who do not have access to mobile phones or the internet. Strong networks such as the Guinean or the Cameroonian diaspora network in Tunisia, could be mobilised as partners to develop targeted protection activities by mutualising resources for support to people on the move in vulnerable situations from their communities.
- **Social media** can be a very powerful tool to provide information to people on the move. The programme will include social media monitoring activities, both to enhance the use of social media as a source of information for migrants, but also as a warning system for migrants needing help. The use of social media could include targeted advertisements and monitoring in different Facebook groups that migrants usually use. Once a warning alert is detected, the social media monitoring team will contact the closest aid organization and/or one-stop centre, so that they can deploy a mobile team to undertake a needs assessment and/or provide the needed support, if possible and relevant. Social media monitoring activities will also include activities aiming at fighting trafficking in persons by identifying posts by potential traffickers.

Outcome 2: People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are.

- **Direct assistance / basic needs:** the programme will support existing one-stop centres in key transit locations in the four countries of implementation, so that these centres can offer direct assistance, providing for basic needs (food, water, showers and lavatories, non-food items including basic hygiene products, menstrual kits, access to phone chargers and WIFI, etc.). These centres will deliver quality and adapted assistance to people in need. Assistance will be delivered at fixed points in the centres but also through mobile teams, to reach remote populations or more rural areas. For thematic areas not covered by the centres (e.g. RSD, Assisted Voluntary Return and Reintegration - AVRR), there will be strong established and constantly updated referral mechanisms. It will be important for these centres to be visibly staffed or supported by people

with appropriate language skills and who will understand the culture of the migrants as these two aspects are important barriers to access.

- **Psychological First Aid (PFA) and Mental Health and Psychosocial Support (MHPSS):** People on the move face numerous abuses and violence and encounter different stress factors that can impact their mental health. The programme will support one-stop centres to deliver PFA and MHPSS, in fixed service points and through mobile teams. This means delivering training to social workers so that they are able to identify people in need of mental health support, but also having dedicated and trained medical staff able to deliver the appropriate counselling. This should include specific SGBV-related services, especially in more sensitive areas (disembarkation points, border crossing areas etc.)
- **Case management:** Recognising the fact that targeted beneficiaries are on the move and have evolving needs depending on where they are on their journeys, the programme will support cross-border case management initiatives. In West Africa, this could be done through supporting the West Africa Network for the protection of children, which helps ECOWAS government and non-government actors protect migrant children in need (see Focus Box 5). It could also be done by helping the International Federation of Red Cross and Red Crescent Societies pilot the development and delivery of anonymous QR codes cards that enable HSPs along the routes to access beneficiaries' information, including their protection needs and services already provided. This is especially useful in managing cases which are sensitive: such a process would spare beneficiaries the potential trauma associated with registration processes, in which they may need to repeat a difficult story on several occasions. It allows more dignified treatment of people in need, and better complementarity of services. At the same time, it keeps their personal information safe and enables different service providers to follow up on their cases and/or provide referrals. A more fluid process to identify migrants being attended would be an important time saver for staff and volunteers, thereby allowing them to more promptly attend to the person in need and focus more on the quality of the service provision, rather than on registering the person.
- **Shelter:** Research found that little is available in the way of safe shelter for migrants in general and for victims of trafficking or survivors of other abuses in particular.^[3] When possible, the programme could support one-stop centres which offer temporary shelters. This is particularly relevant in key transit locations in the Sahel region (Niger, at the border with Mali and Libya, border between Tunisia and Algeria and between Algeria and Libya) where such centres could be the last stops before refugees and migrants embark on further dangerous journeys across the Sahara Desert.^[4]
- **Legal information, counselling and assistance:** People on the move often struggle to secure basic rights due to administrative and legal challenges in accessing Legal and Civil Documentation (LCD).^[5] Documentation is needed to access services, justice and ensure a broader economic and social inclusion. In certain cases, lack of passport prevents people from benefitting from Assisted Voluntary Return. The programme will provide adapted legal assistance, including providing information, facilitating access to documentation through consulates and embassies and referrals. Legal assistance will be provided in the supported one-stop centres, but also through mobile teams who could set up temporary tents with trained legal advisers in more remote areas. In some countries, legal assistance could be provided by bar associations. This is already the case in Türkiye for example and should be supported, especially for active bar associations that are in some cases already very engaged in supporting migrants cases pro bono (e.g. the Van Bar Association is reported to be such a case) or to encourage other bar associations.

Outcome 3: Local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.

- **Capacity building for duty bearers:** these will largely depend on the country but could include a variety of local government (e.g. municipalities) and non-government institutions whose support will not only help the local authorities be able and willing to help protect migrants but will also serve to develop goodwill towards the project and its final beneficiaries.
- **Capacity building for social workers** working at the one-stop centres. Social workers will need to be trained in identification and profiling of people on the move, protection and case management and referrals. In addition, capacity building of volunteers could be considered to ensure sustainability: indeed, staff specialists make one-stop centres costly and some CSOs try to reduce numbers of staff by relying on more volunteers (e.g. TRC's "green" or sustainable community centres in Türkiye) who could benefit on being trained on dealing with mixed migration movements.
- **Referrals:** The programme will provide training for social workers and duty bearers responsible for referring identified people in need. The programme will be conscious of not duplicating existing referral systems developed by governments or aid organisations. The opportunity to support existing national referral systems, or cross border referral pilot systems in implementation countries will be assessed during the inception phase. This will include access to AVRR or RSD services, for which strong coordination links should be established with UNHCR and IOM or other return and reintegration services providers in each country of implementation.

Outcome 4: Dis-information relating to migration is reduced.

- **Changing the migration narrative is crucial to avoid further marginalising migrants and refugees wherever they are (thus sometimes causing unwanted onward movement):** Migration can have both positive and negative impact on host communities: while mixed movements can bring cultural diversity, new skills and labour force, entrepreneurship and innovation, it can also represent a stretch on utilities and public services, leading to potential tensions and competition over local resources or jobs.¹¹
- **Community engagement and social cohesion activities:** Open communication and community engagement can help promote dialogue, improve mutual understanding and enhance social cohesion between migrants, refugees and host communities. This can be done through awareness raising activities aimed at changing the migration narrative. Community-based initiatives that promote dialogue and conflict resolution can also have a positive impact by promoting local integration. Finally, projects that are useful to all community members can be tools for better social cohesion and increase understanding of cultural specificities. These can include cultural festivals, sport gatherings, public gardens, etc. Ultimately, such activities can build strong social cohesion and therefore reduce communities' exposure to tensions and conflict.
- **Working with journalists (and other influencers) to change the narrative: activities** could include working with media-related civil society organisations (e.g. Media and Migration Association in Türkiye) to support their efforts in providing informative media content and empower a right-based representation of refugees and migrants, through research and analysis, training of journalists, production of content, counselling and guidance to media organisations and other institutions dealing with public information (e.g. local duty bearers, municipalities and CSOs involved in the programme), etc. It would also be extremely relevant to involve this type of organisation in the data collection for the preparation and design of any awareness-raising campaigns as they could bring in both their media/information expertise and their knowledge of rights-based approaches to communicating with and about migrants.

6 Inputs/budget

An overview of the budget is provided in Table 1 below. The call for proposals is expected to take place in 2024 with a total budget envelope of DKK 355 million. Given the need for flexibility, DKK 40 million will be reserved for future interventions, or potentially increased funds for the consortium in case of additional needs. The MEAL unit described in annex 12 will be funded pro rata across all three immigration programmes (see annex 12). DKK 5 million will be set aside for reviews, studies, etc. See Annex 5 for further details.

Table 1: Disbursement budget in DKK million

Budget item (DKK Million)	2024	2025	2026	2027	2028	2029	Total budget
Call for Proposal	50	75	65	65	50	50	355
Unallocated (10%)			40				40
MEAL unit		0.5	0,5	0,5	0,5	0.5	2.5
Reviews, studies, etc.		0.5	0.5	0.5	0.5	0.5	2.5
Total budget	50	76	106	66	51	51	400

6.1 Arrangements for use of unallocated funding

Due to the need for flexibility, the programme will set aside an unallocated pool of 40 million DKK over the five-year programme period to enable financing of any other activities in line with programme needs. Based on an external mid-term review, MFA may decide regarding the nature and scope of activities (and entities) financed via this funding envelope. The funding can potentially be directed to one or several strategic partners, whose role will be important to support the activities of the consortium but who cannot not be able to be fully integrated in the consortium. As highlighted above the funding could also be directed towards the selected consortium pending the findings of the mid-term review.

7 Institutional and Management arrangement

The total volume for all the three migration related programmes is expected to amount to more than DKK 1.1 billion for the 5-year period, which positions Denmark as a sizeable bilateral donor in the wider area of migration related issued. For that reason, it is also important to ensure coordination and complementarities across the three migration related programmes. The linkages and complementarities across the three programmes are reflected in Annex 11.

7.1 Whole of Route Programme Steering Committee and MIGSTAB Secretariat

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

Management and coordination of overall activities will be overseen by a Whole of Route Programme Steering Committee with participation of MFA and the Implementing Partners.

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

IPs. The Steering Committee would meet bi-annually. The purview of the Steering Committee will include overseeing all Danish migration related interventions.

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 (particularly regarding the administrative elements and requirements of the programme) as well as the external MEAL unit set up by the strategic portfolio management framework;
- Coordinating and facilitating steering committee meetings;
- Liaising and coordinating with other Danish stakeholders such as relevant Danish embassies and MFA-staff involved in other migration programmes and reporting set-ups (i.e. relevant staff reporting on Danish support to EU and UN frameworks);
- Preparing the mid-term review and evaluation.

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

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

An external mid-term review (MTR) will be undertaken in the first half of 2027, to be commissioned and overseen by the Steering Committee. The MTR will cover all three migration-related programmes and focus on substantive outcomes (and emerging impact), critically reflect on the coherence and complementarities across the three programmes, and the extent to which this programme is contributing to safe and orderly migration and respond with the programme's objectives.

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

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

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

Ad hoc participation from relevant stakeholders, including Embassies, MFA (Humanitarian Civil Society Department) etc., but that will be explored on an ongoing basis. External MEAL could also be involved in the Steering Committee (further described in Section 5.5 below).

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

7.2 Start-Up Phase

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

Tentative process action plan for the start-up phase

Timing	Activity	Responsible
Sep-24	Call for Proposal initiated	MIGSTAB
Oct-24	Partner/Consortium selected	MIGSTAB
Nov-24	Steering committee start-up workshop	Consortium
Dec-24	Refine ToC, develop workplans and finalise programmatic approach	Consortium

7.3 Financial Management, planning and reporting

The Lead partner(s) identified during the Call for Proposals will manage funds in accordance with the MFA's [Financial Management Guidelines](#) (2019). In this respect, MIGSTAB will strive for alignment of the Danish support to the IP rules and procedures, while respecting sound international principles for financial management and reporting.

The restricted Call for Proposals modality has been selected to ensure a competitive process for the funding. The CfP will be carried out during the second half of 2024.

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

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

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

Lead partners are responsible for onward disbursements to sub-partners.

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

7.4 Approach to adaptive management

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

7.5 Monitoring, evaluation, accountability and learning

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

Internal monitoring and tracking

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

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

Building on existing MEAL systems and governance

The programme relies on consortium partners – particularly the lead applicant – having a strong MEAL architecture in place. This will also be a key criterion reflected in the Call for Proposals. The lead applicant will be expected to play a significant role in monitoring, evaluation, and learning, including working with the national civil society partners to strengthen their own MEAL systems and approaches. The lead

applicant will also play a key role in the annual outcome harvesting exercises, working closely with the external MEAL facility. The lead partner is also expected to have the operational capacity and presence to monitor, evaluate, and learn from programmatic activities beyond those of the external MEAL facility.

Third-party monitoring, learning and operational research

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

An external MEAL contractor will be contracted and will also establish tracking tools which monitor migratory flows and programme beneficiaries, feeding into contextual research and seeking to inform protection programmes along the routes. This will help to ensure programme implementation can be adjusted to shifting mixed migration movements and political, economic and social factors. This could also help inform other protection partners of future needs, as much as possible. This was initiated by the Mixed Migration Centre with their 4Mi and could be further fine-tuned for this programme, taking advantage of past experiences.

In addition, the external MEAL consultant will be responsible for maintaining and expanding mapping of key actors in the countries of focus and service providers (international and local NGOs, CSOs, governmental actors). This will be developed further during the inception phase, and could also position Denmark and the consortia to make a valuable contribution to overall coordination.

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

Feedback loops and dissemination

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

External evaluations and impact studies

In parallel with the internal and third-party monitoring, learning and research tools developed to support the programme and improve its agility and accuracy, external evaluations should be planned at critical moments of the programme life, based on AMG contractual obligations.

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

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

7.6 Communication of results

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

7.7 Risk Management

The dynamic and complex nature of migration related programming also involves a particular set of risks. However, the extent and nature of such risks is often context specific, meaning that the risks presented in this section (and further elaborated in the risk assessment in Annex 4) will manifest differently across the countries involved in the programme. This is particularly the case for “Whole of Route” programming, given that the risks vary across different country contexts and across routes. These risks have been informed both by the preparatory analysis commissioned by the MFA, as well as the scoping mission undertaken by the Ministry in relation to the formulation of the migration governance programme.

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

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

A programme of this nature also carries a variety of programmatic risks, including the risk that a flexible approach to programming undermines sustainability and longer-term outcomes. As highlighted by the preparatory analysis, there is also a risk of a lack of coherence and coordination amongst programme partners across borders. There are also a number of institutional risks, including in relation to organisational capacity, entry points and relationships towards host Governments and relevant line ministries.

A detailed risk assessment is included at Annex 4.

8 Closure

The grant agreements with the IPs will specify the closure requirements. The final results report must be submitted within three months of the engagement ending (as per standard guidelines), with the financial

accounts report to be submitted six months after closure. The draft final results should be subject to discussion with MFA counterparts.

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

- IPs' final reports;
- Responsible unit's final results report (FRR);
- Closure of accounts: final audit, return of unspent funds and accrued interest and administrative closure by reversing remaining provision.

Annex 1: Context analysis

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

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

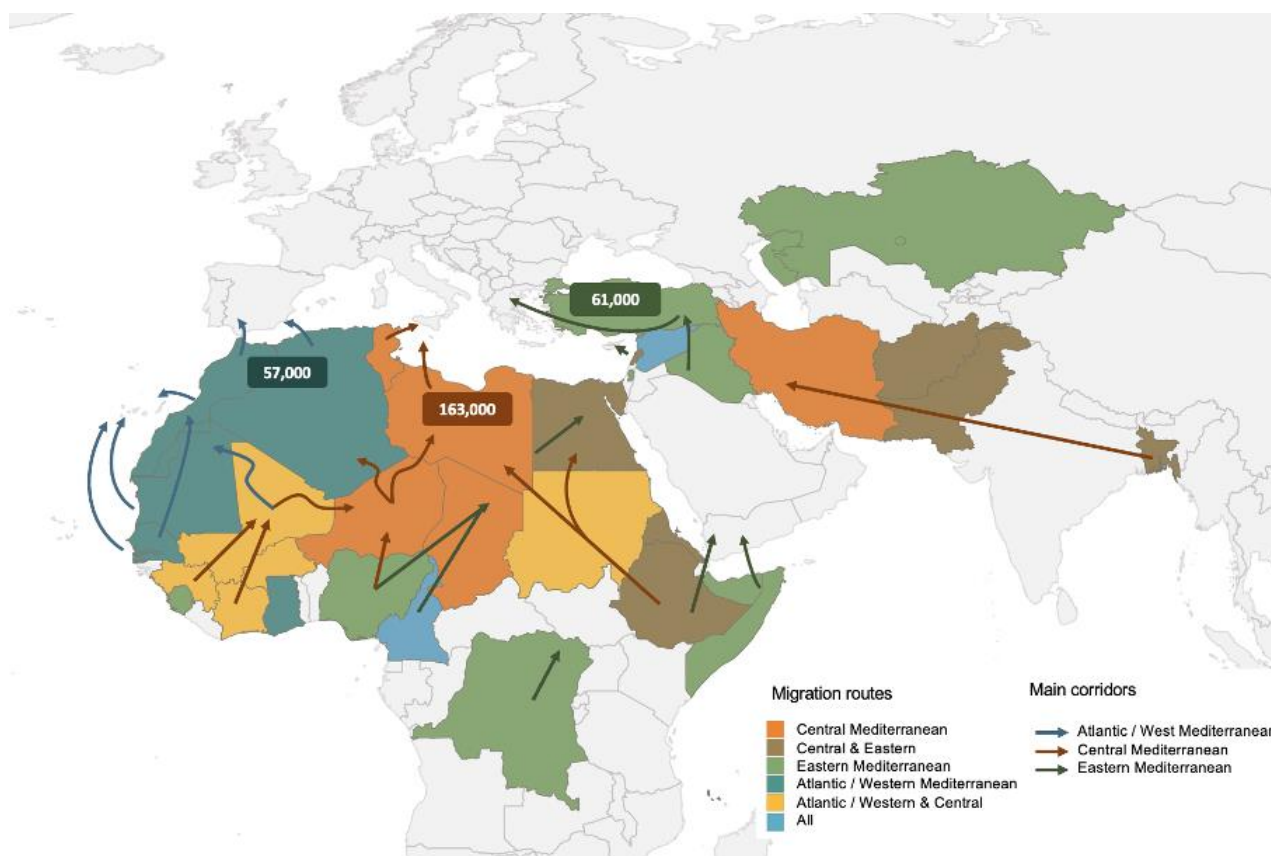


Figure 1: Mobility trends along the Atlantic/West, Central and East Mediterranean routes⁵

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

⁵ Source: Numbers come from Frontex for 2023. Lines can refer to movement by land, air or sea (ex. Typically Bangladeshi join the CMR by air to Libya or Tunisia). Country colour codes correspond to the top 15 nationalities (on average) between 2020 and 2023. Also note that the border between Western Sahara and Morocco is not represented in this map for simplicity’s sake. This does not represent an endorsement of a particular political position.

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

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

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

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

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

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

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

In 2023, Greece registered the most arrivals on the EMR, followed by Bulgaria, while arrivals to Italy and Cyprus decreased when compared to 2022. Increased departures from Türkiye over the last years can be linked to a deteriorating relationship between migrants and host communities in Türkiye, fuelled by anti-migrant political rhetoric, as well as overall worsening social and economic conditions in the country. These are in part due to the COVID-19 crisis and the early 2023 earthquake. The disaster put even more pressure on both host communities and migrant populations. The latter were particularly affected: more than two million refugees under international and temporary protection previously resided in the eleven provinces affected by the earthquakes. The 2023 sharp increase in departures can also be linked to an overall tightening security situation in Türkiye, leading to a sense of emergency for irregular migrants living there.

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

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

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

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

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

On the **A/WMR**, in Morocco as a key transit country, interviewees mentioned access to basic services, shelter and information / help with administrative procedures (with regards to residency but also to registering births) as important unmet needs. The needs on the **CMR** are similar with cash, shelter and protection also coming on top. The CMR is characterized by long, complicated travels through difficult terrain (the Sahara desert) and situations in some of the most dangerous areas (Libya, the borders with Algeria and Libya, which are particularly known for their danger and for the abuses that take place there, the north of Niger and Mali). In countries like Libya, the risk of exploitation and/or detention is high. The needs for protection in general, including health, SGBV and Mental Health and Psychosocial Support (MHPSS) are therefore immense. On the **EMR**, basic needs – including cash or access to work -, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular migrants' needs are largely driven by their irregular status which impedes their access to any basic service. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time.

Finally, the preparatory analysis also identified areas along the routes with heightened risks and gaps and a need for an enhanced *focus* of these heightened risk and hotspot areas including countries of transit, such as Morocco, Tunisia and Türkiye where many migrants end up with many protection and livelihood needs⁶. This finding and recommendation was also confirmed by UNHCR.

Demographic profiles

Between 2019 and 2022, on average 76% of detected entries on the CMR and A/WMR were men, 15% children – including 11% by Unaccompanied And Separated Children (UASC), and 9% were by women.⁷ In 2022, on the CMR, children were mainly nationals of Egypt, Tunisia, and Afghanistan; and on the W/AMR, the children mainly came from Morocco, Algeria and Senegal.

In 2023, migrants from West Africa moving towards Europe (mostly via the A/WMR and CMR) tended to be more mostly male (49% as opposed to 24% women and 27% children), single (81%) and tended to travel in groups (67%).⁸ Interestingly, those intending to travel to Europe were on average younger (26 years old) than their counterparts travelling to North Africa (28) or the rest of West and Central Africa (32). There were also more likely to be single.⁹ According to a specialised implementing partner, over 20% of arrivals to Europe from West Africa are children, many of whom are unaccompanied.¹⁰

Having said this, some interviewees mentioned a growing number of women and children travelling in the Sahel in 2024, with families arriving together over the border with Algeria into Morocco and Tunisia.¹¹ This was confirmed in Morocco where an interviewee from a CSO noted the fact that they were seeing more and more single mothers: “three out of five women are single mothers: they stay here after the father has gone to Europe”.¹²

⁶ Altai, UNHCR interviews and whole of route protection mapping. See also <https://www.lighthousereports.com/investigation/desert-dumps/>

⁷ UNHCR, UNICEF, IOM, ‘Refugee and Migrant Children via mixed Migration Routes in Europe’. Accessed [here](#) for 2022, [here](#) for 2021, [here](#) for 2020 and [here](#) for 2019.

⁸ IOM, ‘Regional Mobility Mapping – West and Central Africa’, December 2023. Accessible [here](#).

⁹ IOM, ‘Regional Mobility Mapping – West and Central Africa’, June 2023.

¹⁰ Interview with an implementing partner.

¹¹ Interview with a researcher and interview with CSO members in both countries.

¹² Interview with CSO member in Agadir.

On the EMR, during the same time period, the proportion of men arriving in Europe grew from 40% to 62% in 2022, while the share of women and children dropped to 10% and 28% respectively.¹³ In 2022, 48% of the children arriving in Greece were UASC. Most of the children, including UASC, were from Afghanistan, Somalia and Syria.¹⁴

Importantly, in 2023 a shift started to happen in Türkiye with regards to apprehensions of migrants trying to irregularly migrate to Europe: in 2023, the PMM piloted a new approach through which they deployed mobile patrols to monitor and apprehend irregular immigrants. Resultingly, according to PMM figures, 2022 recorded the second highest yearly number of migrants in irregular situation apprehended by the PMM (285,027).¹⁵ 15% of the irregular migrants apprehended by the Turkish authorities were reportedly earthquake victims;¹⁶ on the eastern border, more irregular migrants were reported in winter despite tough conditions; on the western border, the share of women and children increased (42% between January 2023 and February 2024) and the share of Syrians with registration (and a long term presence) in Türkiye also increased.

Reasons for migrating (irregularly)

As mentioned in the introduction, research confirm that there are main sets of factors for choosing to emigrate: macro (largely independent from the individual: political and socio-economic situation), micro (largely individual: age, gender) and meso (access to and knowledge of migration networks, information technologies). In addition, it is believed that psychological reasons are largely undervalued and extraordinary occurrences (e.g. war, dictatorship or extreme wealth) can have an important impact as well.¹⁷ Indeed, the decision to emigrate is a combination of contextual, collective and individual factors, some of which have more or less weight, according to research, in the final decision.

Importantly, these combined factors may have different effects on the desire to emigrate per se and the desire to do so ‘irregularly’. Some research actually divides the decision into a “two-step process”, by which the first step is the decision to emigrate and the second is being willing to do so irregularly or without papers¹⁸. Each decision has different drivers and can be influenced separately. For instance, in an impact evaluation of ICMPD MRCs on the Silk Route, the research found that out of three types of activities conducted by the MRCs, the three significantly reduced plans to migrate irregularly but one actually increased the desire to emigrate (in general)¹⁹.

That being said, and logically, the top reasons mentioned when asked about the reason for emigrating tends to vary significantly according to the context / situation of the country of origin. For instance, a recent survey conducted by MMC among Iranians, Pakistanis, Somalis and Syrians in Türkiye²⁰ found that 82% of Iranians mentioned as the main reason to leave deprivation of rights and freedoms, 71% of Pakistanis and 64% of Somalis mentioned economic reasons and 85% of Syrians

¹³ UNHCR, UNICEF, IOM, ‘Refugee and Migrant Children via mixed Migration Routes in Europe’. Op. Cit.

¹⁴ UNHCR, UNICEF, IOM, ‘Refugee and Migrant Children via mixed Migration Routes in Europe’. Op. Cit.

¹⁵ Source: PMM website. Accessed [here](#).

¹⁶ Interview with implementing partner.

¹⁷ Journal of Travel Medicine, Francesco Castelli, ‘Drivers of migration, why do people move?’, 2018. Retrieved [here](#). Comparative Migration Studies, James Dennison, ‘Re-thinking the drivers of migration: evidence form the MENA region’, 2022. Retrieved [here](#).

¹⁸ James Dennison, Re-thinking the drivers of migration : evidence form the MENA region’, Op.cit. Retrieved [here](#).

¹⁹ ICMPD, James Dennison, Impact assessment of the migrant resource centers in the Silk Route Region, September 2022.

²⁰ MMC, Migration decision-making, routes, and assistance needs among Iranians, Pakistanis, Somalis, and Syrians in Türkiye, April 2024.

violence, insecurity and conflict. This is particularly the case in situations of conflict / war or repressive regimes, where these factors will overpower (and possibly reverse) other indicators²¹.

Importantly, Dennison’s research shows that the ‘stated’ reasons for desiring to emigrate should not be equated with objective indicators (or actual, possibly unconscious decisions)²²: his research in MENA countries highlights that actual income and unemployment status do not predict desire to migrate well, but they do have an impact on willingness to do so irregularly. Also, perceptions of one’s economic and political context (e.g. pessimism about one’s country’s situation) have an impact on one’s decision to emigrate. Other factors in the research on MENA countries that were associated with the desire to migrate included: gender (men), age (younger), having a university degree (11 countries out of 12), being unmarried (6 out of 12), the negative²³ effect of being religious, having access to migrant networks, trusting social media over traditional media and psychological factors such as ‘feeling stressed by life.’

Decision-making and sources of information

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

They mainly use face to face interactions, phone calls and social media (e.g. WhatsApp, Facebook, YouTube) to gather information but rarely seek information on websites. In addition, the report explains that migrants do not always have access to a phone as it can be stolen, lost and they do not always have access to a place to charge it or connectivity. Reliance on other travellers (and smugglers) and members of their community along the way is crucial.²⁴ An MMC July 2023 report on access to information among refugees and migrants in Türkiye notes similar trends: with social networks (friends and family in another country, only community and network) as the main and importantly most reliable source of information.²⁵ According to the MMC, in Türkiye, most (77%) migrants obtain information about routes, destinations, costs and risks before the journey. Their main source of information is social media, with friends and family in another country the primary source of information before (74%) and during (54%) the journey.²⁶ This was confirmed in FGD in Türkiye, with migrants citing that they “don’t trust anyone, any of these organisations [INGOs, UN agencies]” and rely solely on their friends and family.

The importance of social networks was also confirmed by the information gathered from interviews and focus group discussions for this study on the three main routes. In Morocco, for instance, focus group participants mentioned preparing their trip with information from people who had succeeded in the past or friends and family members who were in Europe. They especially mentioned WhatsApp groups or talking to friends on Facebook. They also relied greatly on their community locally for support (even though they can also be abused by said community). In Türkiye, the focus group participants went to

²¹ James Dennison, Re-thinking the drivers of migration: evidence from the MENA region’, Op.cit.

²² Ibid.

²³ ‘Negative’ effect as in *reducing* the motivation to migrate.

²⁴ Danish Institute for International Studies (DIIS), ‘Does information save migrants’ lives? Knowledge of needs of West African migrants en route to Europe’, 2021. Accessible [here](#).

²⁵ MMC, Access to information and decision-making among refugees and migrants in Türkiye, July 2023.

²⁶ MMC, Access to information and decision-making among refugees and migrants in Türkiye, July 2023.

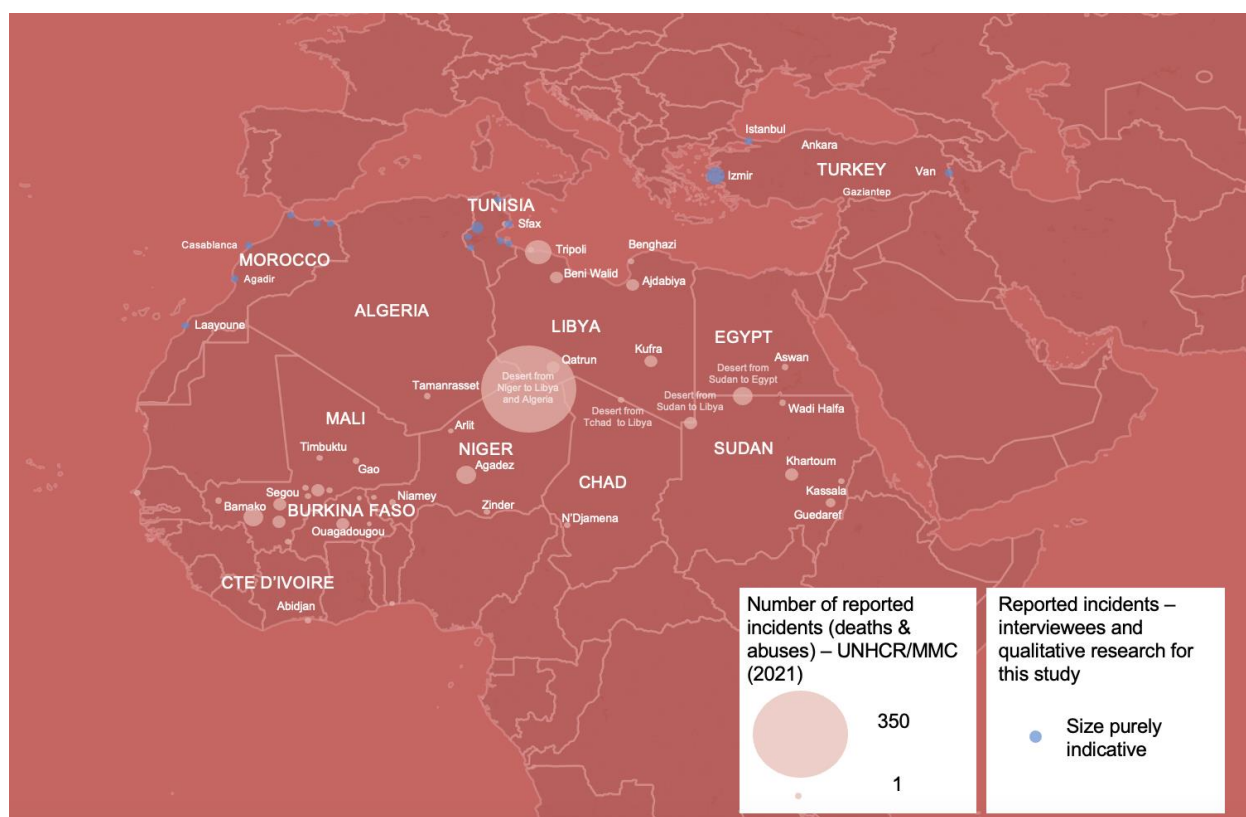
social media to know about successful paths and Syrian participants mentioned asking Syrians in the street for “a place to sleep, where to get food”. The younger (17 years old) unaccompanied men mentioned friends in Istanbul who helped them find a place to work and sleep, friends in Europe who encouraged them along and gave them information.²⁷

Interestingly, smugglers are also a non-negligible source of information: the DIIS report for instance notes that they “play an important role in shaping migration trajectories” and that West African migrants, although they often associate them with poor treatment, often trust them and see them as key agents in facilitating their onward movement. Similarly, in the MMC study, smugglers were the fourth source of information after friends/family in another country, online community/network, and friends/family in the country of departure. An implementing partner in Türkiye explained that “Afghan migrants are better informed than we are: they knew about the European Pact on Migration before we did through the smugglers and the information spread like wildfire through their networks. That’s why they all want to leave now.”

Main risks

The main risks that migrants face on the road vary significantly depending on the routes and the countries they transit through. They range from risks of extortion, kidnapping, physical and sexual violence, forced returns and detention and lack of access to basic services including food, water and health care.

Figure 1: Indicative map of reported incidents in relevant countries²⁸



²⁷ FGD with migrants in Nador and Oujda (Morocco), Istanbul and Izmir (Türkiye).

²⁸ Original map replicated from UNHCR/MMC, ‘On this journey, no one cares if you live or die – Abuse, protection and justice along routes between East and West Africa and African’s Mediterranean coast, July 2020. Pink dots sizes approximately same as in report. Blue dots added by Altai based on current research (interviews, focus group discussions, desk review). Contrary to the pink dots, the sizes of the blue dots are indicative and do not represent a number of incidents. For Tunisia,

Over 60% of migrants report having experienced or witnessed physical violence on the routes, according to interviews with over 7,000 migrants travelling on the CMR and A/WMR.²⁹

In West Africa and the Central Sahel, the main protection issues mentioned by migrants tend to be physical violence, theft (especially in urban areas, of migrants travelling with large amounts of cash), corruption (e.g. at the borders) and extortion.³⁰ FGD participants in Senegal noted that they did not need smugglers to get to Senegal but the real issue they had faced was bribery of government officials at the borders.³¹

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

Particularly dangerous areas include Libya, Algeria and Sudan. MMC interviews with 7,700 respondents between 2019 and 2023 (most of them aiming to go to Europe) reveal that ‘protection incidents’³² were most often mentioned in Libya (around 6,000 reports), Sudan (2,400) and Algeria (2,000).³³ One informant noted that the Algeria crossing was often the most ‘traumatic part’ of the journey for migrants in Tunisia and Morocco.³⁴ Instances of misconduct by border guards and law enforcement agencies are reported when migrants are intercepted at the Libyan border or at sea.³⁵ Abuse of authority is also regularly reported in Algeria, including with forced returns to Niger (15,000 in 2022 with reports of abuse during these expulsions)³⁶ and Mali, as well as in detention in Morocco.³⁷ In Tunisia, migrants reported being beaten or requested to pay the coast guard to be rescued as well as being expelled from their homes, being verbally and physically abused by the police or being refused health care.³⁸ 8,500 sub-Saharan migrants were reportedly driven out of Tunisia to Libya and Algeria in the second half of 2023,³⁹ and forced relocations of migrants away from coastal towns in Morocco and Tunisia were recorded.⁴⁰ Finally, exploitation is an important issue: in Morocco for example, single women and unaccompanied minors are reported to be exploited by their communities for mendicity (and

additional source: OMCT, ‘*Les routes de la torture – cartographie des violations subies par les personnes en déplacement en Tunisie*’, October 2023.

²⁹ Mixed Migration Centre 4Mi dataset, accessed [here](#). The data computed for this report uses the data collected between 2019 and June 2023 among West, Central and Eastern Africans interviewed in North Africa (most have Europe as a destination) and Europe; and North Africans interviewed in Europe.

³⁰ Interview with two implementing partners and MMC, ‘North and West Africa 4Mi Snapshot – Protection risks and assistance needs of migrants in the Central Sahel’, March 2024.

³¹ FGD with male migrants in Dakar, Senegal. Participants from Senegal, Mali, Guinea, Niger.

³² Include detention, physical violence, robbery, bribery/extortion, death, kidnapping, non-physical violence and sexual violence.

³³ Mixed Migration Centre 4Mi dataset, accessed [here](#).

³⁴ Interview with a key informant from an international organisation.

³⁵ Human Rights Council, ‘Report of the independent fact-finding mission on Libya’, 2023

³⁶ Fereday, A., ‘Niger: routes shift amid post-covid increase in human smuggling’, 2022. Accessed [here](#).

³⁷ UNODC Observatory on Smuggling of Migrant, ‘Migrant smuggling from the Northwest African coast to the Canary Islands (Spain)’, 2022. Accessed [here](#).

³⁸ FTDES, ‘Deadly policies in the Mediterranean: stop the shipwrecks caused off the coast of Tunisia’, 2022. Accessed [here](#). OMCT Tunisie, ‘*Cartographie des violations subies par les personnes en déplacement en Tunisie*’, 2023. Accessed [here](#)

³⁹ France24, ‘70,000 migrants intercepted by Tunisia in 2023: official’, 2023. Accessed [here](#).

⁴⁰ Abderrahim, T., ‘Morocco: irregular migration ebbs as Rabat cracks down on human smuggling’, 2023. Accessed [here](#). Doyel, S. and al., ‘A damaging deal: abuses, departures from Tunisia continue following EU agreement’, 2023. Accessed [here](#).

in some cases for the women, prostitution).⁴¹ Importantly, according to an IOM study on trafficking in human beings, 48% of migrants who take the CMR are predicted to be vulnerable to exploitation or human trafficking, compared to 31% of migrants taking the EMR.⁴²

On the EMR, risks also vary by country, with an interviewee mentioning that, for example, for Afghans in Iran, the main risks are physical violence or shooting at the border while in Türkiye, physical violence is still present, but the risk of theft, detention and possible return are higher.⁴³

A February 2024 IOM presentation on the situation in Türkiye notes that the EMR continues to be deadly with 27 missing migrants in 2024 alone, and citing key protection risks to be: transnational crime (smuggling and trafficking), lack of clarity of process for residence permit approval / renewal, limited access to services for migrants in an irregular situation (health, legal), lack of firewalls and fear of apprehension, and finally risks of violence, exploitation and abuse, including trafficking of human beings.⁴⁴ In addition, Syrian refugees in Türkiye also suffer other significant protection risks which can represent push factors to try leave to Europe. The main ones include insecurity about permit renewals and fear of apprehension and forced return, but they also include increasing xenophobia and political hostility and high prevalence of GBV and early and forced marriages, the latter being worsened by the economic situation.

Interviewees in Türkiye explained that irregular migrants were taking more risks than before, increasingly travelling over the mountainous eastern border and crossing the sea to the Greek islands in winter since 2023.⁴⁵ The border with Iran, notably around Van, is also reported to be extremely dangerous with reports of kidnappings, torture and push-backs by the Turkish government.⁴⁶

Vulnerable profiles

Particularly vulnerable populations along the CMR and A/WMR include mostly UASC and youth as well as women who are more at risk of SGBV and victims of trafficking who are especially hard to identify. In Morocco for instance, women and children are also at significant risk of exploitation, even by their own communities and including for mendicity (prostitution is also mentioned but much harder to assess). With regards to children and youth, the UNHCR 2019 report *Live, Learn and participate* for example cited “75% of children and youth who took the CMR reported to have suffered some form of exploitation, including human trafficking”.⁴⁷

According to most interviewees,⁴⁸ **the most vulnerable populations along the EMR are the increasing number of children, especially UASC, women who are often more subject to SGBV than men and finally victims of trafficking,** although there is very little actual information on human trafficking. As an implementing partner in Izmir noted “we have been working on irregular migration in Izmir since 2016 and have never heard of a single victim of trafficking. It’s impossible”.

Main needs of people on the move along the three routes

⁴¹ Interviews with CSO members and experts in Morocco.

⁴² IOM, ‘Migrant vulnerability to human trafficking and exploitation – Evidence from the Central and Eastern Mediterranean Routes’, 2017.

⁴³ Interview with implementing partner.

⁴⁴ IOM, Presentation on situation in Türkiye, February 2024.

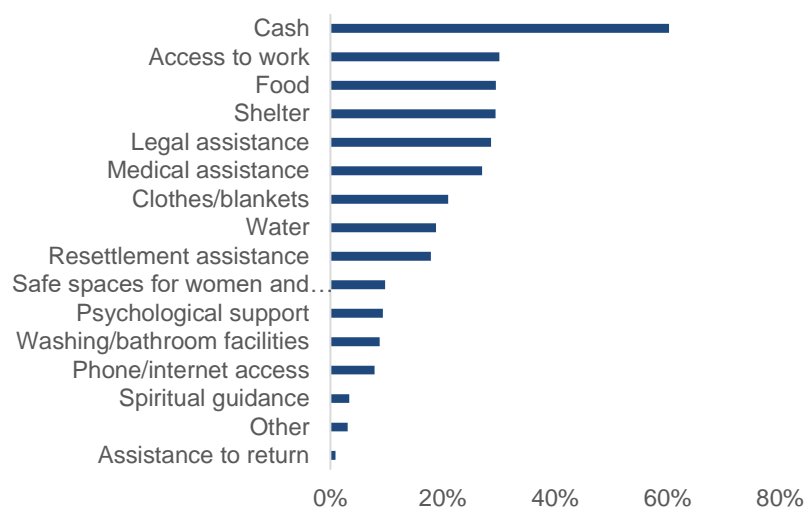
⁴⁵ Interview with implementing partner.

⁴⁶ BBC, Afghan migrants kidnapped and tortured on Iran-Türkiye border, June 2023. Accessed [here](#).

⁴⁷ UNHCR, ‘Live, Learn and Participate’, June 2019.

⁴⁸ Interviews with several implementing partners.

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



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

In an MMC survey conducted among over 8,000 migrants between 2019 and 2023, the main need reported by sub-Saharan migrants on the CMR and A/WMR was the need for cash. It was closely

followed by the need to access work, food, shelter, legal assistance and medical assistance⁴⁹. These needs were confirmed by the interviews and focus group discussions.

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

Morocco tends to remain a transit country where migrants try to make a bit of money before travelling on. Cash and livelihoods are therefore key but impeded by the irregular status of the migrants, especially in the case of women and children who are often exploited, among other things for mendicancy. On paper, migrants have access to health – among other basic needs – in government centres. However, many migrants are not aware of the government centre practice (e.g. the large groups of recently arrived Sudanese) or services are insufficient. Health centres are also a good way to connect with women/ children who may otherwise not be accessible (under their community leaders' control) or identify MHPSS or SGBV-related needs that are often significant but under- or not reported by migrants because of a lack of understanding or because of the transitory nature of their stay in the country. This will be particularly acute for migrants who will have attempted the often traumatic sea-crossing. The need for shelter is particularly strong for single women and children sleeping in the street and at high risk of GBV and other issues (for instance in Agadir) or for entire families sleeping in the forest near Nador. Again in Agadir, where many single pregnant women are reported, health checks during pregnancy and after birth are necessary. Finally, there is an important need for information, regarding complicated (and ever complexifying) administrative procedures (for births but also to claim asylum or try to be regularised in the country) they are not aware of or do not understand. One interviewee working for a CSO for example noted “the problem with IOM is that they procedures are not always clear and the beneficiaries will come back to us asking questions about their files that we do not have the answers for”.

In terms of geography of needs for the A/WMED, Morocco seems to be the main place: indeed, either migrants arrive through Senegal and Mauritania where the risks are not too severe and they can get by facing some violence and corruption, or they arrive after long trips through Libya and Algeria and

⁴⁹ MMC 4Mi dataset, accessed [here](#). The data computed for this report uses the data collected between 2019 and June 2023 among West, Central and Eastern Africans interviewed in North Africa (most have Europe as a destination) and Europe; and North Africans interviewed in Europe.

with severe levels of accumulated trauma. There are also many migrants in Morocco who have also attempted the crossing to the Canary Islands or mainland Spain and have been negatively affected by the experience (but still intend to cross again). Many migrants stay in Morocco to re-gain forces and funds to pay for the next crossing. Agadir seems to be a central city for migrants who want to replenish their funds working as seasonal workers – in often very dire conditions – in the fields outside the city. Key informants spoke of significant numbers of migrants – including single pregnant women and children – living in the streets of the city. Despite numerous raids and massive arrests in the North of the country, many migrants are also said to wait in Tangiers, and the forests around Nador and Oujda to cross the sea (or in the case of Nador to enter Melilla). The living conditions in the latter cases are reported to be dismal (lack of shelter, hygiene etc.). During the raids, migrants are often sent back to the south (e.g. Laayoune) but tend to make their way back to Agadir to get work.

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

At the same time, it is extremely hard to work in some of these countries : for instance, interviewees in Mali noted that it was close to impossible to work in the north of the country⁵⁰. Similarly, there is almost no protection space in Algeria. An analysis of a combination of the presence of migrants, high needs and ability to work / existing protection space (no matter how small) would indicate the following areas to work in: Tunisia, in the border areas with Algeria and Libya and close to the coast (e.g. Sfax, Medenine, the latter having seen several expulsions and raids of migrants), the Libyan border with Tunisia and the desert area between Algeria, Libya, Niger and Chad which sees crossings but also many abuses, exploitation and refoulement from Algeria. In most of these areas, the fact that the (smuggling) routes often change means that mobile support is particularly necessary and useful.

On the EMR, basic needs – including cash or access to work -, legal assistance, shelter and MHPSS are also the most mentioned. In Türkiye in particular, irregular migrants' needs are largely driven by their irregular status which impedes their access to any basic service. The needs are particularly dire for migrants who have been on the road and in difficult situations (Afghans crossing Iran, disembarked migrants having attempted the crossing to Greece) without access to help for some time. Interviews with CSOs and implementing partners as well as numerous reports indicate that push-backs have been quite violent, with instances of GBV, and the Turkish law enforcement agencies along the western coast are overwhelmed, which leads to migrants waiting for long periods (of up to 15 days) in temporary areas, without shelter, food or water. Needs there are enormous and include shelter, basic needs (food, water, dry clothes, health checks), private protection and identification areas (especially to identify victims of trafficking), etc. Legal assistance is also crucial given the current lack of clarity, unequal application of the law and atmosphere of fear around obtention and renewal of permits in the country. This is particularly the case for Afghan women, some of whom could apply for international protection but are too fearful of the government and confused by the system to try, although obtaining said protection could give them access to all basic services.

Like the CMR, the EMR is characterised by the presence of countries where interviewees noted it is hard to work (e.g. Afghanistan, Iran⁵¹) on migrants issues, leaving Türkiye as the main country where action is possible (although the protection space has shrunk in recent years). In Türkiye, key areas of concern are the eastern and western borders, where most of the crossings take place

⁵⁰ Interviews with implementing partners in Mali.

⁵¹ Interviews with experts, donors, implementing partners.

and big cities, in particular Istanbul, where migrants go to find work but are in danger of being caught and returned to their home countries. The western coast, from Marmaris to Canakkale sees most the disembarkations of migrants intercepted by the coast guards and basic needs as well as legal assistance and protection needs are immense there.

Support received and trust in organisations

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

In an MMC survey of over 2,000 respondents in the Central Sahel, 48% of respondents claimed to have received help on their journey.⁵² Only 8% of the respondents who received help, however, mentioned NGOs and 2% mentioned UN agencies as assistance providers. There is significant confusion and lack of clear information on the UN's agencies selection criteria. In Türkiye, for example, several Syrians complaining of the fact that help was only provided to families with at least three children. Several interviewees in Türkiye also mentioned UNHCR and were bitterly disappointed with it because of long procedures and probably unduly high expectations (e.g. disappointment that they have “given up” their role to the government, that they cannot resettle them directly). Those who mentioned IOM (mostly in North Africa), said they “were there only to send people back”. Even in Tunisia, migrants were reportedly hesitant to approach IOM or the Red Crescent for fear of being deported. The interviewees in Türkiye overall expressed their distrust and disillusionment with services providers, even NGOs founded by people of their nationality, feeling that they could not help them and going there would just get them deported.

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

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

On the EMR, for instance in Türkiye, what little services exist for foreigners and the humanitarian presence are largely geared towards Syrians. Undocumented migrants (including the large numbers of Afghans) have access to almost no services. In addition, they are largely deterred from registering by fear of deportation. A SEEFAR mapping of services and migrants and refugees' knowledge and perception of them notes that respondents mentioned travelling from Van (first point of entry for most Afghans into Türkiye) to Ankara or Istanbul without any contact with providers, although both UNHCR and ASAM have offices in Van.⁵³ The report assigned this ignorance to the low level of knowledge of Afghans prior to their entering the country and to the presence of security forces. Our focus group participants generally claimed they had received (or requested) no support from service providers and showed a distinct lack of trust in any organisation. In Türkiye for instance, even though some of them received monthly stipends from the TRC, they did not trust it as they considered it part of the government.

⁵² MMC, 'Protection risks and assistance needs of migrants in the Central Sahel', March 2024. The survey was conducted in Mali, Burkina Faso and Niger in late 2023.

⁵³ SEEFAR, 'Services for migrants and refugees on the Eastern Mediterranean and Western Balkan Routes, a mapping of services and migrants and refugees' knowledge, perception and usage of it', 2021. Accessible [here](#)

Some positive notes on service providers came in positive experiences shared by migrants who either went to the organisation with a friend or knew a friend who had been there or worked there (mostly in North Africa), and received support for child birth or child care, food baskets etc. The SEEFAR report also mentioned the correlation between migrants trust in an organisation and their willingness to access their services and the importance of word of mouth communication which would allow positive information to spread if someone had had a positive experience with a service provider.

Annex 2: Partner Assessment & Eligibility Considerations

The partners will be identified through a limited call for proposal. The process will start with interested parties submitting a Concept note which will include the following eligibility criteria:

Concept note – eligibility criteria

Overall eligibility criteria.

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

Apart from the above eligibility criteria, the concept notes will be assessed

Concept note stage: assessment criteria

Assessment criteria	Scoring
Experience with large DANIDA programming and MFA	1 to 5
International NGO who is present along all three routes.	1 to 5
Lead partner must have experience working in consortium setup with local CSOs and cooperating with local authorities.	1 to 5
Lead partner to name and briefly describe previous experience as lead partner in three consortia.	
Experience in programming whole-of-route based programmes	1 to 5
Experience working with mixed migration movements	1 to 5

The NGO should have a solid data information setup in order to map and follow flows/tendencies along the routes	1 to 5
Lead partner with track record of working with local CSOs, possessing a demonstrable network to relevant local CSOs and a track record of programmatic approaches which are in line with the Doing Development Differently agenda (including in terms of localization, etc)	
MEAL: lead partner and local partners must establish and describe a solid MEAL architecture	1 to 5
Budget: The budget should be clear and present a reasonable balance between support costs, activity costs and expected results and outcomes	1 to 5
Budget: A reasonable amount of the budget should be allocated to local partnerships via the lead partner.	1 to 5
Does the project present a clear administrative and financial management set up of the consortium? Does the project present a clear due diligence process / financial management capacity assessment approach regarding lead NGO and consortium partners?	1 to 5

Annex 3: Theory of Change and Result Framework

Theory of Change

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

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

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

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

The overall and specific objectives as well as the outcomes listed in the previous chapter were developed with the following theory of change (ToC) in mind:

Box 1: Theory of change for the “whole of route” programme

<p>IF people on the move as well as potential migrants and their respective communities have timely access to accurate information and empowered to make better decisions, and</p> <p>IF the local duty bearers, authorities, civil society, media and the public in countries of origin and in transit countries are sensitised to the factors surrounding migration and the situation facing people on the move, and</p> <p>IF local duty bearers and civil society organisations are empowered to effectively respond to the needs and priorities of people on the move along migratory routes, and</p> <p>IF such services are provided in a protective, orderly and coordinated manner,</p> <p>THEN people on the move will have better access to relevant and impactful services that adhere to international standards,</p> <p>EVENTUALLY CONTRIBUTING TO reduced levels of irregular migration, stronger and more cohesive local protection structures, and reduced risks along migratory routes.</p>

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

- Timely and adequate access to emergency and protection services, in the form of basic services such as shelter, health-care, MHPSS, and food, and livelihood services such as counselling and sustainable reintegration support will make people on the move less vulnerable.
- Many prospective migrants in countries of origin as well as migrants in transit lack the information required to make informed decisions about their next move or whether to migrate at all; enhanced access to accurate information and legal counselling would allow them to better plan their journey and have an impact on the decision to migrate irregularly, and also to access the required support while avoiding situations of risk, thus reducing their overall vulnerability.
- Improved messaging around migration will help make migration safer, as accurate information about the motivations, realities and impacts of migration will lead to increased understanding and more positive attitudes towards migrants.
- In many countries, the insufficient coordination, cooperation and information exchange between INGOs and civil society stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning “whole of route” approaches and support to people on the move. At the same time, there is often a disconnect and lack of coordination – and in some instances contestation or competing objectives – between duty bearers at the local level (municipalities, local service providers, social workers, community focal points) which potentially undermines the effectiveness and quality of support provided to people on the move and, at worst, exacerbates the risks and vulnerabilities they face. This programme assumes that such challenges can be addressed through more effective approaches to coordination and collaboration, which can be advanced through a consortium approach, and includes the implementation of relevant referral systems/staff along the routes.
- The strengthening of democratic principles, rule of law and human rights can have a positive impact on the rights of the various categories of people on the move, reception and detention conditions and GBV.

Summary of the results framework

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

Specific outputs will be defined by the consortium, with includes the selected implementing partners.

Programme	Whole of route programme
Programme Objective	Migration along the three main Mediterranean (and Atlantic) routes is safer and people on the move have access to information, direct assistance and services which help them make safer decisions and reduce vulnerability
Impact Indicator	# of people on the move accessing programme assistance and services across migratory routes; # of joint initiatives involving international NGOs, civil society, and local authorities providing targeted support to people on the move in focus countries (disaggregated to include % of programming engagements in “hotspot” areas); % of case load across programme countries which includes referral or follow-up support
Baseline	Tbd.
Specific Objective 1	Contribute to preventing people on the move along the migration routes from ending up in vulnerable situations

Outcome 1		Potential migrants (before and during their journey) make better informed decisions about possible migration
Outcome indicator		# of current or potential migrants provided with access to accurate information; # of migrants / potential migrants assessing the level of available migration information as satisfactory
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 2		People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are.
Outcome indicator		# of vulnerable migrants identified; # of migrants transferred to the relevant national referral mechanisms; # of strengthened national referral mechanisms and strengthened / established and support centres ; # of migrants successfully reintegrated
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 3		Local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.
Outcome indicator		# of empowered municipalities and civil society organisations
Baseline	2025	Tbd.
Target	20XX	Tbd.
Outcome 4		Dis-information relating to migration is reduced.
Outcome indicator		# of information campaigns undertaken by media and civil society addressing mis/disinformation in relation to migration related issues; shifts in perception amongst the local population regarding attitudes towards migration related issues.
Baseline	2025	Tbd.
Target	20XX	Tbd.

The programme aims it to address irregular migration and contribute to more safe and orderly migration, by facilitating access to more effective services and systems, enhancing protection, providing more accurate information and support along the Mediterranean migratory routes. The programme seeks to ensure that migration along the three main Mediterranean (and Atlantic) routes is safer and people on the move have access to information, direct assistance and services, which help them make safer decisions and be in less vulnerable situations. The programme is in line with and informed by international human rights standards, HRBA, gender, youth and climate change where relevant and other Danish MFA priorities in relation to migration.

The **specific objective (SO)** of the whole of route programme is to contribute to prevent irregular migration and ensure that people on the move along the migration routes are less vulnerable through

accessing higher quality services and information required to make better informed, and less risky decisions along migratory routes.

This SO has four main **outcomes**:

- **Outcome 1:** Potential migrants (before and during their journey) make better informed decisions about possible migration.
- **Outcome 2:** People on the move access protection systems and services as well as livelihood opportunities in a timely and rights-based manner where they are.
- **Outcome 3:** Local duty bearers and systems along the routes deliver better quality services in an inclusive and sustainable way to better protect people on the move, and make migration more safe, orderly and rights-based.
- **Outcome 4:** Dis-information relating to migration is reduced.

Annex 4: Risk Management

(Please see separate attachment)

Annex 5: Budget Details

The overall budget of the intervention is DKK 430 million over five years. The funds are expected to be spend according to the below table.

Budget item (DKK Million)	2024	2025	2026	2027	2028	2029	Total budget
Call for Proposal	50	75	65	65	50	50	355
Unallocated (10%)			40				40
MEAL unit		0.5	0,5	0,5	0,5	0.5	2.5
Reviews, studies, etc.		0.5	0.5	0.5	0.5	0.5	2.5
Total budget	50	76	106	66	51	51	400

Annex 6: List of Supplementary Materials

None at present

Annex 7: Plan for Communication of Results

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

The communication plan should focus on:

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

Draft Annex 1 Annual Communication Plan – key events

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

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

Annex 8: Process Action Plan

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

Annex 9: Quality Assurance Checklist

To follow

Annex 10: Terms of Reference for Steering Committee

To follow

Annex 11: Short summary of projects

Further detail of Consortia partners and projects will be included following the Call for Proposal process.
(To be prepared and annexed to the programme document).