Regional Migration Governance Programme - Türkiye and the Western Balkans (2025 – 2030)

Key results:
Strengthened capacities and improved governance structures and systems in Türkiye and Western Balkan to manage migration flows and challenges in line with international standards and human rights.

Justification for support:
The programme responds to significant challenges in relation to irregular migration, including countering migrant smuggling and trafficking in human beings, and positions Denmark to play a leading role in the use of ODA to support a long-term, sustainable approach to programming addressing migration challenges.

Major risks and challenges:
The main risks concern lack of collaboration with partner countries on the migration agenda. In addition, deteriorating of the human rights and protection environment in the partner countries also constitute contextual and programmatic risks.

File No.	
Country	Türkiye and the Western Balkans
Responsible Unit	MIGSTAB
Sector	Migration

DKK million	2025	2026	2027	2028	2029	2030	Total
Commitment	160	76.5	48.5	15	0	0	300
Projected Disbursement	28	80	69	58	47	18	300

Duration	07/2025 - 06/2030
Finance Act code.	§06.32.10.13
Head of unit	Nicolaj A. Hejberg Petersen
Desk officer	Laura Winther Engelsbak
Reviewed by CFO	YES: Antonio Ugaz-Simonsen

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

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

Objectives for stand-alone programme:

The overall development objective is that migration management is enhanced, safe, orderly and rights-based in Türkiye and Western Balkans where four outcomes are envisaged; i) Enhanced migration management, including strengthened integrated border management (IBM) and, where possible, Assisted Voluntary Return and Reintegration (AVRR) management as well as documentation, ii) Enhanced asylum systems and processing iii) Enhanced access to labour markets and local integration for refugees and migrants, and iv) Countering migrant smuggling and combatting trafficking in human beings.

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

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
Indicate 0, 50% or 100%				
	0	0	0	0
	0	0	0	0
	0	0	0	0
	0	0	0	0
	0	0	0	0
Total green budget (DKK)				

Programme (in FMI):	Partner	Total thematic budget: [mill.]
Project 1	IOM	47,0
Project 2	PMM	50,0
Project 3	GiZ	70,0
Project 4	UNHCR	50,0
Project 5	DIHR	20,0
Unallocated funds		48.5
Auxiliary activities		14.5
Total		
Total		300

Ministry of Foreign Affairs **DANIDA**

of Denmark

Programme Document
Regional Migration Governance Programme
2025 - 2030

With a focus on Türkiye and the Western Balkans
(RMGP-TWB)
Draft

Abbreviations

AMG	Aid Management Guidelines (Danida/MFA)
ASAM	(Turkish) Association for Solidarity with Asylum Seekers and Migrants
BiH	Bosnia and Herzegovina
BMZ	German Federal Ministry of Economic Cooperation and Development
BRICS	BRICS is a partnership of Brazil, Russia, India, China South Africa
CFMLAR	Criminal Finance Money Laundering and Asset Recovery
CSO	Civil society organisation
DANIDA	Danish International Development Cooperation
DDD	Doing Development Differently
DG HOME	Directorate General for Home Affairs
DG INTPA	Directorate General for International Partnerships
DG NEAR	Directorate General for the EU Neighbourhood
DIHR	The Danish Institute for Human Rights
DKK	Danish Kroner
EMPACT	European Multidisciplinary Platform Against Criminal Threats
EUAA	EU Asylum Agency
EU HOMs	EU Heads of Mission meeting regularly as a body under the chairmanship of the Head of the local EU Delegation
EUTF	European Union Trust Fund
FIA	Trafficking of Firearms
FRONTEX	EU Border Protection Agency
GCM	Global Compact for Migration
GE	Gender Equality
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit
GoT	Government of Türkiye

HRBA	Human Rights-Based Approach
HRCN	High-Risk Criminal Networks
ICMPD	International Centre for Migration Policy Development
IOM	International Organization for Migration
IP	Implementing Partner (contracted to deliver against relevant results framework)
LEARNING, MFA	Department for Evaluation, Learning and Quality (MFA)
LGBTIQ+	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer (and others)
LNOB	Leave No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs of Denmark
MIGSTAB	Migration, Peace and Stabilisation Department, MFA Denmark
MMC	Mixed Migration Centre
MoU	Memorandum of Understanding
MS	EU Member State
MTF	Migration Task Force
NHRI	National Human Rights Institutions
ODA	Official Development Assistance
OP	Operational Actions
PAP	Process Action Plan
PMM	Presidency of Migration Management (the central Turkish migration authority)
RDE	Royal Danish Embassy
RDPP	Regional Development and Protection Program
Review	Danish Migration Related Engagements (2018-2022) – Review Report, December 2023
RMGP-MED	Regional Migration Governance Programme with focus on the Mediterranean
RMGP-TWB	Regional Migration Governance Programme for Türkiye and the Western Balkans

RSD	Refugee Status Determination
SAP	Stabilisation and Association Process
SM	Scoping Mission
SPA	Strategic Partnership Agreements (between MFA and selected NGOs)
SGBV	Sexual and Gender Based Violence
ST	Scoping Team
TBC/D	To Be Confirmed/Defined
THB	Trafficking in Human Beings
TILSKUD	Department for financial management of development cooperation/grants (MFA)
ToC	Theory of Change
ToR	Terms of Reference
TWB	Türkiye and Western Balkans
(T)WB	Primarily relevant for WB
T(WB)	Primarily relevant for Türkiye
UDGGD	Nationally Supported Voluntary Return and Reintegration (Türkiye)
UIM	Danish Ministry of Immigration and Integration
UNHCR	United Nations High Commissioner for Refugees
WB	Western Balkans (Albania, Bosnia-Hercegovina, Kosovo, Montenegro, North-Macedonia and Serbia); also called WB6
WPS	Women, Peace and Security

Exchange rates: 1 DKK = 0.14 USD and 0,13 EURO

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1. Introduction

The present programme document outlines the background, rationale and justification as well as the objectives and management arrangements for development cooperation concerning the "Regional Migration Governance Programme for Türkiye and the Western Balkans, 2025-2030 (RGMP - TWB)" as agreed between the implementing partners (IPs) and the Department of Migration, Peace and Stabilisation (MIGSTAB), Danish Ministry of Foreign Affairs (MFA).

The overall objective of the programme is to *enhance migration management in a safe, orderly and rights-based manner in Türkiye and the Western Balkans.* The programme is in line with and informed by international human rights and standards along with Denmark's policy priorities and track record in this area. The programme is jointly managed by the Danish MFA and the Ministry of Immigration and Integration (UIM) through the inter-ministerial Migration Task Force (MTF), while embedded in the MFA's Department for Migration, Peace and Stabilisation (MIGSTAB).

The Danish Government's Finance Act of 2024 (§06.32.10.13) provides development funding of DKK 190 million to the MTF annually from 2024 to 2027, which inter alia goes to strengthening migration management. A total of DKK 300 million will be allocated to the RMGP-TWB. The programme's implementation phase will be from 2025 to 2030. Further funding is allocated in the Danish Finance Act for 2024 - 2027 to the "CAPACITY" and "Whole-of-Route" programmes under MIGSTAB as well as a RMGP with focus on the Mediterranean region. Alongside these programmes, the RMGP-TWB is designed to provide oversight, synergies, and harmonisation in the programming of funds to Danish-supported migration interventions. The programme forms part of Denmark's overall migration-related engagements, for which a common strategic portfolio management framework has been prepared and is described below.

The RMGP brings together the MFA, UIM, Danish embassies and a number of migration attachés housed in UIM in selected countries of origin and transit countries. The Royal Danish Embassies (RDEs) in Türkiye and the Western Balkans serve as key stakeholders in the context of government-to-government dialogue, as well as providing inputs from governments and donor meetings on analysis, context and contacts regarding safe and orderly migration management in the TVB region.

The programme envisages four outcomes:
- Enhanced migration management, including strengthened integrated border management (IBM), Assisted Voluntary Return and Reintegration (AVRR) as well as documentation.
- Enhanced asylum systems and processing
- Enhanced access to labour markets and local integration
- Countering migrant smuggling and combatting trafficking in human beings

The scoping mission (SM) in October/November 2024 as well as the subsequent validation / formulation mission to Türkiye and Western Balkans in January 2025 identified five implementing partners (IPs), namely United Nations High Commissioner for Refugees (UNHCR), International Organisation for Migration (IOM), Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ) (, the Danish Institute for Human Rights (DIHR), and the Presidency for Migration Management (the central migration authority in Türkiye). Each partner will contribute to achieving the four outcomes and each of the five IPs will have separate supporting project documents.

The programme is a core pillar of Denmark's approach to fairer, more humane asylum and migration governance and management. Together with the abovementioned programmes, the RMGP-TWB is part of a multifaceted strategy to address irregular migration[1] and migration management. Since the programmatic areas are highly interrelated and interdependent, the MFA will establish a *joint strategic portfolio framework* (see section 2), which is developed to facilitate synergies and complementarities across MIGSTAB's programmes, as well as 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 and key assumptions (section 4 and annex 3) and operational and management arrangements (section 7).

The programme seeks to enable the MFA and UIM to partner with key countries, such as Türkiye and WB-countries, to cooperate on further development of their migration governance systems in a *sustainable, safe, orderly and rights-based* manner. The programme intends to enhance Denmark's strategic dialogue and partnership on migration management with the countries of origin, transit and disembarkation.The selected IPs align with Danish priorities as well as the partner countries' needs and priorities.

There are significant complexities associated with the pursuit of the overall objective and four outcomes, given the changing migration dynamics and political priorities in Türkiye and Western Balkans, as well as in neighbouring countries. For example, the extent to which the Syrian refugee population in Türkiye will voluntarily repatriate or integrate further into the Turkish society or seek to reach the EU, will depend on various factors. Therefore, the programme design takes a *flexible* and *adaptive* approach – in line with *Doing Development Differently (DDD)* – allowing Danish funds to be reallocated throughout the duration of the programme's implementation period to address emerging challenges and respond to thematic and regional changes across the region. For example, this may be the case if an IP is no longer able to carry out the envisaged activities in a given country. This is further described in section 2. The implementation of the adaptive approach was also among the key recommendations from the MFA Review of Danish Support to Migration-related Programming 2018 – 2022, December 2023.

2. Joint Strategic Framework for the Danish Portfolio of Migration Programmes

The Danish portfolio of migration programmes and activities are highly interrelated.

Overall, all the new migration programmes – the two Regional Migration and Governance Programmes for Türkiye and Western Balkans (RMGP-TWB) - as well as for the Mediterranean Region (RMGP-MED), the CAPACITY Programme, and the Whole of Route Programme - aim to *address and prevent irregular migration in a safe, orderly and rights-based manner.* This concerns both the efforts to enhance migration governance and management in key countries along the migratory routes as well as strengthening the protection of people on the move. The How to Note for the implementation of "*The World We Share*" underpins the Danish ambition to apply a Human Rights Based Approach (HRBA) and Gender Equality (GE) lens when addressing the challenges related to irregular migration.

It will be important to ensure effective coordination, learning, monitoring and evaluation and harvesting of lessons learned whilst ensuring value for money, and transformative and sustainable change, which is why

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

MIGSTAB will establish a **joint strategic framework** for the migration programme portfolio. It includes a **cross-programme management structure and an overarching theory of change**, which will be finalised and validated during the inception phase of the programmes, to ensure full ownership by recipient governments and implementing partners. The overall objective of the overarching ToC reads as follows: *Migration management is enhanced, safe, orderly and rights-based in focus countries, transit countries and along migration routes.*

The different elements will be further elaborated within the respective annexes under the supporting project documents.

The strategic priorities for the "Fund for Migration and Regions of Origin"[2] have thus far been decided by a high-level governing structure consisting of the MFA and the UIM state secretaries and relevant department directors from both ministries. This structure will be formalised into an **inter-ministerial Migration Programme Steering Committee** comprising relevant departments from the MFA and UIM, which will continue to decide on strategic priorities and, in addition, oversee the strategic direction, implementation and progress of the programmes and projects under the Fund for Migration and Regions of Origin, while also facilitating relevant cross-ministerial collaboration (the nature of which differs across each of the programmes). It is planned that the MFA and UIM state secretaries will attend the cross-ministerial Migration Programme Steering Committee meetings on an annual basis.

At working level, all three programmes will also have their own dedicated steering committees. Participants in the **RMGP-TWB steering committee** will include representatives from MIGSTAB and UIM, along with the programme's implementing partners (see draft ToR for the Steering Committee in annex 10). This will be complemented by **country-level steering groups,** where relevant, which will be decided upon during the inception period. The completion of the management structure at the overall level, the RMGP-TWB level and the country/regional steering level will be further designed during the inception phase of the other programmes and will also contribute to inform the management structure of the RMGP-TWB.

MIGSTAB is the administrative anchor within the MFA for the majority of funds under the Fund for Migration and Regions of Origin and is responsible for the day-to-day management of the migration portfolio. Relevant staff within the department – the Migration Team that is embedded within the cross-ministerial Migration Task Force (MTF) – will constitute the **MIGSTAB portfolio management unit** with the responsibility to ensure and enhance coordination across all relevant migration programmes and activities. This unit will also be responsible for ensuring coordination with other donors to identify complementarities and avoid overlap. An **external monitoring, evaluation, accountability, and learning (MEAL) unit overseeing all programmes** will be established, with a development specialist as the designated MIGSTAB staff member in charge of overall collaboration with the unit.

The cross-programme management structure and MEAL unit will contribute to consolidating the **common strategic vision for all the programmes**, coherence and aid-effectiveness across the portfolio regarding the management and administrative arrangements. Moreover, it will facilitate overall coordination with multilateral migration activities under the EU, UN agencies, as well as other development partners.

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[2] Denmark is financing a broad range of engagements on migration, including these programmes through the Fund for Migration and Regions of Origin ("Nærområde- og Migrationsfonden") under the Danish Finance Act frame §06.32.10. with an annual budget of DKK 700 million.

Programme complementarity

As the new programmes all aim to *address and prevent irregular migration in a safe, orderly and rights-based manner*, it will be key to ensure that they do not overlap but rather complement each other and the overall ToC. The programmes are highly interrelated. Both the RMGP-TWB, RMGP-MED, and CAPACITY programmes will **focus on the "supply side" of migration governance**, working mainly with relevant government counterparts through the implementing partners. Whereas, the RMGPs' focus on capacity development within integrated border management, Assisted Voluntary Return and Re-integration (AVRR), improving and using migration data, asylum systems and processing, enhancing access to labour markets and local integration for refugees and migrants and countering human smuggling and trafficking, the CAPACITY programme has a focus on strengthening the capacity of migration authorities, including through infrastructure support and modernising the migration governance system, such as visa processing, digitalisation of immigration systems as well as return, re-admission, and re-integration.

By enhancing overall learning, MEAL and management structures, MIGSTAB and IPs will be able to ensure complementarities across the programmes and prevent potential overlaps. Key MFA development priorities such as HRBA, gender equality (GE), climate adaptation and youth will be operationalised across the programmes to enhance safe, orderly, and rights-based migration systems and practices. The learning will focus on the MFA's Strategy "*The World We Share*"'s overall priorities, including analysis of best practices to prevention and fighting poverty and inequality, conflict and displacement, irregular migration and fragility.

The Whole-of Route programme will **focus on the rights-holder level and** on providing protection, livelihood and other services for people on the move along the migratory routes. During the implementation of this programme, a main priority is to identify how the other programmes can bridge possible gaps vis-à-vis a route-based approach to ensure that the migration governance and protection systems along the routes are developed in a sustainable manner. Further, it will be important to explore synergies and learning (incl. in areas of protection, livelihood and countering trafficking/smuggling and human rights) with the RMGPs. Capturing insights will be crucial, and it is imperative that these learnings are anchored in MIGSTAB. MEAL (and ensuring synergies) is strengthened considerably in the design and at the various stakeholders (IPs, external MEAL unit, MIGSTAB, Development Specialist, inter-ministerial Migration Programme Steering Committee).

Two aspects merit additional consideration regarding joint management arrangements of the migration portfolio:

- During the scoping and programming of the new migration programmes in 2024 and the beginning of 2025, it has become apparent that some like-minded donors might be interested in the programmes and that this provides an opportunity to establish a **common funding facility/delegated partnership instrument/trust fund** between like-minded donors and Denmark to enhance migration governance/management, impact, effectiveness and coordination of migration interventions, and to avoid donor fragmentation. Thus, participation in the management arrangements could be expanded to include like-minded donors

- The new Danish Migration programmes and existing migration projects will strengthen focus and coherence of interventions. It will benefit from the inter-ministerial Migration Programme Steering Committee's oversight by enhancing coordination, learning and synergies across programmes and geographies, including assessment of IPs efforts (where it is noted that a number of implementing partners are involved in several programmes).

The new overarching joint strategic framework for the migration portfolio marks a new Danish approach to migration programme implementation. This approach will promote a strengthened strategic, holistic, systematic approach and critical dialogue with partners on the overall outcomes, objectives and priorities. Migration related objectives and priorities have been discussed directly with both governments in host countries, transit countries and the Global South and the IPs, thus using IPs as interlocutors of beneficiary country priorities and objectives.

3. Context, strategic considerations, rationale and justification

The Danish migration policies
Migration is a key priority in Danish foreign policy and development policies with clear links to Danish domestic migration policies including on return, readmission and asylum.
Since 2017, the migration portfolio has increased significantly in Danish development programming mostly through numerous small-scale projects in regions close to the EU. In line with EU migration policy and its external migration programming, the overall Danish objectives are to address and prevent irregular migration and improve regional and national migration management.

Migration trends in countries close to the EU
In the past years, there has been an increase in arrivals of mixed migration movements[3] to Europe, especially from the Mediterranean migratory routes and/or through Türkiye and the WB region. According to the Mixed Migration Centre (2024), during the first quarter of 2024, the top three countries of origin using the Western Balkan route remain Syria, Afghanistan and Türkiye. While the Western Balkans route remains active, diverse sources indicate an overall decline in the official numbers of refugees and migrants recorded as arriving to and transiting through the region in 2024[4].

Many mixed migrants including many with protection needs end up in transit countries close to the EU, such as Türkiye and in the WB region. The mixed migration flows have a significant impact on public administration and key institutions, particularly in relation to reception capacities, asylum systems, Integrated Border Management (IBM), countering smuggling/trafficking, and ensuring safe, orderly and rights-based migration systems and management. Moreover, these countries are often in need of enhancing their asylum systems, including reception facilities, social and health systems, integrated border management and migration management systems in an effective, safe and protection-sensitive manner that considers migrants' and refugees' vulnerabilities and human rights.

Recent changes in EU policies: The EU Migration and Asylum Pact
In 2024, the new *EU Migration and Asylum Pact* was adopted. The Pact is a major reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.[5] The Pact will likely have a major impact on the TWB. A part of the Pact is the embedding of migration management in *international partnerships* including, inter alia,

- Preventing irregular departures: Capacity development of authorities in IBM in priority partner countries, including through reinforced cooperation with FRONTEX and the EU Asylum Agency

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[3] Mixed migration refers to "cross-border movements of people, including refugees fleeing persecution and conflict, victims of trafficking and people seeking better lives and opportunities".
[4] MMC, "Mixed migration in the Western Balkans: Shifting policies, smuggling dynamics and risks". November 2024.
[5] https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact

(EUAA) on introduction of border screening procedures also covering asylum determination and return management.

- Fighting migrant smuggling: Dedicated and tailor-made Anti-Smuggling Operational Partnerships with partner countries and UN agencies, tackling smuggling in key locations.
- Cooperation on readmission: The development of legal migration goes hand in hand with strengthened cooperation on return and readmission.
- Promoting legal pathways: An EU Talent Pool establishes the first EU-wide platform to facilitate international recruitment, while Talent Partnerships allow non-EU citizens to work, study, and train in the EU.[6]

3.1. Türkiye
Recent changes in Syria and its impact on migration to Türkiye

According to the Government of Türkiye (GoT), the country is hosting more than four million migrants (the reported figure varies), the majority (3 million +) being Syrian refugees under temporary protection, of which a significant number are vulnerable. Since 8 December 2024, with the fall of Bashar al-Assad and his regime, the situation in Syria has changed dramatically. This change in context may be a gamechanger allowing for voluntary repatriation of large parts of the Syrian population presently in Türkiye over the coming years depending on whether stability and safe conditions for return can be established.

According to the Presidency for Migration Management (PMM), the central migration governance institution in Türkiye, as of 23 January 2025, 72,002 Syrian refugees voluntarily returned to Syria from Türkiye. According to a survey completed in the days after the collapse of the Syrian regime, more than half of the Syrian population in Türkiye does not wish to return. Moreover, several key informants consider that the expected number of voluntary returns may be much lower for multiple reasons, among them the continued humanitarian crisis, fragility and dire needs still existing in Syria, and the uncertainty surrounding the future course to be taken by the transitional government due to their previous affiliation.

Furthermore, most Syrians in Türkiye have, after many years in exile, now established their lives and integrated locally. In fact, the Turkish government and the PMM also foresee that a significant number of the Syrian refugee population in Türkiye - perhaps even the majority - will continue to stay in Türkiye.

Türkiye's local integration ("harmonisation") policy

The legislation has recently changed, so Syrians are now able to take up formal employment without having to apply for a work permit. In sum, despite the changed context in Syria, there continues to be a need to support issues related to harmonisation ("local integration"), spatial density (that is, the issue that refugees tend to move to provinces that already host a large number of them) and access to the labour market, as many Syrians and refugees are still working in the informal sector, and in sectors where there are risks of human rights exploitation.

In general, the Turkish approach has been *de facto* integration and not establishing refugee camps. To the extent that the situation in Syria is not conducive for voluntary, safe and orderly return it will be important to ensure continued social integration, prioritising dignity, enhanced access to the labour market and harmonization ("local integration prospects"), and legalising the status of migrants. This is why the RMGP-TWB will collaborate closely with IOM, UNHCR, EU and others key players. Furthermore, the involvement of Civil Society Organisations (CSO) is important; the Ministry of Family and Social Services and CSOs like the Association for Solidarity with Asylum Seekers and Migrants (ASAM) and Turkish Red Crescent (Türk

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

Kizilay) play a key role in supporting refugees although some of their services, such as legal aid and psycho-social support seem stretched thin and underfunded given the severity of the traumas of many protracted Syrian refugees and the lack of local integration prospects. Thus, it will be key to ensure synergies with the Whole-of Route programme when it comes to the role of the CSOs. PMM is the key internal coordination mechanism (now at Presidential secretariat level) that will be strengthened through RMGP-TWB.

Human rights for migrants

The human rights situation in Türkiye continues to be concerning with regard to shortcomings in framework for safe, orderly and rights-based migration and risks of unlawful detention, refoulement, deportation, gender-based violence, human trafficking and smuggling, and exploitation of migrants in the labour market and in the informal economy.[7]

Türkiye strives to offer refugees protection and access to basic services like healthcare and education. However, with 14.4% (2020) of its own population living below the national poverty line,[8] the strain is significant. While some migrant groups, like the Syrian protracted refugees, have access to public services alongside Turkish citizens, others face language barriers and administrative hurdles and there are growing signs of tension between host communities and migrant/refugee populations over the perceived competition for services.

Turkish authorities have implemented various physical and technological security measures to secure their borders. These include constructing a three-meter-high wall along significant portions of the borders with Syria and Iran, accompanied by observation towers, high-security panels, wire fencing, electronic surveillance cameras, and sensors. Similar border fortifications have been established by Bulgaria and Greece along their borders with Türkiye. These measures aim to enhance border security by detecting potential terrorist threats, curbing smuggling activities, and preventing unauthorised border crossings.[9]

Future challenges and opportunities

Further, an emerging concerning risk by PMM and the Turkish government is that the Iranian government might decide to push a large concentration of Afghan refugees and migrants in Iran towards Türkiye.

A holistic approach with support for local communities hosting migrants/refugees will have to be applied. This includes both immediate development and long-term development projects to create economic opportunities for both Turkish citizens, migrants, and refugees, fostering resilience and job creation.

Lack of data

There is lack of data on the demographic, socio-economic and specific needs of migrants, refugees, and asylum-seekers in Türkiye. Data remains scattered and official figures provided are not fully substantiated by a sound methodological approach. The Turkish authorities work with IOM to improve migration data collection, management, and analysis for use in policy formation and management and the RMGP-TWB will also support IOM in this task. The DIHR may also be able to play a role here through support to their Turkish sister agency.

Opportunities for strengthening

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[7] See the Universal Period Review of Türkiye and the Universal Human Rights Index. https://uhri.ohchr.org/
[8] 0,4% below the international poverty line. World Bank. Poverty & Equity Brief Türkiye Europe & Central Asia April 2023
[9] MPI. Türkiye Aims to Halt Irregular Migration and Migrant Smuggling in the Eastern Mediterranean. 27 August 2024.

RGMP-TWB functions as an instrument to facilitate migration collaboration with the GoT, ensuring a long-term partnership emphasising sustainable institutional development of migration related public institutions, including implementation of asylum legislation if adopted, reception, registration, documentation, refugee status determination and collection of data combined with livelihood support to local communities. There is a need to strengthen HRBA across the Turkish migration administration, including integrated border management and counter-smuggling/trafficking. The other Danish migration programmes which are already being implemented may also be able to offer supplementary support under the partnership.

Strategic partnership and areas of work

In Türkiye it is envisaged to have a *government-to government strategic partnership* with PMM on migration governance and thematic areas, such as IBM; AVR/R, local integration ("harmonisation") including on social cohesion and spatial density; access to information for Turkish nationals and migrant labour policies and practices. The importance of ensuring migrants' human rights will be part of the dialogue. The support to PMM will ensure strong local ownership. Denmark will also support Türkiye and PMM by implementing partners in areas such as i) enhancing asylum systems and processing, ii) countering human trafficking/smuggling, including support to the implementation of the National Action Plan and iii) "harmonisation" (i.e. enhance the access to information and the labour market for refugees and migrants). RMGP-TWB will complement EU-support in areas, such as i) integrated border management, ii) asylum systems and processing and iii) "harmonisation". Twinning between relevant Danish institutions and Turkish government institutions may also be explored in these areas and be of added value. It will be essential that the selected areas support and complement rather than duplicate EU and likeminded donors such as the Netherlands, United Kingdom, Germany, Switzerland and Norway.[10] The level of funding to the PMM will sustain the organisation and support its organisational change to become a migration governance leader. Most of the possible additional funding to Türkiye will be channeled through IPs, such as UNHCR, IOM, DIHR.

3.2. Western Balkans

Migration trends

Irregular migration to the EU - which puts vulnerable migrants at risk of trafficking and exploitation - has increased since the end of 2021. In 2022 more than 300.000 irregular entries were recorded at the external borders of the EU, representing an increase of 64% compared to the year before. In 2024, preliminary figures indicate there has been a significant reduction of irregular entries in 2024, but it remains to be seen if this reduction will be durable.[11] Large part of these arrivals was recorded on the Western Balkan route, making it the most preferred route for smuggling of migrants into the EU. The pressure on the external borders of the EU, particularly Hungary, Austria, Croatia and Slovenia, is high. The Western Balkans (WB) constitute transit countries for EU destinations.

Key challenge: Migrant smuggling and trafficking

Migrants present in the Western Balkans that aim to cross the external border of the EU irregularly, are increasingly using the services of migrant smugglers, due to the imbalance of largescale migration movements and the limited opportunities for safe, regular and orderly migration within as well as outside

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[10] Denmark is currently exploring with the EU Delegation in Türkiye the possibility of providing funding to be administered by the EU based on a *cost refund modality*, whereby agreed costs are reimbursed when agreed results are achieved and verified. This modality is already in use by the EU as it provides annual funding to PMM worth around EUR 20 million.

[11] https://www.frontex.europa.eu/media-centre/news/news-release/eu-s-external-borders-in-2022-number-of-irregular-border-crossings-highest-since-2016-YsAZ29#:~:text=News%20Release-

the region. According to Europol, a high number of irregular migrants that reach the EU make use of smugglers during parts of or through the entirety of the journey. It must also be noted that the increase in violence by organised crime networks involved in migrant smuggling to the EU is alarming, putting the lives of migrants as well as the local police at risk. Violence and aggressive behaviour more broadly are becoming part of the criminal business model, including the use of weapons and shootings. Besides migrant smuggling, trafficking in human beings is similarly a pressing challenge related to migration. Migrant smuggling and trafficking in human beings today constitute the two fastest growing trans-border criminal activities in the Western Balkans, and one of the most profitable crimes.

Collaboration between EU and the Western Balkans

One way to promote a fairer and more humane asylum system and to combat migrant smuggling and trafficking is to increase the collaboration between EU and the Western Balkans further. Eventually, such collaboration may lead to some WB countries joining the EU. Any European country can join the EU if it fulfills the membership criteria, also known as the *Copenhagen criteria*.[12]

When it comes to fundamental rights, rule of law, justice and home affairs, the candidate countries will need to harmonise its policies and legislation in accordance with the EU acquis chapters 23 (judiciary and fundamental rights) and chapter 24 (justice, freedom and security)[13].

Countries in the WB follow a unique enlargement process called the *stabilisation and association process* (SAP). The countries currently involved in this process are Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, and Serbia (WB6). RGMP-TWB partnerships with the WB will focus on areas of IBM, AVRR, counter trafficking/smuggling and access to labour market for refugees and migrants through GIZ (and DG ENEST, the EU4FAST programme), IOM and DIHR.

Main donors. Due to the on-going accession process for several countries in the WB, the EU is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issues in WB and in Türkiye too. DG HOME, with is agencies FRONTEX and EUAA, has the lead on common EU border control and asylum measures and procedures.[14] DG HOME's focus is on EU27 and its budget for its external dimension is relatively minor. While border control and (granting of) asylum are still primarily under the control of MS, there is growing political will to coordinate through and align with EU Commission measures. FRONTEX is assisting Albania, Serbia and BiH as part of the accession process. During the scoping and formulation process, it was determined that there was no funding demand, nor need to provide additional support to EUAA and FRONTEX with regard to the external dimension of migration management.

Within the EU Commission, coordination between DG NEAR and DG HOME is of crucial importance. DG NEAR assists those countries with a perspective to join the EU in meeting the criteria defined by the Treaty of European Union and the European Council. DG NEAR (which has been split into DG ENEST

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[12]These criteria include: stable institutions that can guarantee democracy, the rule of law, human rights and the protection of minorities; a functioning market economy and the ability to cope with the competitive pressure of the EU market; the ability to take on the obligations of EU membership, including the capacity to implement all EU law and adhere to the aims of the EU. https://eur-lex.europa.eu/EN/legal-content/glossary/accession-criteria-copenhagen-criteria.html

[13] Chapters of the acquis - European Commission.

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

and DG MENA) closely monitors the progress of enlargement countries towards the EU and supports accession negotiations as required by the Council.[15]

Possible areas of support: As previously mentioned, human rights are under pressure in WB, including lack of *safe and orderly migration management*. Organized crime*,* human trafficking and migrant smuggling and inefficient rule of law are amongst the key challenges in several countries in the WB. There are risks of refoulement, gender-based violence and human rights exploitation of migrants in various sectors, and migrants often end up working in the informal sector risks of exploitation. The EU *Project on Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)*, is implemented by GIZ[16] and covers all six WB countries through a regional lens with national pillars. Several informants have highlighted its importance in the WB. The multi-donor programme aims to reinforce rule of law in the WB by strengthening the capacities of the national and regional authorities in preventing and countering migrant/human trafficking and smuggling. The project is jointly co-financed by the European Union (EU), with minor contributions from the German Federal Ministry of Economic Cooperation and Development (BMZ), the Italian Ministry of Interior and the Dutch Ministry of Foreign Affairs (NL MFA) and Civipol, a technical operator under the Ministry of Interior of France.

3.3 Modalities

3.3.1 Relevance and justification

The RMGP-TWB is highly relevant vis-à-vis the overall global and regional development and migration challenges, including the migration flow in: i) the Eastern Mediterranean Route – which leads from Turkey by sea to Greece – and ii) the Western Balkan Route. Türkiye has lifted a huge burden by hosting millions of Syrian refugees and many mixed migrants who are transiting the WB often to try to reach the EU. In addition to irregular migration, thousands of migrants end up in poverty or as victims of human smuggling and/or trafficking, or at risk of other types of human rights exploitation due to a significant pressure on governance systems and a lack of safe, orderly and rights-based migration systems.

It is thus fully justified and anchored in Denmark's Strategy for Development Cooperation "*The World We Share*" which, inter alia, sets out the strategic visions to address forced displacement and irregular migration in a safe, orderly manner and rights-based manner. The Danish migration priorities are further developed in the Danida *How to Note* on migration and a fair and humane asylum system, which sets out three tracks to guide Danish interventions in irregular migration: i) prevention of irregular migration through promotion of legal pathways, ii) strengthening of asylum management and processing, and iii) strengthening of return. The *How to Note* underpins the Danish ambition to apply a HRBA, addressing the challenges in a safe and orderly manner, empowering rights holders to claim their rights and emphasises accountability of duty bearers' ensuring their rights.

The strategic point of departure is further supported by the Danish Finance Act §06.32.10.13. for 2024 to 2027, where DKK 300 million is envisaged for the RMGP-TWB for an implementation period of five years. The total volume for three migration related programmes already improved is approximately DKK 1.1 billion for the 5-year period. With this programme it will be DKK 1.4 billion. Since the programmatic areas are highly interrelated and interdependent, as mentioned above, it would be relevant to manage all the

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[15] https://commission.europa.eu/about-european-commission/departments-and-executive-agencies/european-neighbourhood-and-enlargement-negotiations_en

[16] Throughout this programme document, reference will be made to GIZ when discussing aspects of the EU4FAST Programme of which GIZ is the lead implementing partner. The formal agreement, however, will be made with the EU,

programmes under a common strategic portfolio framework including a shared overall ToC. Thus, utilising the same administrative structure would not only enhance overall coherence amongst the programmes, aid-effectiveness, and coordination, it would also ensure a leaner administration with focus on effectiveness, impact, and value for money.

Box 1: Justification of the RMGP-TWB based on the DAC Criteria

DAC Criterion	Justification
Relevance	The programme responds to significant challenges in relation to irregular migration, protecting migrants' rights and countering migrant smuggling and combatting trafficking in human beings, by strengthening government institutions and activities in the area of migration governance in the region. By ensuring an envelope for unallocated funding from the outset, the programme will be able to respond to emerging entry points, challenges, and opportunities, thus strengthening the programme's ongoing relevance and adaptability. In doing so, the programme is well-aligned with the "Doing Development Differently" agenda as well as the Humanitarian-Development-Peace (HDP) nexus given the programme's focus both on strengthening national capacities and ownership, while at the same time responding to changing irregular migration patterns.
Impact	The programme will support Danish priorities in the region by using development assistance to support long-term transformational interventions, support migrants' rights including the reduction of migrant smuggling and trafficking in human beings, addressing irregular migration, and particularly in relation to protection-sensitive integrated border management, returns, readmission and reintegration.
Effectiveness	The programme involves partnering with IOM, UNHCR, GIZ, PMM and DIHR. The programme will be guided by an overall Steering Committee, thus assuring central oversight and coordination of activities. Steering Committees at national level will further ensure coordination of activities across the portfolio of actors by involving government authorities and other local and international stakeholders, which can be leveraged to ensure the effectiveness of programming activities. In addition, all partners have formulated results framework with tangible targets, making it possible to assess, in accordance with DAC-criteria, the extent to which targets were achieved.
Efficiency	The management of the programme facilitates and strengthens a "whole-of-government approach" to addressing irregular migration by bringing together the resources, expertise, and perspective of the Ministry of Immigration and Integration and the Ministry of Foreign Affairs, while also leveraging the presence of Immigration Attachés based in Danish Embassies in key locations. IPs are requested to cap overhead at 7 % to ensure Value for Money.
Coherence	The programme presents an opportunity for Denmark to lead and promote rights-based migration governance and greater coherence amongst the international and donor community, both within the EU and beyond. With the EU recently establishing new frameworks for addressing return and readmission, the programme offers the potential to actively shape and influence EU and Member States' programming and engagement in this area, while also potentially generating lessons learned and good practices which can have a wider influence on coherence going forward. This programme is one of four programmes supported through the Danish Finance Act for 2024 pertaining to irregular migration. Since the programmatic areas are highly interrelated and interdependent, opportunities to develop a common strategic portfolio framework including a common overall theory of change has been developed to facilitate synergies and complementarities across the programmes, and to ensure greater coherence and efficiency in relation to management and administrative arrangements should be explored. The four Danish programmes should be closely coordinated with other interventions in the region, e.g., EU-supported projects in Türkiye.
Sustainability	The programme is intended to promote sustainability of results through its focus on long-term migration governance capacity, premised on national ownership and buy-in, and through ensuring a responsive and flexible approach to support provided by implementing partners. Uncertainties related to political dynamics and patterns of irregular migration, as well as capacity development of countries of origin and transit to strengthen human rights-based approaches to migration management may present challenges to sustainability, but is sought to be mitigated and strengthened by the inclusion of DIHR in the portfolio of partners.

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

As described above, for Türkiye, the RMGP-TWB will initially be implemented based on a *government-to-government partnerships through the EU Delegation in Ankara*, and for WB, a *government-to-government partnership* mediated through GIZ and the EU4FAST programme[17]. Ultimately, the objective will be that the enhanced *government-to-government dialogues* between Denmark and Türkiye and between Denmark and WB governments will guide the development of the portfolio of activities funded by Denmark, where relevant through technical Memorandum of Understanding (MoUs). This approach aims to strengthen a strategic partnership and possible twinning between Denmark and the partner governments' key institutions and ensure national ownership and political buy-in. It is proposed that the MoU with Türkiye will be governed by a steering committee/country group at national level with representation of partner governments and implementing partners, while in the case of WB, the EU4FAST governing structures will be utilised, i.e. Denmark will participate in the Steering Committee if the funding is channelled through DG ENEST.

The recent key EU Commission instrument for dealing comprehensively with population movements from the Southern neighbourhood towards the EU related to/caused by recent crises (e.g., Syria and Sahel) has been EU *Trust Funds* (EUTFs). The possible inclusion of a *similar funding facility within the RMGP-*TWB is likely to amplify the effect of the relatively considerable Danish investment. Moreover, Denmark is considered a front-runner regarding use of official development assistance (ODA) in relation to a long-term and comprehensive *whole-of-government migration approach* with meaningful financial volume, which position Denmark in a leadership position and provides strategic space for EU-aligned engagements.

3.3.3 Selection of implementing partners

For now, the main *implementing partners* will be IOM, UNHCR, GIZ, PMM (possibly with funds channelled through the EU Delegation in Türkiye) and DIHR which may also support national authorities, entities and organisations in each country. All the implementing partners are known and trusted by the GoT and in the Governments in the Western Balkan countries. The implementing partners will be collaborating with national governmental entities and NGOs as feasible.

IOM

IOM plays a pivotal role in addressing migration challenges in the Western Balkans and Türkiye. Their work focus on promoting safe, orderly, and humane migration, aligning with global standards and local needs. IOM supports the enhancement of migration management systems and border control capacities. This includes technical assistance, capacity-building, and the implementation of IBM practices to ensure secure and efficient migration processes. IOM works closely with governments and other stakeholders to prevent human trafficking and smuggling. This involves strengthening legal frameworks, supporting victim identification and protection, and enhancing prosecution efforts.

Furthermore, IOM provides direct assistance to vulnerable migrants, including victims of trafficking, unaccompanied minors, and those at risk of exploitation. Voluntary return programs facilitate return and ensure that migrants can safely return to their countries of origin. IOM collaborates with national and regional authorities to develop and implement effective migration policies. This includes data collection and analysis to inform evidence-based policymaking, fostering regional cooperation, and promoting compliance with international human rights standards. Through various initiatives, IOM contributes to community stabilization and development, addressing the root causes of irregular migration. This includes livelihood support, social cohesion projects, and infrastructure development in migrant-hosting communities. Finally, IOM conducts public awareness campaigns to educate communities and people on the move on the risks

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[17] At the time of writing, the DGs EU responsibilities are being revisited by the EU. However, it is expected that DG ENEST will be in charge of EU4FAST.

of irregular migration, human trafficking, and the rights of migrants. IOM's comprehensive approach in the Western Balkans and Türkiye helps to address the complex migration challenges in the region, promoting stability, human rights, and sustainable development.

UNHCR

UNHCR's core business is aligned with the RMGP-TWB, and UNHCR undertakes a fair amount of coordination within its area of engagement. However, due to the humanitarian nature of the UNHCR's activities, the interventions are not systematically aligned with country development priorities.

In Türkiye, UNHCR has focused on leading and coordinating UN efforts in response to the Syrian refugee crisis, strengthening the protection environment and access to social support for those in need of international protection as well as providing humanitarian aid to refugees in camps and urban areas in collaboration with Turkish authorities. Equally important, UNHCR supports institutional and legislative capacity development of PMM, including sustaining the national asylum system and processing. Due to the changed situation in Syria UNHCR will now, in close collaboration with PMM, also become involved in the voluntary repatriation of refugees to Syria.

UNHCR's strategy in the Western Balkans focuses on strengthening national asylum systems and processes to ensure protection and sustainable solutions for refugees and asylum seekers. This approach aligns with the Global Compact on Refugees (GCR), emphasising solidarity, responsibility-sharing, and collaboration across all sectors of society. Key elements of the strategy include enhancing asylum management and promoting integration and inclusion. Effective collaboration with partners, especially the International Organisation for Migration (IOM), is central to this approach, reflecting the diverse needs of populations on the move. The strategy prioritises two main areas: (1) improving protection and response capacity, and (2) fostering conditions for durable solutions for refugees.

GIZ

Denmark has a longstanding and ongoing collaboration with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, since it works on many of the same issues as DANIDA in the field of international development cooperation and international education work. GIZ is a trusted partner, which delivers with HRBA. As the implementing agency, GIZ is responsible for the implementation to the EU and other donors, including Denmark. GIZ has been pillar assessed and is fully compliant with EU requirements for managing EU funds development projects.

As mentioned earlier Human Rights in the Western Balkans face significant challenges, including issues such as unsafe and disorderly migration, human trafficking, organised crime and risks of unlawful detention. The EU *Project on Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)*, implemented by GIZ on behalf of the EU and participating EU MS, is seeking to address this situation. The project is implemented by teams of experts, including police, prosecutors, legal and technical advisers, following a "4 P approach" regarding Prevention, Protection, Prosecution and Partnership. As part of the interventions, GIZ pays attention to gender equality and cross-cutting issues. For example, the GIZ Safeguards and Gender system analyses and assesses risks, potentials and unintended negative impacts of a project in the area of Gender, Context and Conflict sensitivity, human rights, environment and climate change at the beginning of each project during the planning phase. Therefore, the project very clearly aligns with Danish priorities and thinking. The project aims to strengthen the rule of law in the Western Balkans by enhancing the capacities of national and regional authorities to prevent and combat migrant smuggling and human trafficking. A tailored approach will address the specific needs of

institutions and stakeholders, improving their ability to identify and protect victims and refer them to appropriate support services.

PMM

The PMM's duties and mandate are highly relevant to the RMGP-TWB, as the PMM is the central migration authority that is mandated to monitor and coordinate the implementation of policies and strategies determined by the President of the Republic. PMM is likewise in charge of promoting what is referred to as "harmonisation" in Türkiye. In other countries these are activities which would be referred to as local integration including access to economic and social rights for migrants. In this sense, PMM works directly on issues related to all four outcomes of the RMGP TWB.

For its part, Denmark has collaborated with PMM in Türkiye for many years. The Danish support have been channelled through UNHCR, IOM and the International Centre for Migration Policy Development (ICMDP). This indirect support to PMM was based on specific projects or activities planned by other partners in dialogue with PMM.

Denmark would like to continue work on further strengthening its partnership with PMM and both countries are interested in having a more strategic cooperation when it comes to migration management including support from Denmark to the PMM. PMM carries out migration management and actions related to the protection of victims of human trafficking as well as providing temporary protection.

PMM's capacity to implement projects in cooperation with other partners has increased in different ways and some donors such as the EU provide support to the implementation of its projects under its own, strategy plan. This support to PMM allows it to administrate funds and implement specific projects on its own under the national legal framework concerning human resources, use of public funds, auditing, procurement, etc. The EU works with PMM under this modality and has had good experience while also engaging extra support for oversight of the financial processes. Part of PMM's legal framework, for example procurement rules, is not in line with either EU regulation or Danish regulation and for that reason the support to PMM includes close coordination and monitoring of the funds disbursed by the EU.

EU's support follows standard rules for development cooperation, but includes the need for receiving a satisfactory *Expenditure Verification Report* before the next disbursement can be approved. The Expenditure Verification report contains a revision of around 60% of total transactions together with all relevant documentation. As discussed with the EU Delegation representatives in Ankara, this process can be heavy and time-consuming depending on the quality of documentation. As the approval of the Expenditure Verification is needed in order to release the next disbursement, political tension can arise during this process. At the same time support to PMM reduces the administrative costs and contributes to building internal capacity.

Denmark would like to include support to PMM through the EU under the RMGP-TWB and is in dialogue with EU Delegation in Ankara to find a way to channel funds to PMM.

DIHR

Denmark has a long-standing strategic partnership with the DIHR. The *DIHR* has been selected as a migration partner due to the significant need to ensure safe, orderly and rights-based migration management across governments according to the EU acquis chape r and operationalize HRBA/GE across the programme. DIHR's long-term dialogue with its sister organisations (National Human Rights Institutions (NHRIs) and support to relevant state institutions including law enforcement is a sustainable way to build

trust with key national institutions. building trust. DIHR brings specific experience in quality assuring legislation, practices and training of government institutions and in applying a human rights and gender lens. DIHR is already a trusted partner in the RGMP-MED programme and will play a similar role under this programme supporting the governments, the NHRIs and the IPs in evidence-based research, training and quality assurance ensuring that the practice is safe, orderly and rights-based. DIHR may also play a specific role with regard to protection of migrants, victims of trafficking/smuggling and with regards to addressing adverse human rights exploitation in relation to migrants' employment.

For all implementing partners:
With regard to outcome 3: Enhanced access to labour markets and local integration for refugees and migrants (in Türkiye the latter is referred to as "harmonisation"), it is envisaged that there may be a need to scale up this outcome through the unallocated funding of if other likeminded donors will join the programme. It may also be necessary to explore collaboration with other partners with regard to delivering on this outcome in TWB. During the course of the programme different pilot initiatives may be supported in order to promote enhanced access to labour markets for refugees and migrants, including dialogue with the relevant governments to reform guidelines and legislation so that it becomes easier for migrants to access the labour market in a non-discriminatory manner or at risk of exploitation..

3.3.4 Whole of government approach
As described above, Denmark is considered as a first mover regarding use of official development assistance (ODA) in relation to a long-term and comprehensive *whole of government migration approach*. Meaningful financial volume, governed by cross-ministerial structures, would allow for a Danish leadership position and create strategic space for EU-aligned engagements, including additional funding for the external dimension of the EUAA.

3.3.5 Aid effectiveness, donor alignment, coordination, and resource mobilisation
Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms should be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with government partners in TWB. During the formulation process, donor coordination at country level was encountered, but it was either rather informal, or not clearly defined in terms of whether coordination was EU, non-EU or UN led. At regional level, donor coordination was even less prevalent. A more holistic approach by Denmark will make it possible for the MFA and the Danish Embassies to participate more pro-actively regarding donor coordination.

3.3.6 Doing development differently and lessons learned
Due to the fluctuating situation in the TWB-region (e.g. the new situation in Syria since November 2024, and shifting migration routes), it is difficult to predict the operational environment within the five-year timeframe of the RMGP-TWB. Although the new situation in Syria may lead to some refugees going back, it is most likely that the migration at the Eastern, Central and Western Mediterranean routes will continue in the years to come. Disparate activities observed on the ground are partly a result of a (donor) agenda dominated by law enforcement concerns, partly because of lack of coordination and fragmented government ownership.

Dealing with all aspects of mixed migration is complex and relates to a host of interconnected factors: Changing root causes affect the nature and prognosis of mixed migration, the routes taken, the management of people present on foreign territory, and options for return. The RMGP TWB management needs to take into consideration and develop a response to the inter-connectedness of the agenda, the fragmentation

observed on the ground, lack of real government ownership, and seek to exploit the synergies across Danish migration programming. This will include synergies with the Regional Migration Governance Programme for Mediterranean and other relevant partners to the Danish MFA.

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

The *volatility* in migrant flows will require *flexibility and adaptability* for the stakeholders involved in the RMGP in terms of financial instruments and engagements. To track and document the migrant flows, adequate capacity to collect and analyse national and regional data is an important step forward, thus allowing for future proactive planning and resource allocation. The embassies in Türkiye and the WB may through their donor coordination meetings inform MIGSTAB and the programme regarding the needs for possible adjustments regarding the programme response.

The RMGP-TWB Steering Committee can play an important role in guiding this planning and resource allocation. It will be important to coordinate the response with the Danish MFA's humanitarian aid office (HUMCIV), ECHO, and international agencies such as UNHCR and IOM.

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

Box 2: Summary of relevant lessons learned from earlier migration programmes and the RMGP-TWB response

Topical area	Summarised recommendation by Review report	Scoping Mission response
Relevance and coherence	*Simplify* the portfolio by reducing diversity across any or all of the dimensions of project themes, locations and activity types.	The RMGP-TWB focuses on four outcome areas in the region, with an initial emphasis on Türkiye and the Western Balkans.
	Project design processes related to the flexible initiative funds for return and readmission should require concrete evidence of beneficiary government interest and appreciation of the proposed project. Ideally, generate this evidence through direct liaison by Danish officials with the partner government.	The RMGP-TWB will establish a technical MoU with Türkiye and, if relevant, with other governments in the WB, building on shared objectives between Denmark and partner governments.
	Consider the following guidelines to get the best cost-benefit balance from whole-of-thinking perspectives: a) Focus the whole-of-society on engaging with society, and b) Focus the whole-of-route on collaboration with non-EU countries.	Both perspectives are included in the programming

Project design and documentation	Continue efforts to strengthen closer alignment with MFA/Danida aid management guidelines in terms of project design, documentation, quality assurance and approval of grants.	AMG has guided the formulation of the engagements under the programme.
	Diversify partners.	RMGP-TWB portfolio will be expanded to include UNHCR, IOM, GIZ, PMM and DIHR into the portfolio.
Anti-Corruption and SEAH	Address the risk of cases of misconduct including corruption and SEAH in a more systematic manner.	Will guide programming of individual projects.
Value for Money	Place more attention on Value for Money at project and portfolio level, ensure that this is discussed with partners, and that Value for Money considerations are systematically included in project design and documentation.	Will guide programming of individual projects.
Organisation and management	Consider ways of clarifying and simplifying the management setup for projects that involve a collaboration between MFA and UIM to optimize the use of human resources and make project management workflows more explicit and effective	The RMGP-TWB management arrangements intend to do that.
Monitoring, Evaluation, Accountability and Learning (MEAL) and Risk Management	Develop a portfolio management framework for migration related engagements to ensure a coherent approach that will help: i) to meet strategic objectives by prioritising thematic and geographic intervention areas, selecting appropriate partners and support modalities; and ii) to provide strategic oversight considering systematic monitoring of performance, risk management and learning to make informed decisions about adjustments in implementation and new resource allocations	A joint strategic framework has been developed to ensure synergies and learning. Steering committees and steering groups at country level will also be established. The RMGP-TWB strengthens MEAL at three levels: 1) IP level, 2) MIGSTAB level, 3) and by establishing an external MEAL unit. MIGSTAB also ensures that the learning is monitored, anchored and owned at the MFA/UIM.
	Procedures for monitoring, evaluation, accountability and learning at project and at portfolio level should be formalised and systematised by specifying roles and responsibilities, available tools/ mechanisms, and documentation requirements	This will guide the set-up of the management arrangements and the programming of projects.

3.3.7 Alignment with cross-cutting priorities

The programme is aligned with Danish cross-cutting priorities, including the Human Rights Based Approach (HRBA), the Sustainable Development Goals principle "Leave No One Behind" (LNOB), gender and youth, climate change and environmental considerations.

Implementing partners will apply a **HRBA** and **GE,** and the programme will leverage the inclusion of DIHR into RMGP. For example, IOM applies a rights-based approach to programming, in accordance with the

United Nations Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Planning.

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

GE and gender sensitivity will be particularly relevant in relation to migrant smuggling and trafficking in human beings (in particular of women, girls and boys). The RMGP-TWB will ensure gender-sensitivity across the programme through operationalising this into the implementing partners' interventions. Ensuring synergies with the other Danish migration programmes and leveraging the inclusion of DIHR into the programme with its track record on gender monitoring in a human rights perspective will bring added value.

The programme can also be considered as a contribution to the forthcoming Danish National Action Plan on Women, Peace and Security (**WPS**), given the focus on ensuring a gender perspective is integrated across the programme, and in light of SGBV concerns. In practice, this will likely entail a particular focus on women, girls and boys, who are particularly exposed to gender specific vulnerabilities, exploitation of human rights, including human trafficking/smuggling. In this way, the programme will complement other protection-related aspects of the WPS NAP, not least given that the programme will likely be implemented in contexts arising out of conflict and fragility.

In both Türkiye and WB, key actions by DIHR will include providing training on both quantitative and qualitative human rights issues, gender data collection methodologies and offering technical support to enhance collection and analyses of disaggregated data , harmonisation, and overall quality. Additionally, DIHR will offer analysis and evidence-based research to integrate gender and HRBA in policy decisions, to prevent and address human rights violations of migrants, including the most vulnerable groups such as women, girls, boys, LGBTIQ+. During the pilot phase, DIHR will, in collaboration with the other implementing partners, also explore partnerships and collaboration with other state actors and non-state actors, such as research institutes and academia, if deemed possible and/or necessary.

As mentioned below, DIHR will facilitate the operationalisation and mainstreaming of HRBA/GE into the RGMP-TWB operations and activities. As reflected in the attached project document from DIHR and the other implementing partners, this will include systematic quarterly dialogue between DIHR and the implementing partners.

4. Programme Objective, Theory of Change and Key assumptions

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

Specifically, the development objective of the RMGP-TWB is that "*migration management is enhanced, safe, orderly and rights-based in Türkiye and the Western Balkans*".

4.1 Outcomes

Based on the context, it was noted that both Türkiye and the Western Balkans need to address challenges regarding migration management, the limited access to labour markets for refugees and migrants, migrant smuggling and trafficking in human beings, and voluntary return of refugees. In addition, it was noted that particularly in Türkiye, the government needs assistance on asylum systems and processing.

Therefore, the envisaged **outcomes** of the programme are proposed to be:

(i) Enhanced migration management, including strengthened integrated border management and, where possible, AVRR as well as documentation.

(ii) Enhanced asylum systems and processing.

(iii) Enhanced access to labour markets and local integration for refugees and migrants

(iv) Countering migrant smuggling and combatting trafficking in human beings

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

The **theory of change** seeks to contribute to these outcomes through various outputs, where migration management face challenges, and where the Ips, IOM, UNHCR, DIHR, GIZ and PMM, can bring added value, and contribute to achieving the objective of the engagement. The outcomes and supporting outputs (see annex 3) are also interlinked and have strong **cross cutting elements**. All interventions carried out by the selected IPs will have to align with HRBA and gender equality. DIHR will provide an operational help desk and ensure that HRBA, and protection of unaccompanied children and women's rights are integrated and operationalised into the capacity development, training curricula and across the support, to ensure migrant rights are promoted, respected and protected, and that migration management is safer and more orderly, informed by human rights principles. Such an approach is fundamental to prevent adverse human rights impact and to identify asylum seekers, refugees and migrants at-risk and/or with special needs. Additional topics to be addressed are:

Climate change is a significant driver of migration in the countries south and southeast of Türkiye and the Western Balkans. Where relevant, climate change should inform the programming. **Data collection, research and analysis** will cut across and help inform the intervention logic, and the activities under the outcomes and outputs. **Youth** considerations will be addressed across the outcomes and outputs where relevant and have a focus with regard to the livelihood support to host communities and migrants.

4.3 Pathways in the Theory of Change

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

Box 3: Theory of Change for the RMGP-TWB

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

The theory of change is founded upon a HRBA that combines **long-term consistent efforts** with **flexibility and swift-responsiveness** when needed, and works across and connects **multiple levels** (local, national, regional and international).

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

- TWB governments and other duty bearers in the countries in the region will support and include RMGP-TWB activities in their respective work plans. Although human rights are under significant pressure across the region there are several entry-points to further promote and protect international human rights vis-à-vis safer and more orderly migration management and in the field of countering smuggling and trafficking.
- The political, health and security situation in the region/countries will allow the MFA and IPs to operate normally and IPs are welcome and not marginalised in the country.
- Duty bearers, including governments, corporate businesses and communities, will provide space that, with time, allows migrants to stay in the country and contribute to the society accordance to their status.
- The necessary capacity will be available among duty bearers and partners to engage, formulate, implement and carry out follow-up on key activities supported by the RMGP-TWB.
- A comprehensive approach, which involves all relevant stakeholders and takes the whole migration process into account, contributes to safer journeys, integration of migrants in host countries, and enables their safe return and reintegration in their country of origin.
- Many countries of origin, transit and destination can further advance technical and operational capacity to adequately manage migration within their own borders. Capacity building and technical support for governmental structures and law enforcement agencies can help to achieve a more effective and orderly migration management in line with international standards. This includes an improved success-rate, preventing irregular migration, cross-border crimes, including smuggling and

trafficking in human beings, and at the same time a higher level of protection for asylum seekers and vulnerable migrants.

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

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

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

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

5. SUMMARY OF RESULTS FRAMEWORK

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

Box 4: Results framework for the RMGP-TWB 2025 - 2030

Programme		Regional Migration Governance Programme TWB 2025 – 2030
Development Objective		Migration management is enhanced, safe, orderly and rights-based in Türkiye and the Western Balkans
Impact Indicator		Number of countries with policies to facilitate orderly, safe, regular and responsible migration and mobility of people SDG Indicator 10.7.2 on Migration Policies | Population Division (TBC)
Baseline	2025	TBD	Türkiye and Western Balkans
Target	2029	TBD	Cumulative (including baseline) Türkiye and Western Balkans
Outcome 1		**Enhanced migration management, including strengthened integrated border management (IBM) and, where possible, Assisted Voluntary Return and Reintegration (AVRR) management as well as documentation.**
Outcome indicator		**Türkiye and Western Balkans** • # and % of government officials who report having confidence in applying their newly acquired migration governance skills (after training programmes) (IOM) (TBC) • # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in the field of migration management (DIHR) **Western Balkans:** • # of new or revised legal frameworks and/or rights-based policies to help align to EU acquis specifically for chapters 23 and 24

			Türkiye: • Document formulated and approved by PMM with strengthened procedures for safe and dignified return, readmission and reintegration (Not confirmed) (PMM) • # of safe and orderly migrant returns (AVRR) (not confirmed) (PMM) • # of migrants reached with information on their rights, including access to employment, through different methods of communication (internet, flyers, others) (not confirmed) (PMM)
Baseline	2025	TBC (6 countries)	**Western Balkans - IOM** Limited regional and national capacity to advance the revision of legal frameworks and/or rights-based policies in the area of migration management to help align to EU acquis, specifically for chapters 23 and 24 benchmarks. (IOM) (TBC)
		0	**Türkiye - IOM** Government officials trained with new migration governance skills
			Türkiye and Western Balkans - DIHR • Migration is often considered and managed through the angle of securitisation. • A large portion of international support is directed at capacity development of migration governance actors in the region, but the curricula and learning approaches are not sufficiently human rights and gender compliant. • Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories. • Institutional violence sometimes committed against migrants (DIHR)
		TBC TBC TBC	**Türkiye – PMM** • Official figures for migrant returns • Initial document formulated for how to enhance a safe and dignified return • # of citizens reached with information on rights, including access to employment, through different methods of communication (internet, flyers, others)
Target	2030	300 staff in 2027; further targets TBD	**Türkiye and Western Balkans – IOM** # of staff and enhanced capacity of the government officials receiving trainings from IOM and putting the learnings in practice, leads to strengthened institutional capacity for good migration and border governance in line with international standards,
		6	**Western Balkans - IOM** # of countries with increased capacity to advance the revision of legal frameworks and/or rights-based policies in the area of migration management to align to EU acquis, specifically for chapters 23 and 24 (TBD)
		TBD during inception TBC	**Türkiye and Western Balkans - DIHR** # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in the field of migration management (exact target to be established during inception phase) (DIHR).
		TBC TBC	**Türkiye - PMM** Updated document with procedures on how to ensure a safe and dignified return)

		# of safe and orderly migrant returns
		Increase (exact target to be defined) # of migrants reached with information on rights, including access to employment, through different methods of communication (internet, flyers, others)
		Information on how the information has supported migrants.
Outcome 2		**Enhanced asylum systems and processing.**
Outcome indicator		**Türkiye:** • Proportion of asylum-seekers registered on an individual basis in a fair, efficient manner in the provinces supported by UNHCR(UNHCR) • Proportion of survey respondents among asylum seekers who feel comfortable during the interviews with Protection Desks (UNHCR) • Proportion of survey respondents who feel comfortable communicating through an interpreter at Provincial Directorates of Migration Management (UNHCR). **Türkiye and Western Balkan** • # of steps taken by migration governance and other relevant actors to comply with human rights, WPS and gender equality standards in provision of support to livelihoods, access to labour markets and local integration of migrants. (DIHR)
Baseline	2025	85% **Türkiye - UNHCR:** 85% of the refugees and asylm-seekers are registered on an individual basis in a fair, efficient manner in the provinces suproted by UNHCR (UNHCR) 75% 75% of survey respondents who feel comfortable during the interviews with Protection Desks (UNHCR). 63% 63% of survey respondents among asylum seekers who feel comfortable communicating through an interpreter at Provincial Directorates of Migration Management (UNHCR). TBC **Western Balkans and Türkiye - DIHR** The Turkish refugee processing agency, the Presidency of Migration Management (PMM), is considered by independent observers to be quite effective; in fact, there is a lot of best practice on refugee processing coming out of Türkiye. Nevertheless, there are some challenges to be addressed. Asylum systems and processing in the Western Balkans countries are functional but there are challenges that need to be addressed (DIHR).
Target	2030	90% **Türkiye - UNHCR:**. Despite more demand, almost all refugees and asylm-seekers (90%) are registered on an individual basis in the provinces supported by UNHCR. TBC Increase in % of survey respondents who feel comfortable during the interviews with Protection Desks (UNHCR). TBC Increase in % of survey respondents among asylum seekers who feel comfortable communicating through an interpreter at Provincial Directorates of Migration Management (UNHCR). **Western Balkans and Türkiye - DIHR** TBC # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in asylum systems and processing (exact target to be established during inception phase).
Outcome 3		**Enhanced access to labour markets and local integration for refugees and migrants (in Türkiye the latter is referred to as "harmonisation")**

Outcome indicator		**Western Balkans and Türkiye – DIHR** # of steps taken by migration governance and other relevant actors to comply with human rights, WPS and gender equality standards in provision of support to livelihoods, access to labour markets and local integration of migrants (DIHR). **Western Balkans - IOM** • # of peer to peer interregional and intraregional initiatives/exchanges on advancing legislative frameworks and/or administrative procedures which enable the scaling of labour mobility programmes (IOM). **Türkiye – PMM (measured by UNHCR/IPSOS)** • % of population in selected provinces where PMM addresses spatial density who find that "most refugees coming to Türkiye will successfully integrate to their new society".
Baseline	2025	TBC	**Türkiye and Western Balkans – DIHR** - Some dialogue on how to promote integration of migrants into labour market among national and international stakeholders, including RMGP-TWB partners, but insufficient. - Business and human rights perspective is lacking when considering migrants' participation in the labour market and their enjoyment of rights at work and in their everyday lives. - Economic and social rights perspective exists but could be harnessed more effectively as a guiding framework for considering migrants' livelihoods and the harmonisation of migrants in society. Some qualitative data exists but it is insufficient (DIHR)
		TBC	**Western Balkans - IOM** In six of the Western Balkan countries, collaboration, governance and access to regular mobility pathways, in cooperation with partners in the region and in countries of origin, has been advanced through Government to Government intraregional and interregional initiatives and exchanges. These types of initiatives should be continued and strengthened in order to deliver the expected results.
		TBC / 22%	**Türkiye – PMM** Overall, in Türkiye, 22% in 2024 of population find that "most refugees coming to Türkiye will successfully integrate to their new society" (IPSOS/UNHCR). *(to be prepared for specific provinces to be selected by PMM).*
Target	2030		**Türkiye and Western Balkans – DIHR** # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in provision of support to livelihoods, access to labour markets and local integration of migrants.
		TBC	**Western Balkans - IOM** Existing collaboration, governance and access to regular mobility pathways, in cooperation with partners in the region and in countries of origin, are strengthened through new Government to Government intraregional and interregional initiatives and exchanges.
		TBC	**Türkiye – PMM** Icrease in % of population in selected provinces where PMM addresses spatial density who find that "most refugees coming to Türkiye will successfully integrate to their new society *(to be prepared for specific provinces to be selected by PMM).*
Outcome 4		**Countering migrant smuggling and combatting trafficking in human beings**

Outcome indicator		**Western Balkans – EU4FAST**
		Please note that EU4FAST is only programmed until 2027. However, it is likely that a follow-up programme will be formulated along the same limes. RMGP-TWB has set aside funding for continuation from 2028 to 2030.
		• # of additional migrant smuggling and Trafficking in Human Beings (THB) cases that have been accepted for trial (EU4FAST)
		• # of countries among the six Western Balkan countries that have been accepted as (co)-leaders of number of operational actions (OAs) in migrant smuggling, THB, trafficking of firearms (FIA), criminal finance money laundering and asset recovery (CFMLAR) and High-Risk Criminal Networks (HRCN) (EU4FAST)
		• # of countries presumed and identified THB victims (with a special focus on marginalised groups, including minors and members of the LGBTI community) that have been referred to facilities with available psycho-social support and legal advice services in the region (EU4FAST)
		• # among the six Western Balkan countries aligned with European Border Management Standards in the areas of border checks, surveillance, victim-centred and human rights-based approaches (EU4FAST)
		Türkiye – IOM
		% of increase in referrals by entities involved in National Referral Mechanism for protection and assistance
		Türkiye - PMM:
		# of actions taken by Turkish government to curb migrant smuggling and human trafficking, which has been based on analysis from PMM/National Coordination and Joint Risk Analysis Centre (preliminary/TBC).
		Türkiye and West Balkans (DIHR)
		# of steps taken by migration governance authorities and other actors, to comply with human rights, WPS and gender equality standards in countering migrant smuggling and trafficking.
Baseline	2024		**Western Balkans - EU4FAST:**
		9	Migrant and smuggling cases at a relatively low level
		429	An average of 429 presumed and identified THB throughout the WB6 per year between 2018 - 2022
		5	Five countries have accepted to be part of 10 operational actions related to THB, FIA, CFMLAR and HRCN.
		0	No countries in Western Balkans were aligned with European Border Management Standards in the areas of border checks, surveillance, victim-centred and human rights-based approaches
		56	**Türkiye – IOM**
			PMM received 37 individual referrals from Provincial Directorates for Migration Management (PDMMs) in 2023, and 56 in 2024. This represents 49 per cent increase in referrals over one year. In alignment with the NAP strategic activity 2.3 (Strengthening of National Referral Mechanisms against human trafficking), increase in referrals is needed through public institutions, civil society organisations, and other entities.
			Türkiye - PMM
		0	Turkish government has not yet carried out actions to curb migrant smuggling and human trafficking based on analysis from PMM/NACORAC with funds from the RMGP TWB.

		TBC		**Türkiye and West Balkans - DIHR** - Türkiye and all Western Balkan countries have ratified the Council of Europe framework convention on Action against Trafficking in Human Beings - In each country, institutional and operational frameworks to counter migrant smuggling and trafficking are well-established. - Insufficient / lacking focus by counter-smuggling and trafficking actors on integration of human rights, WPS and gender equality standards.
Target	2027*	+35%		**Western Balkans - EU4FAST** The number of migrant smuggling and THB cases have increased four times since 2023
		450		An average of 450 presumed and identified THB victims throughout the WB6 per year between 2023 and 2026
		6		All six Western Balkan countries participate in 15 actions against THB, FIA, CFMLAR and HRCN.
		4		Western Balkan countries are aligned with European Border Management Standards in the areas of border checks, surveillance, victim-centred and human rights-based approaches
	2030	50%		**Türkiye - IOM** At least 50% of increase in referrals (not less than 84 persons referred) for protection and assistance from entities other than PMMs and PDMMs.
		4 (TBC)		**Türkiye - PMM** Four actions taken by Turkish government to curb migrant smuggling and human trafficking which has been based on analysis from PMM/National Coordination and Joint Risk Analysis Centre (preliminary target)
		TBD		**Türkiye and Western Balkans - DIHR** Human trafficking is considered through a human rights-based, gender equality and WPS perspective by migration governance actors. # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in countering migrant smuggling and trafficking.

5.1. Implementing Partners contribution to the programme outcomes and intervention logic

IOM – Türkiye and Western Balkans

Under **outcome 1**, IOM will work in both Türkiye and the WB. In the **Western Balkans,** IOM will support the establishment of new and the strengthening of already existing legal frameworks and rights-based policies, as a direct contribution to the alignment of the EU acquis in the areas of integrated border management (IBM) and return. This support will be provided through bilateral, regional and multilateral dialogues, training and capacity development that contribute to cooperation with key countries of transit, origin and destination. Moreover, through data collection, analysis and sharing of information on migration movements and border management, IOM will support institutions so they can effectively use data for policy-making purposes. Finally, IOM will provide migrants with information on Assisted Voluntary Return and Reintegration.

Likewise, IOM in **Türkiye** will support PMM by means of capacity development training, so it can dispense resources for purposes of enhanced migration and border management, in line with international standards. In order to ensure a sustainable level of human resource capacity, PMM at central and PDMM at local levels, as well as decision-makers at relevant institutions, will be targeted.

Under **outcome 3**, IOM will work in the **Western Balkans** to expand regular mobility pathways that contribute to economic growth. IOM will support the establishment of frameworks that enable the scaling of labour mobility. This support will be provided through assessments and studies that inform the establishment of a pilot initiative, in cooperation with selected countries of origin, in specific sectors where there is demand or with specific partners, such as recruitment agencies.

Under **outcome 4**, IOM in **Türkiye** will ensure that victims of transnational crimes, trafficking and smuggling receive protection. IOM will enhance the capacities of staff working in specialized shelters for victims of trafficking. Cooperation will take place in the context of the National Referral Mechanism by working with public institutions and organisations whose mission is to combat human trafficking, in line with the forthcoming National Action Plan to Fight Trafficking in Human Beings.

UNHCR - Türkiye
UNHCR will focus exclusively on interventions under **outcome 2**, among them the improvement of access by asylum seekers to registration and protection in **Türkiye**. This will be done through technical and operational support to the PMM, which in turn must deliver fair and efficient asylum procedures, and immediate identification of and response to those with specific needs. Main interventions will promote that people seeking international protection are registered and documented through a good quality system that is efficient and timely.

To support the identification and referrals of persons with specific needs at the PDMMs, UNHCR will continue to provide Protection Desk interviewers and Protection Desk social workers to PDMMs in 55 provinces, and in particular to the Protection Desks in those provinces with the highest number of refugees and asylum-seekers. This support will not only help ensure an increased number of interviews but will also assist case management and follow-up with the relevant institutions. Social workers will provide guidance to Protection Desk interviewers in terms of performance, adaptability, communication, and work ethics. Furthermore, as part of its capacity development support, UNHCR will provide material assistance to PDMMs where needed, including but not limited to Information and Communication Technologies, material, fingerprint machines, software, licenses, and servers. Finally, UNHCR will continue to provide support through technical expertise for the PMM ICT and statistics departments by deploying skilled personnel. This support is fundamental to maintaining online services available to refugees and asylum-seekers. This is to be done through a new centralised appointment system launched in June 2024 and the development of a mobile application that will integrate all government services for foreigners in multiple languages.

GIZ in the Western Balkans
All interventions are carried out in support of **outcome 4** in the **Western Balkans**. There are four outputs that contribute to this outcome:

Output 1 aims at strengthening the capacity of Western Balkan law enforcement and judicial authorities to combat migrant smuggling, trafficking in human beings and related activities perpetrated by High-Risk Criminal Networks (HRCN). By improving capacities to undertake investigations, prosecutions and trials, as well as strengthening inter-services cooperation at the operational, tactical and strategic levels, the central building blocks for combatting migrant smuggling and trafficking in humans are being put in place.

Output 2 aims at increasing the capacities of Western Balkan law enforcement and judicial actors to cooperate with member states, as well as Justice and Home Affairs agencies and non-EU law enforcement and judicial actors in activities related to migrant smuggling, trafficking in human beings, trafficking of firearms (FIA), criminal finance money laundering and asset recovery (CFMLAR) and HRCN. This is to be done through active participation in the European Multidisciplinary Platform Against Criminal Threats (EMPACT).

Output 3 aims at building and expanding capacity at local, national and regional levels in order to create conditions for improved identification, protection, assistance and support for (potential) victims of trafficking in human beings. By strengthening the capacities of relevant state authorities (e.g., border protection agents, etc.) and non-governmental organisations (NGO), as well as establishing structures and mechanisms for the mobile identification of victims of trafficking in human beings, vulnerable groups can be addressed in a more targeted manner, particularly in border area. Strengthening the capacity of relevant actors to implement the National Referral Mechanisms will improve the flow of information and lead to more efficient individual case management of victims of trafficking, better assistance and more effective prosecution of criminals of trafficking. Access to proper legal counselling is key to protect the legal rights of victims and to facilitate their participation in prosecution processes and trials.

Output 4 aims at strengthening border management so that it can more efficiently combat transnational organised crime groups engaging in migrant smuggling and trafficking inhuman beings. If border checks, surveillance and the investigative capacities of border authorities are improved, the criminals involved and the networks engaged in migrant smuggling and trafficking in human beings can be detected, identified, intercepted and apprehended.

PMM Türkiye
Türkiye and Denmark share a joint strategic objective in addressing and preventing irregular migration in a safe, orderly and rights-based manner.

From October 2024 till January 2025, the Presidency of Migration Management (PMM) and the Danish Ministry of Foreign Affairs (MFA) discussed and agreed on embarking upon a closer, more strategic cooperation on migration management. The countries already have a good cooperation under projects and interventions. A joint document is being prepared that outlines initiatives under cooperation between Denmark and PMM, as part of the RMGP-TWB.

The (tentative) project objective is to *"increase the capacity of the PMM in Türkiye to implement its strategic plan, including migration management, in a safe, orderly and rights-based manner."* The support is organised under two of the four overall RMGP outcomes. Under **outcome 1**, the project will contribute in: (i) Capacity Development of the Directorate General of Border Management (DGBM); and (ii) Support for the Implementation of the Nationally Supported Voluntary Return and Reintegration (UDGGD) Program in Türkiye Project – N-AVRR – New Phase. There may also be a possibility of twinning collaboration or

services under UIM and PMM with regard to capacity development on AVVR as well as regarding spatial density issues. It may also be considered to support Syrians who want to return to their country in their reintegration if the return is voluntary, when this will be possible.

Under **outcome 3**, Denmark will assist PMM in support to local integration/"harmonisation". The interventions will promote social cohesion and combating spatial density. Preventing the spatial concentration of migrants is essential for facilitating social cohesion. In this direction, it is aimed to facilitate the integration process of foreigners by reducing the concentration in certain districts and neighbourhoods in the provinces and by supporting interprovincial transfer and relocation. This may likely also promote migrants' access to labour market. Denmark will likewise support PMM regarding information to Turkish Citizens and Foreigners about Migration Policies and Practices. The support will be closely coordinated with other donors (e.g., EU) and with other partner contributions (IOM, DIHR).

DIHR – Western Balkans and Türkiye
DIHR will work **in both Türkiye and the WB** and under **all four outcomes**. The purpose of DIHR's support to the Migration Rights TWB is crosscutting by integrating a HRBA, WPS and GE approach across the entire programme, and thus, stimulating a dialogue on and strengthening human rights and gender knowledge and learning, including economic and social rights of migrants (e.g., by sharing examples of best practices regarding migrants' access to labour market). While the other RMGP-TWB partners have human rights policies in place, the actual implementation, coordination and operationalisation of Human Rights, HRBA, WPS and GE is often challenging in migration management. DIHR aims to use its long-term expertise in working with state actors to strengthen the National Human Rights System. To be able to do so, collaboration and trust building between all the RMGP-TWB partners is key, including a learning hub and safe space where RMGP-TWB partners can discuss and share experiences. The knowledge hub and support desk will be established to foster dialogue, learning, collaboration and build confidence between all RMGP-TWB partners, both under MediRights and Migration Rights TWB. DIHR will liaise with Danish Embassies in the region as needed.

The project also aims to establish synergies with the "CAPACITY" programme implemented by ICMPD and IOM to share experiences on integration of a human rights-based approach in migration management in countries of origin, and with partners implementing the "Whole-of-Route" programme, in particular in relation to collection of disaggregated qualitative and quantitative human rights and gender related data, including data on WPS and SGBV. Such data is critical in strengthening the role of duty bearers in responding to human rights violations of migrants. DIHR will also seek complementarity and synergies with other international actors, including NGOs, academia and research institutes present in Türkiye and the Western Balkans who have mandates for human rights data collection and management.

6. Inputs/budget

The below budget in tables 6.1 and 6.2 summarises the full RMGP-TWB programme period 2025 – 2030, and is presented on country/region-, partner-, and outcome-level.
The budget is funded by ODA. All implementing partners have confirmed to MFA in writing that they have information of the OECD-DAC criteria for eligible ODA spending and that their planned expenditure will adhere to these criteria. This confirmation by the implementing partners is or will be incorporated into the project documents by each partner prior to signing the agreement with each partner.

Table 6.1 Programme on outcomes and country/region

RMGP-TWB 2025 - 2030 - Budget on outcomes and country/ region							
Budget in DKK (million)	Total	2025	2026	2027	2028	2029	2030
(including strengthened border management, AVR/ R, documentation etc.)							
Türkiye	46,9	5,0	11,7	11,1	8,7	7,0	3,4
Western Balkans	15,4	1,5	6,4	5,1	0,9	0,9	0,6
Total Outcome 1	62,3	6,5	18,1	16,2	9,6	7,9	4,0
Outcome 2: Enhanced asylum systems and processing (including documentation, registration, reception etc.)							
Türkiye	52,6	5,3	10,5	10,5	10,5	10,5	5,3
Western Balkans	2,1	0,2	0,4	0,4	0,4	0,4	0,3
Total Outcome 2	54,7	5,5	10,9	10,9	10,9	10,9	5,6
Outcome 3: Access to labour market and local integration							
Türkiye	26,0	2,2	5,4	5,4	5,4	5,4	2,2
Western Balkans	11,7	1,1	5,6	4,2	0,3	0,3	0,2
Total Outcome 3	37,7	3,3	11,0	9,6	5,7	5,7	2,4
trafficking							
Türkiye	10,7	1,0	3,5	3,2	1,9	1,0	0,1
Western Balkans	71,6	10,9	21,7	9,2	10,3	10,3	9,2
Total Outcome 4	82,3	11,9	25,2	12,4	12,2	11,3	9,3
Adaptive reserve	48,5	0,0	10,0	15,0	15,0	8,5	0,0
MEAL unit	2,5	0,3	0,5	0,5	0,5	0,5	0,3
Learning, TA, Research, Public Information and outreach	3,5	0,0	1,0	1,0	1,0	0,5	0,0
Inception and Mid-term review	1,5	0,0	0,5	0,5	0,5	0,0	0,0
Advisors	7,0	0,0	2,0	2,0	2,0	1,0	0,0
Total RMGP-TWB	300,0	27,5	79,2	68,1	57,4	46,3	21,6

The budget has been prepared based on output and outcome-based budgets from the IPs. Reallocation of budgets between budget lines must be approved by MIGSTAB/MFA. To strengthen *Value for Money* all partners have been instructed to allocate a maximum of 7 % of their total budget on overhead expenditure and up to 5 % of their total budget on Monitoring, Evaluation, Accountability and Learning (MEAL) activities.

Table 6.2 Allocations on implementing partners and outcomes

RMGP-TWB 2025 - 2030 - Budget on partners and outcomes							
Budget in DKK (million)	Total	2025	2026	2027	2028	2029	2030
IOM total	47,0	4,4	19,9	16,3	4,5	1,9	0,0
Outcome 1	27,6	2,6	11,4	9,5	2,9	1,2	0,0
Outcome 3	10,1	0,9	5,3	3,9	0,0	0,0	0,0
Outcome 4	9,3	0,9	3,2	2,9	1,6	0,7	0,0
PMM	50,0	5,0	10,0	10,0	10,0	10,0	5,0
Outcome 1	26,0	3,0	5,0	5,0	5,0	5,0	3,0
Outcome 3	24,0	2,0	5,0	5,0	5,0	5,0	2,0
GIZ	70,0	10,7	21,4	8,9	10,0	10,0	9,0
Outcome 4	70,0	10,7	21,4	8,9	10,0	10,0	9,0
UNHCR	50,0	5,0	10,0	10,0	10,0	10,0	5,0
Outcome 2	50,0	5,0	10,0	10,0	10,0	10,0	5,0
DIHR	20,0	2,1	3,9	3,9	3,9	3,9	2,3
Outcome 1	8,7	0,9	1,7	1,7	1,7	1,7	1,0
Outcome 2	4,7	0,5	0,9	0,9	0,9	0,9	0,6
Outcome 3	3,6	0,4	0,7	0,7	0,7	0,7	0,4
Outcome 4	3,0	0,3	0,6	0,6	0,6	0,6	0,3
Adaptive Reserve	48,5	0,0	10,0	15,0	15,0	8,5	0,0
Meal Consultant	2,5	0,3	0,5	0,5	0,5	0,5	0,3
Learning, TA, Research, Public Information and outreach	3,5	0,0	1,0	1,0	1,0	0,5	0,0
Inception and Mid-term review	1,5	0,0	0,5	0,5	0,5	0,0	0,0
Advisors	7,0	0,0	2,0	2,0	2,0	1,0	0,0
Total RMGP-TWB	300,0	27,5	79,2	68,1	57,4	46,3	21,6

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

The Danish grant must be spent solely on activities leading to the expected outputs and outcomes as agreed between the parties. The IPs are responsible for ensuring that the funds are spent in compliance with the agreement and with due consideration given to economy, efficiency, and effectiveness in achieving the intended results. The programme will set aside an adaptive reserve of DKK 50.5 million over the five-year programme period. This is to enable financing of other activities in line with programme needs that may fall within the thematic framework covered by the programme activities involving the Ips, or may involve initiating activities in new countries and engaging new IPs.

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

7. Institutional and Management arrangements

7.1 RMGP-TWB Steering Committee and MIGSTAB Secretariat
MIGSTAB in the Danish MFA will be the administrative anchor for the programme and is responsible for the strategic oversight, daily operation and management of the RMGP-TWB. MIGSTAB will as such provide secretarial support to the inter-ministerial Migration Programme Steering Committee and to the RMGP-TWB steering committee, which will include representatives from relevant departments of the MFA and UIM, along with the programme's implementing partners. This will be complemented by a country-level steering group in Türkiye in collaboration with the EU-delegation, implementing partners and PMM, to be formed during the inception period and based on a *government-to-government* partnership through the EU Delegation. For the WB engagements the EU4FAST governing structures will be utilised, i.e., Denmark will participate in the Steering Committee already established by the EU4FAST programme.

The RMGP-TWB Steering Committee will oversee strategic planning, allocation and reallocation of budgets, including the adaptive reserve, within the RMGP-TWB on regions, countries and outcomes, progress, monitoring and learning, risk management as well as follow-up activities. The Steering Committee will recommend inclusion of new IPs into RMGP-TWB, as well as approval of annual work plans and funds disbursements to IPs. The Steering Committee will meet bi-annually and coordinate with the other Committees overseeing all Danish migration related interventions[18].

Relevant staff within MIGSTAB – the Migration Team that is embedded within the cross-ministerial Migration Task Force (MTF) – will constitute the **MIGSTAB portfolio management unit** with the responsibility to ensure and enhance coordination across all relevant migration programmes and activities. This unit will also be responsible for ensuring coordination with other donors to seek complementarities and avoid overlap, and work in collaboration with the external MEAL unit (where a tender is already under preparation following the approval of the first three migration programmes). MIGSTAB will, during the inception period, prepare an operation manual for the overall migration portfolio to strengthen and detail responsibilities and procedures regarding the management of the migration portfolio. The operations

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

manual will detail responsibilities and tasks for the team leaders, the CFO, the development specialist and other staff involved in the portfolio management regarding. For example, general case management of the migration portfolio, the collaboration with the external MEAL unit and coining out procedures for allocation of the adaptive reserve (MIGSTAB will in the course of Q2/2025 prepare management arrangements and draft guidelines for application of the adaptive reserve).

The MIGSTAB portfolio management unit will manage the external MEAL consultant and other consultancy services necessary to support the RMGP-TWB. The Secretariat will coordinate activities with relevant remote resources from RDEs and in-country advisors funded by the RMGP-TWB or other relevant Danish-supported programmes and funds, including relevant foreign attaches in the migration area. The Secretariat will provide support to strategic planning, MEAL, adherence to the ODA requirements if new countries and partners are selected in relation to use of the adaptive reserve, operational management, and secretarial support to the RMGP-TWB Steering Committee. The Secretariat will be responsible for consolidating all reporting from IPs to monitor progress against both the overall consolidated RMGP-TWB results framework and the results framework at country level, and overseeing adherence to MFA Aid Management Guidelines (AMG)[19]. The Secretariate will also oversee communication of results (see ToR in annexes).

The programme will undertake annual learning events[20] to draw out emerging outcomes and lessons learned. This will focus on both the programme's contributions to ensuring a fairer and more humane asylum system based on Government-to-Government dialogue, while also reflecting on the "ways of working" and programme modalities. Particular focus will be given to drawing out and documenting emerging impacts and outcomes throughout the programme period, including through undertaking outcome harvesting in collaboration with MEAL capacities vested in implementing partners. Learning events may be expanded over time to include counterparts from the EU and other EU member states who have a particular focus on migration programming. This provides the programme with an opportunity to showcase lessons learned and good practices, and in this way further position Denmark as a key actor in shaping the EU's approach to addressing irregular migration through development programming.

The establishment of the management structure of the RMGP-TWB is initiated in parallel with the preparation, appraisal, and approval of the RMGP-TWB (*pre-inception*). A 6-months *inception phase* will be used to formalise agreements with partner countries and IPs, to assessing and improving the ToC and Results Framework, and mobilization of programme advisor(s). These activities will be captured in an *inception review* in the second quarter of 2025.

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

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[19] https://amg.um.dk/bilateral-cooperation/guidelines-for-programmes-projects-country-strategic-frameworks-and-hard-earmarked-multilat-support
[20] ToR for learning events will be established during the Programme's inception phase.

7.2 Management calendar

The following reporting schedule for each IP covers the programme grant period and one extra reporting year. The RMGP-TWB Steering Committee will convene for the first time in August 2025 and approve initial disbursements to IPs.

Box 5: Reporting schedule for implementing partners

15 August 2025 (During grant period)	• Disbursement request covering August-December including work plan and budget
30 March, annually (Except year 1)	• Narrative results reporting focusing on project results during previous year and changes to work plan (adaptive learning approach) • Reporting on results framework (results indicators) • Updated project budget including reallocations of any funds transferred from previous year
30 March, annually (Except year 1)	• Project financial reporting including audited financial statement of accounts for previous year, performance and compliance audit and management letter. • Stand-alone statement or as appendix to organisation audit • Disbursement request covering remaining calendar year.
15 September, annually (During grant period)	• Budget monitoring report covering progress until 30 June of existing year.
15 September, annually (During grant period)	• Updated work plan, strategies for next year. • Updated budget for the grant period. • Financial reporting for organisation, including audited financial statement of accounts and management letter. • Status and follow up on recommendations from last review, financial monitoring visits, and latest annual consultation meeting
August 2030	• Draft final report (draft completion report)
September 2030	• Final completion report on the results of the engagement and final status of the indicators listed in the results framework and lessons learned.

8. Financial Management, planning and reporting

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

Detailed arrangements pertaining to IPs are outlined in the project documents and will also be specified in grant agreements for the organisations. The guidelines encompass disbursements, partner procedures related to financial management, procurement processes, work planning, narrative progress reports, financial

reports, accounting standards, and auditing practices (also see previous section on management arrangements and reporting schedule). Denmark maintains a zero-tolerance policy towards corruption.

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

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

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

9. Risk Management

Overall, the RMGP-TWB will be implemented in an environment where developments in the national, regional and international contexts significantly influence political stability and the priorities and agendas in the region. Main risks include donor-overcrowding and lack of sufficient donor coordination, especially in the WB. Observance of human rights in the administration of regular and irregular migration continues to be a concern with special emphasis on migrant smuggling and trafficking in human beings. Consequently, IPs must demonstrate the capability to undertake on-going risk management and to update the risk management framework as necessary, adapting to the evolving context. Of particular priority is the maintenance of safe-guards and measures to manage fiduciary risk and the risk of corruption.

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

The risk management framework has been prepared in consultation with key stakeholders, including MFA, IP's and key experts. Key **contextual risks** include shifts in the political and social environmental conditions in the region, which can affect and shape both the flow and the conditions of irregular migrants across migration routes and undermine the RMGP-TWB's ability to collaborate with governments in the region. Human rights continue to be under pressure and this underlines the need for a HRBA across migration administration, not least in border management and in relation to law enforcement, to counter migrant smuggling and trafficking in human beings. To mitigate the reputational risks for Denmark, it will be key to ensure a strong HRBA/GE lens across the programme.

Some **programmatic risks** include the risk that the adaptive and evidence-based programming approach cannot produce sustainable and longer-term outcomes. Donor overcrowding in certain areas remain a concern, e.g., within border management, which already receives significant EU funding and from other EU MS. These risks will be mitigated through enhancing MEAL at three levels (Implementing Partners, MIGSTAB and external MEAL service provider), and ensuring learning is anchored within MIGSTAB.

There are also several **institutional risks**, including in relation to organisational capacity of some IPs regarding longer term planning and MEAL and the ability to adequately engage with host governments and government institutions.

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

10.   Closure

At the end of the programme, IOM, UNHCR, GIZ, PMM and DIHR must submit final audited narrative and financial reports to MFA. Any additional IPs engaged during implementation of the RMGP-TWB must also prepare final narrative and financial reports, including partners in the EU systems, as per the planned delegated arrangements.

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

11.   Short summary of projects

Further details on implementing partners are provided in the project documents (Annexed to the programme document).

Annexes:

Annex 1: Context Analysis

Denmark's strategy on migration

The RMGP-TWB is first and foremost highly relevant vis-à-vis overall global and regional development and migration challenges. It is also fully justified and anchored in Denmark's Strategy for Development Cooperation *"The World We Share"* and which, inter alia, sets out the strategic visions and needs regarding the challenge of forced displacement and irregular migration, often towards the EU. The Danish migration priorities are further developed in the Danida *How to Note* on migration and a fair and humane asylum system *"Udmøntningsnote – Migration og retfærdigt og humant asylsystem (ROHA)"* which sets out three tracks to guide Danish interventions in irregular migration;[21] i) prevention of irregular migration through promotion of legal pathways, ii) strengthening of asylum management and processing, and iii) strengthening of return. The How to Note underpins the Danish ambition to apply a Human Rights Based Approach (HRBA) addressing the challenges in a safe and orderly manner, empowering rights holders to claim their rights and emphasises accountability of duty bearers' ensuring their rights. The New Danish Plan for Africa adopted in 2024 is expected to further strengthen the focus on management of irregular migration.[22]

Regional overview

IOM estimates the number of international migrants globally at 281 million and they represent around 3.6 per cent of the world's population and are estimated to generate 9.4% of global GDP.[23] Internal displacements reached a record level at the end of 2022, with 71.1 million internally displaced persons (IDPs) around the globe. This is the highest number ever recorded – and this trend is anticipated to continue in the future.[24]

The flow through the region is sensitive to the nationality of the migrants and the smugglers changing modus operandi, their existing networks, and their financial resources. In 2023 and 2024 stricter border controls, visa restrictions, and changing geopolitical pressures led to a decrease of nationalities flow through the region.

Democratic principles, rule of law and human rights are under significant pressure in TWB also impacting various categories of migrants' rights, detention, and gender based violence etc. In general, there is a significant need to enhance *safe and orderly migration* through general awareness raising, legislative and policy work and by operationalizing HRBA and gender across the MFA migration programming in accordance with the AMG and Danish human rights and gender priorities. Working on human rights requires a solid understanding of the political, social, economic, and cultural dynamics within the countries.

Challenges of managing migration flows combined with shifting public opinion on migration in the region (and elsewhere) contribute to governments in the region increasingly question how much and how they can

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

[22] https://um.dk/en/-/media/websites/umen/foreign-policy/africas-century/af-strategi_2024_ver-uk_sider.ashx

[23] IOM Global Appeal 2024

[24] IDMC 2024

handle migrant flows. As an example, Türkiye is pushing for legal pathways, including circular migration,[25] to Europe for its own citizens, while aiming at returning the Syrians in Türkiye to Syria and then still needing migrants to fill labour market gaps.

Mixed migration flows have a significant impact on public administration and key institutions involved in migration management. TWB governments are in need of enhancing their asylum reception, integrated border management and migration management systems in an effective and safe manner that considers migrants' and refugees' vulnerabilities and human rights. WB EU accession states benefit from comprehensive EU financial support, while Türkiye has established competent migration authorities that may benefit from further support complementing existing and on-going EU support.

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

Irregular migration through Turkey and the Western Balkans towards the EU is a complex issue with a variety of contributing factors. These include:

- Conflict and instability: Ongoing conflicts and instability in countries of origin, such as Syria and Afghanistan, drive people to seek safety and security in Europe.
- Economic hardship: Poverty and lack of economic opportunity in countries of origin lead people to seek better lives elsewhere.
- EU's attractiveness: The EU's relative wealth and stability make it an attractive destination for migrants.
- Smuggling networks: Sophisticated smuggling networks facilitate irregular migration, often at great risk to the migrants themselves.

The flow of irregular migrants, including refugees, increased on all migration sea routes towards Europe during 2023 (Western African 161%, Western Mediterranean 12%, Eastern Mediterranean 55%). Equally, there was an upsurge in arrivals of mixed migration movements to Europe through Türkiye or Central/Western Balkan up to 2023. The total detections on the Western Balkan Route shows measurable fluctuations from year to year: 61 735 (2021) 144 197 (2022) 99 068 (2023).

The Western Balkan route reported a decrease of around 31% to 99 000 detections. Some of the migratory pressure from the Serbian borders shifted to the EU's borders with Bosnia and Herzegovina, which saw a roughly 80% increase in illegal border-crossings in the first eleven months of 2023 compared with the same period of 2022. The reported migrants were mostly Syrians, Turks, and Afghans. Noteworthy, considerable decreases were reported for nationalities which had their visa-free status rescinded in one or several countries of the region, foremost among them Serbia. The most pronounced drops were observed for Tunisians, Indians, and Pakistanis. By contrast, in 2023, nationals of Türkiye, who continue to enjoy visa-free travel in the region, were reported in numbers similar to 2022.[26]

FRONTEX has released new preliminary data showing a significant decrease in irregular border crossings into the EU in 2024, with a 38% drop compared to the previous year. This brings the total number of detections to just over 239,000, the lowest level since 2021, when migration was still affected by the COVID-

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

[26] FRONTEX Annual Brief 2023. FRONTEX data as of 5 January 2024

19 pandemic. According to FRONTEX, the decrease in irregular border crossings is largely attributed to intensified EU and partner cooperation against smuggling networks, which has led to a significant reduction in crossings at Europe's external borders.

While some routes saw a sharp decline in crossings, others experienced an increase. With regard to the Western Balkan route: A sharp 78% fall followed strong efforts by regional authorities to stem irregular migration. Smuggling networks adapt to new circumstances, and migration patterns can shift quickly. Authorities reported increasing violence by smugglers along the Western Balkan route.[27]

EU accession process

Any European country can join the EU if it fulfills the membership criteria, also known as the *Copenhagen criteria*.[28] These include:

- Stable institutions that can guarantee democracy, the rule of law, human rights and the protection of minorities.
- A functioning market economy and the ability to cope with the competitive pressure of the EU market.
- The ability to take on the obligations of EU membership, including the capacity to implement all EU law and adhere to the aims of the Union.

When it comes to fundamental rights, rule of law and justice and home affairs, incl. asylum and migration matters, the candidate countries will need to harmonise its policies and legislation in accordance with the *EU acquis chapter 23 and 24*.

The *Western Balkans* follow a unique enlargement process called the *stabilisation and association process* (SAP). The WB countries involved in this process are Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia, and Serbia (WB 6). The goal of the SAP is to stabilise these partners politically and economically so that they will eventually be ready to join the EU. The EU plans to achieve this by

- Providing financial assistance
- Allowing easy access to EU markets
- Promoting cooperation between countries in the region.

Türkiye is a candidate country and a key partner for the European Union. Nonetheless, accession negotiations with the country remain to some degree at a standstill since 2018, in line with the decision of the European Council. Serious concerns remain in the areas of fundamental rights and rule of law, including the independence of the judiciary. Dialogue on rule of law and fundamental rights remains an integral part of the EU-Türkiye relationship. Following the April 2024 strategic guidance of the European Council, relations with Türkiye were marked by a gradual re-engagement, and concrete steps were taken towards constructive exchanges on issues of joint interest.[29]

Other stakeholders, drivers and a need for a holistic approach

There are various root causes of migration understood broadly (irregular, regular migration, asylum, family reasons, study reasons, reasons of employment, perceptions of a better life elsewhere, human trafficking etc.). Amongst the most important are loss of livelihood and opportunities due to conflict, repression,

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[27] https://home-affairs.ec.europa.eu/news/eu-sees-38-drop-irregular-border-crossings-2024-2025-01-24_en

[28] https://eur-lex.europa.eu/EN/legal-content/glossary/accession-criteria-copenhagen-criteria.html

[29] The above stock-taking on enlargement is based on https://neighbourhood-enlargement.ec.europa.eu/news/commission-adopts-2024-enlargement-package-2024-10-30_en

pervasive human rights violations, climate change, poverty and dysfunctional governance creating a considerable push factor towards the EU. As per the How-to-Note, the root causes of irregular migration are integrated into broader engagements of Danish development cooperation.

Spoilers may promote deliberate polices aiming at creating and amplifying this *push factor*, including the Russian invasion of Ukraine, Russian hybrid interventions in the Balkans, risks of further destabilisation in Syria after the fall of the Assad regime, wider ramifications throughout the Middle East given the volatile situation in Lebanon and Syria. The risks of Iranian government-sponsored migration pressure on the border with Türkiye (including many Afghan migrants and asylum seekers presently in Iran), complex loyalties and geopolitical manoeuvring of local governments, chronic tensions between ethnic and religious groups, etc., criminal networks focusing on human trafficking and drugs are other pertinent risks that may impact irregular migration and displacement into TWB.

With a changing world order, the BRICS partnership,[30] the Gulf states, Saudi Arabia and major actors such as China and Russia are exploring collaboration and partnerships with countries in the region, which is why a close partnership with a strategic country such as Türkiye, is of key importance for the EU and Denmark not only in relation to migration, but also in relation to security, democratic governance, trade, security, green growth and development partnerships. It seems clear from the field mission that there is a genuine appetite to partner with a perceived neutral country such as Denmark in various areas including migration management.

The RMGP-TWB may not have a significant effect on the overall spoilers, yet it is important to support and complement EU policies and interventions and enhance the dialogue and open doors to a closer partnership at various levels with TWB governments, not least if a multi-donor modality is established that may attract like-minded donors and amplify efforts and impact. As expressed by the stakeholders, TWB are increasingly affected by the destabilizing effect of the push factors and national brain drain of skilled nationals leaving for a perceived better future in the EU (and often providing for increasing and politically important remittances).

If the approach does not take into consideration the governments' wishes and priorities, there is a risk that these countries will resort to use the migration challenge as a lever for exerting political and economic pressure on the EU and the MS. The RMGP-TWB can be seen as *mitigation measure* in this respect.

Inter-governmental institutions have played and will continue to play a significant role in dealing with migratory and refugee flows in TWB. The main actors are IOM and UNHCR, who have taken on significant roles in TWB. However, UNHCR has played a less significant protection role than otherwise would have been expected due to different government policies.

In Türkiye, PMM has taken on the responsibility of managing migratory flows and has played a key role in providing *temporary protection* to close to 4 million Syrian protracted refugees. In Serbia and BiH, national statistics on refugees and asylum seekers are highly unreliable and seems significantly undercounted when measured against figures from neighbouring EU MS. This may also be the case for Türkiye. With regard to Serbia and BiH, there seems to be a significant problem with low pay and corruption in border control forces thus providing opportunities for criminal networks of traffickers. GIZ plays a crucial role in supporting national migration-related institutions in WB6 as part of the EU financed accession process.

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[30] https://brics2023.gov.za/evolution-of-brics/. Türkiye may become a member of BRICS.

Like in many EU MS, the migration destination, transit, and departure countries in TWB are faced with sensitive political choices, in a resource constrained framework, weighing the internal domestic interests in maintaining social cohesion, livelihood and prevent tensions and xenophobia towards migrant communities while managing significant migratory flows. In WB the national legislative frameworks for dealing with migration flows are being reformed as part of the EU accession process but may lack political will and resources to fully and effectively deal with regular and irregular migration and manifestly unfounded asylum claims. Some of the governments may for political reasons feel reluctant to formalize immigration matters and officially acknowledge the presence of different categories of migrants on the territory, including issuance of IDs, residence permits, work permits, access to public services etc. As part of the EU accession process WB governments acknowledge their international obligations and have provided a degree of *de facto* protection and access to services for various categories of irregular migrants.

Access to labour markets for refugees and migrants focusing on legislation and policies and addressing adverse human rights impact for refugees and migrants at risks of exploitation is relevant to support in both Türkiye and WB. This is part of a holistic approach to addressing irregular migration and enhancing local integration prospects.

The new developments in Syria after the overthrow of the Assad regime may provide both new challenges but also opportunities including on AVR/R that will have to be taken into consideration when planning and implementing RMGP-T(WB).

Both INGOs and, in the case of Türkiye, CSOs, such as ASAM and the Turkish Red Crescent and other specialized NGOs, have already played and will also in the future play an important supporting role. The INGOs and CSOs may be supported through the *Whole of Route Programme*. As part of the accession process, EU institutions, such as the EU Asylum Agency (EUAA) and FRONTEX, already play a role in WB.

DIHR has been identified to play a role in relation to the significant need to ensure rights-based migration management across governments and operationalize HRBA and Gender in operations and across the IPs' interventions. DIHR's long-term dialogue with its sister organisations (National Human Rights Institutes (NHRIs)), twinning and support to relevant state institutions and law enforcement seems to be an effective way of developing institutions and building trust. It may also play a key role in providing in systemic advice on migrants' rights, Economic, and Social Rights for migrants and with regard to Business and Human Rights.

Enhanced collaboration with the EU Commission and EU Member States
Due to the on-going accession process for several countries in the WB, the EU is by far the largest donor and external political actor in the field of migration management, protection, and asylum related issues in WB and in Türkiye too. *DG ECHO* plays a role in mitigating short-term humanitarian crises giving rise to population flows towards the EU, but DG ECHO is scaling down its presence in Türkiye, which may have an adverse impact on the social protection and livelihood of the protracted Syrian refugee caseload. The Directorate-General for Enlargement and the Eastern Neighbourhood (*DG ENEST*) is the main funder of external cooperation on migration and asylum systems,[31] while *DG HOME*, with is agencies *FRONTEX* and *EUAA*, has the lead on common EU border control and asylum measures and procedures.[32] DG Home's focus is on EU27 and its budget for its external dimension relatively minor.

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[31] https://commission.europa.eu/about/departments-and-executive-agencies/enlargement-and-eastern-neighbourhood_en
[32] The Danish reservation to the Maastricht Treaty with regard to Justice and Home Affairs applies, https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:41992X1231 (Edinburgh Agreement), see also

While border control and (granting of) asylum are still primarily under the control of MS, there is growing political will to coordinate through and align with EU Commission measures. FRONTEX is assisting Albania, Serbia and BiH as part of the accession process.

In 2024 the new *EU Migration and Asylum Pact* was adopted. The Pact is a major reform and consolidation of common EU agreements and rules, including rules on asylum procedures, return, reception conditions and resettlement.[33] The Pact will likely have a major impact on the TWB. A part of the Pact is the embedding of migration management in *international partnerships* by, inter alia,

- Preventing irregular departures: Capacity development of authorities in priority partner countries, including through reinforced cooperation with FRONTEX and EUAA on introduction of border screening procedures also covering asylum determination and return management.
- Fighting migrant smuggling: Dedicated and tailor-made Anti-Smuggling Operational Partnerships with partner countries and UN agencies, tackling smuggling in key locations.
- Cooperation on readmission: The development of legal migration goes hand in hand with strengthened cooperation on return and readmission.
- Promoting legal pathways: An EU Talent Pool establishes the first EU-wide platform to facilitate international recruitment, while Talent Partnerships allow non-EU citizens to work, study, and train in the EU.[34]

Within the EU Commission, coordination between DG ENEST and DG Home is of crucial importance. DG ENEST assists those countries with a perspective to join the EU in meeting the criteria defined by the Treaty of European Union and the European Council. DG ENEST closely monitors the progress of enlargement countries towards the EU and supports accession negotiations as required by the Council. The DG manages the bilateral relations of the Union with candidate and potential candidate countries on their path to the EU, frontloading reforms on rule of law, economic governance and public administration reform. Concerning the WB, the DG develops and implements the stabilisation and association policy of the European Union as defined by the European Council. DG ENEST manages the bulk of the Union's financial and technical assistance to the neighbourhood and enlargement countries.[35]

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

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

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https://www.thedanishparliament.dk/en/eu-information-centre/the-danish-opt-outs-from-eu-cooperation. This also means that Denmark has observer status in the board of the EUAA.

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

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

[35] https://commission.europa.eu/about-european-commission/departments-and-executive-agencies/european-neighbourhood-and-enlargement-negotiations_en

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

An integrated framework

Engagements in TWB may also benefit from interlinked support and management structures to promote synergy, efficiency, and flexibility. Thus, as part of a comprehensive approach and the *Doing Development Differently (DDD)* methodology it will be key to ensure flexibility and adaptability in programme design and implementation. Moreover, lack of regional and country coordination seems to be a general concern for (T)WB.

Due to the fluctuating situation on the ground (shifting migration routes, emergence of new crises, the now fluid situation in Syria, etc.) it is difficult to predict the operational environment within the five-year timeframe of the RMGP-TWB. However, it is most likely that the migration towards the Eastern Mediterranean and Balkan routes will continue for years to come.

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

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

Aid-effectiveness, donor coordination and leveraging the impact of RMGP-TWB

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

Existing *donor fragmentation* regarding approaches, engagements, instruments, and mechanisms should be mitigated by enhanced coordination among donors and through long-term dialogue and collaboration with TWB.

In order to enhance *resource mobilization and operational coordination* RMGP-TWB would be associated with the financial facility/instrument (trust fund or another appropriate modality/delegated partnerships) suggested under RMGP-MED.

Country context

Since 2017, the migration portfolio has increased significantly in Danish development programming mostly through numerous small-scale projects in regions close to the EU. In line with EU migration policy

and programming, the overall objectives are to address and prevent irregular migration and improve regional and national migration management. In the past years, there has been an increase in arrivals of mixed migration movements[36] to Europe, especially from the Mediterranean migratory routes or through Türkiye and the WB region. According to the Mixed Migration Centre (2024), during the first quarter of 2024, the top three countries of origin using the Western Balkan route remain Syria, Afghanistan and Türkiye. Many people on the move end up in transit countries close to the EU, such as Türkiye and in the WB region. The mixed migration flows have a significant impact on public administration and key institutions regarding reception capacities, asylum systems, IBM, countering smuggling/trafficking, and overall ensuring safe and orderly and rights-based migration systems and management. Moreover, these countries are often in need of enhancing their asylum systems, including reception facilities, social and health systems, integrated border management and migration management systems in an effective and safe and protection-sensitive manner that considers migrants' and refugees' vulnerabilities and human rights.

Türkiye

According to the Government of Türkiye (GoT), Türkiye is hosting more than 4 million foreigners (the reported figure varies), including refugees (primarily Syrians under temporary protection), where a significant number are vulnerable. The human rights situation in Türkiye is of continuing concern with shortcomings in framework for safe, orderly and rights-based migration and risk of unlawful detention, refoulement, deportation,[37] gender-based violence, human trafficking and smuggling, and exploitation of migrants at the labour market and in the informal economy.[38]

Türkiye strives to offer refugees protection and access to basic services like healthcare and education. However, with a 14,4% (2020) of its own population living below national the poverty line[39], the strain is significant. While some migrant groups, like the Syrian protracted refugees, have access to public services alongside Turkish citizens, others face language barriers and administrative hurdles and according to the organisations met during the scoping mission, there are growing signs of tension between host communities and migrant/refugee populations over the perceived competition for services.

Turkish authorities have implemented various physical and technological security measures to secure their borders. These include constructing a three-meter-high wall along significant portions of the borders with Syria and Iran, supplemented by observation towers, high-security panels, wire fencing, electronic surveillance cameras, and sensors. Similar border fortifications have been established by Bulgaria and Greece along their borders with Türkiye. These measures aim to enhance border security by detecting potential terrorist threats, curbing smuggling activities, and preventing unauthorized border crossings.[40]

A recent Lighthouse report "documented €213 million euros in EU funding for the construction and maintenance of around 30 removal centres in Turkey, with a total of nearly €1 billion given to the country to help manage the flow of people across its borders. Some of these funds have been used to expand

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

[37] Turkey: Hundreds of Refugees Deported to Syria | Human Rights Watch

[38] See the Universal Period Review of Türkiye and the Universal Human Rights Index. https://uhri.ohchr.org/

[39] 0,4% below the international poverty line. World Bank. Poverty & Equity Brief Türkiye Europe & Central Asia April 2023

[40] MPI. Türkiye Aims to Halt Irregular Migration and Migrant Smuggling in the Eastern Mediterranean. 27 August 27. 2024.

fingerprinting systems now used to track down and pick up migrants on the streets, and to kit out removal centres with barbed wire and higher walls."[41]

Further, a risk is that the Iranian government might decide to push a large concentration of Afghan refugees and migrants in Iran towards Türkiye.

A holistic approach with support for local communities hosting migrants/refugees is needed. This includes both humanitarian aid and long-term development projects to create economic opportunities for both Turkish citizens, migrants, and refugees, fostering resilience and job creation.

The Turkish approach has been *de facto* integration and, with a few exceptions, not establishing refugee camps. To ensure continued social integration, prioritizing dignity, job creation, and legalizing the status of migrants, RMGP-TWB should collaborate closely with IOM, UNHCR, EU, and others key players. Furthermore, CSO involvement is important; The Ministry of Family and Social Services and CSOs like ASAM and Turkish Red Crescent play a key role in supporting refugees although some of their services, such as legal aid and psycho-social support seem stretched and underfunded given the traumas of many protracted Syrian refugees and the lack of local integration prospects. PMM is the key internal coordination mechanism (now at Presidential secretariat level) – but it seems that partners do not coordinate enough amongst themselves.

There is lack of data on the demographic and socio-economic characteristics of migrants, refugees, and asylum-seekers as well as on their needs in Türkiye. Data remains scattered and official figures provided are not fully substantiated by a sound methodological approach. The Turkish authorities work with IOM to improve migration data collection, management, and analysis for use in policy formation and management.

Migration collaboration with GoT for a longer-term partnership emphasizing sustainable institutional development of migration related public institutions is highly, including implementation of asylum legislation if adopted, reception, registration, documentation, refugee status determination, collection of data combined with livelihood support to local communities. There is a need to strengthen HRBA across the Turkish migration administration, including integrated border management and counter-smuggling/trafficking. The other Danish migration programmes already being implemented may also be able to offer supplementary support under the partnership.

In Türkiye the *thematic focus* would be on a government-to government partnership through direct Danish support to PMM in areas such as change management, institutional strengthening and reform, organisational development, staff capacity building and staff retention. Most of the possible additional funding to Türkiye could be channelled through IPs.

Further particular context analyses can be found in the relevant project documents in annex.

Western Balkans
In general, human rights are under pressure in WB, including lack of *safe and orderly migration*, human trafficking and organised crime, risks of unlawful detention, buffer zones where migrants are kept in a legal limbo, risk of refoulement, gender-based violence and exploitation of migrants in the informal sector.

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[41] Turkey's EU-funded deportation machine - Lighthouse Reports, October 11th, 2024.

Remittances are a key source of income for WB6 recipient households and support poverty reduction among vulnerable groups in the region. However, *emigration* has reduced the supply of labour in all Western Balkan countries. Between 2000 and 2020, the population fell by 8 percent, equivalent to 1.2 million people. Close to one in four people from the WB6 resides abroad. Today, around 5 million people who were born in the WB6 countries live abroad. WB6 emigrants are highly concentrated in European countries, although important variations exist by country of origin. The vast majority of Albanian emigrants go to either Greece or Italy. Montenegrin emigrants mostly reside in Serbia. In turn, emigrants from Bosnia and Herzegovina, Kosovo, North Macedonia or Serbia tend to move to Western European countries such as Germany, Austria or Switzerland, although there are also flows driven by ethnic ties. In the case of North Macedonia, one fourth of its emigrants reside in Türkiye, mostly ethnic Turks. While these emigration outflows initially alleviated labour market pressures, they may have also increasingly fuelled labour shortages and brain drain across the skills spectrum. Both emigration of WB6 nationals and *immigration* of foreigners are expected to continue in the coming years, drawing the attention on the importance of well-designed and carefully implemented policies. Despite a progressive convergence of incomes in recent years, differentials in economic opportunities and quality of services with Western European countries remain large, fuelling intentions to emigrate. As such, a critical question is how to make migration yield positive impacts for the Western Balkans economies while at the same time ensuring the safety and prosperity of both migrants and their communities left behind. In recent years, WB6 countries have made significant efforts to improve the management of migration flows and strengthen their developmental impacts.[42]

In this context, foreign workers have increasingly been recruited to address labour shortages. Although WB6 countries are historically emigration countries, there has been a rapid increase in the inflows of immigrants in the past decade. In 2020, more than 1.1 million foreign-born individuals resided in the Western Balkans (6 percent of the population), 0.8 million in Serbia alone. However, close to 90 percent are from other former Yugoslavian countries with long-term residency since the redrawing of borders and subsequent wars. In the past decade, inflows of immigrants have accelerated, mostly driven by economic reasons due to the increasing demand in the Western Balkans to fill labour shortages. In Serbia, 155,000 immigrants have arrived since 2011, and two-thirds are from non-Balkan countries. The annual issuance of work visas rose from 2,512 in 2010 to 13,475 in 2021, with the largest nationality groups being China, Türkiye and India. Similar trends are observed in other countries. In Montenegro, the number of immigrants has tripled, from 1,741 in 2015 to 15,989 in 2022. In Bosnia and Herzegovina, annual work permits for immigrants increased from 2,593 in 2017 to 3,780 in 2022, driven by increases of immigrants from South Asia and Türkiye. In Albania, Kosovo and North Macedonia, inflows of immigrants have remained more limited although they are also growing. Additionally, recent developments since Russia's invasion of Ukraine have led to a significant increase in the number of Ukrainian refugees in the Western Balkans (around 92,000 in 2023, of which two-thirds of them are in Montenegro). In recent years, WB6 countries have also taken important steps to develop a common intra-regional market and increased the regional coordination on migration with the EU. Albania, Kosovo, North Macedonia and Serbia also aim to attract skilled immigrants to address labour shortages in their migration strategies. One key issue throughout all WB6 countries is the lengthy process to obtain work permits and visas, which involves many actors and raises coordination challenges. This pushes employers to seek private recruitment and employment agencies to help navigate the system, putting at the forefront the need to better regulate these agencies and the recruitment process. WB6

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[42] World Bank Western Balkans Regular Economic Report No. 26 - Fall 2024, p. 18 https://documents1.worldbank.org/curated/en/099101424043012347/pdf/P5067421db658a06b1a82c1811f0301d818.pdf

countries have not signed bilateral labour agreements with potential countries of origin of foreign workers to facilitate formal migration flows. WB6 countries also have limited linkages between their immigration policies and their labour market needs.[43]

It is difficult to obtain a precise picture of irregular migration and trafficking through the Western Balkans towards the EU since official statistics are non-existent or somewhat unreliable. IOM conducts regular sample surveys which may give an impression of the size and nature of the problem.[44] FRONTEX reports an 78% drop (to 21.520 incidents) for the whole of 2024 following strong efforts by regional countries to stem the flow.[45]

The EU *Project on Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans (EU4FAST)*, implemented by GIZ on behalf of the EU and participating EU MS, is seeking to address this situation.[46]

Most of the possible additional funding to WB could be channelled through IPs.

Further particular context analyses can be found in the relevant project documents in annex.

Concluding remarks

As can be seen from the context description above, Türkiye and WB display migration management challenges that can be addressed through RMGP-TWB.[47] TWB face consistent irregular migratory movements exposed to human rights violations and severe risks of human trafficking. At the same time there are labour shortages in various sectors across TWB and risks of brain drain of skilled workers leaving for the EU and beyond. In order to attract investments and achieve economic growth labour market reforms are needed which would allow for incoming irregular migrants to be better protected and, if relevant, regularize their status and obtain residence and work permits. Moreover, as WB is part of the EU accession process and will have to implement all applicable EU rules and regulations on rule of law, human rights, institutional reform and safeguards, the EU acquis serves as a baseline and framework.

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[43] World Bank Western Balkans Regular Economic Report No. 26 - Fall 2024, pp. 77, 80, 83 https://documents1.worldbank.org/curated/en/099101424043012347/pdf/P5067421db658a06b1a82c1811f0301d818.pdf

[44] https://bih.iom.int/sites/g/files/tmzbdl1076/files/documents/2024-12/western-balkans-migrant-mobility-situation-report-november-2024.pdf

[45] https://www.FRONTEX.europa.eu/media-centre/news/news-release/irregular-border-crossings-into-eu-drop-sharply-in-2024-oqpweX

[46] https://www.giz.de/en/downloads/giz2024-en-eu4fast.pdf

[47] The expected outcomes are: (i) Enhanced migration management, including strengthened integrated border management (IBM), Assisted Voluntary Return and Reintegration (AVRR) as well as documentation; (ii) Enhanced asylum systems and processing; (iii) Enhanced access to labour markets and local integration and (iv) Countering migrant smuggling and combatting trafficking in human beings.

Annex 2: Partner Assessment

Brief presentation of partners and assessment of their capacity

The RMGP-TWB includes the proposed implementing partners[48] presented below. They have been assessed by the RMGP scoping mission (October/May 2024/January 2025 validation), by previous visits by the MFA and the partner assessments are also guided by findings and recommendations in the December 2023 MFA review of "Danish migration related engagements (2018 – 2022)". It should be noted that the scoping mission met and interviewed several other potential partners in Türkiye and the Western Balkans but found that the proposed partners reflected the best mix of capacities, track records of collaboration with Danida, and justification and relevance. In addition, the assessments of IOM and UNHCR also builds on assessments by the Multilateral Organisation Performance Assessment Network (MOPAN), while the assessment of GIZ is based on their succesful pillar assessment by the EU.

Please find partner assessments below of:

- IOM
- PMM
- GIZ
- UNHCR
- DIHR

1. <u>IOM</u>

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

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

IOM plays an important lead role in the multilateral system as the UN's migration agency. IOM is a strong partner for [IOM] member states, providing quality services and capacity building support on migration issues, and tailoring its support to national needs and priorities. It also plays a key role in ensuring that migration is integrated into UN planning and programming at country level, and is active in UN co-ordination structures, including country teams and humanitarian clusters.

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[48] In the selection of implementing partners, the "Guidelines for awarding grants in Danish Development Cooperation", MFA, July 2019, have been observed.

For IOM as a partner, the programming will build on an already existing partnership in the area of supporting alignment to EU acquis in the areas of integrated border management (IBM) and return.

The ST found that *IOM* presented well justified and sound rationales behind their activities in both Türkiye and the WB countries based on the IOM strategy for the region and that IOM core business objectives are well aligned with the overall thematic areas of the proposed Danish program. IOM is well coordinated within its area of engagement. However, IOM did not present neither regional nor country specific longer term development objectives and the short-term objectives are not systematically aligned with overall country priorities.

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

Based on the aforementioned considerations, IOM was identified as an implementing partner and the selection of IOM is justified by the alignment of IOM objectives with RMGP objectives and the history of IOM achievements in the field of migration. IOM's relevance for the RMGP is underlined by the presence of IOM offices and activities in both Türkiye and the Western Balkans.

2. PMM

Since the establishment of the PMM in 2013, the Turkish migration authorities took a strategic approach, deciding to work through broad partnerships rather than smaller projects. This approach focused on five areas, as follows: 1) legal migration; 2) irregular migration; 3) international protection, including temporary protection; 4) border control; and 5) integration (or "harmonization", as it is referred to in Türkiye).

Key objectives and targets in PMM's strategic plan address key issues that are similar to the Danish Regional Migration Governance Programme's four outcomes.
PMM was pre-identified as an implementing partner and the selection of PMM is justified by the alignment of PMM objectives with RMGP objectives and the history of PMM achievements in the field of migration. PMM's relevance for the RMGP is supported by on-going programmes funded by European Commission and implemented by PMM.

The PMM's duties and mandate are highly relevant to the RMGP-TWB, as the PMM is the central migration authority that is mandated to monitor and coordinate the implementation of policies and strategies determined by the President of the Republic. PMM is likewise in charge of promoting what is referred to as "harmonisation" in Türkiye. In addition, PMM as a partner is relevant to both Türkiye and Danish priorities regarding human rights, Leaving No-one Behind, gender and youth, as the population targeted is among the most vulnerable, often women and children, as well as many young people. PMM also focuses on "*identifying foreigners with specific needs and referring them to the relevant service areas.*"

Denmark would like to continue work on further strengthening its partnership with PMM and both countries are interested in having a more strategic cooperation when it comes to migration management including support from Denmark to the PMM. PMM carries out migration management and actions related to the protection of victims of human trafficking as well as providing temporary protection.

For its part, Denmark has collaborated with PMM in Türkiye for many years. The Danish support have been channelled through UNHCR, IOM and the International Centre for Migration Policy Development (ICMDP). This indirect support to PMM was based on specific projects or activities planned by other partners in dialogue with PMM.

PMM's capacity to implement projects in cooperation with other partners has increased in different ways and some donors such as the EU provide direct support to the implementation of its projects under its own, strategy plan. This support to PMM allows it to administrate funds and implement specific projects on its own under the national legal framework concerning human resources, use of public funds, auditing, procurement, etc. The EU works with PMM under this modality and has had good experience while also engaging extra support for oversight of the financial processes. Part of PMM's legal framework, for example procurement rules, is not in line with either EU regulation or Danish regulation and for that reason the support to PMM includes close coordination and monitoring of the funds disbursed by the EU.

EU's support follows standard rules for development cooperation, but includes the need for receiving a satisfactory *Expenditure Verification Report* before the next disbursement can be approved. The Expenditure Verification report contains a revision of around 60% of total transactions together with all relevant documentation. As discussed with the EU Delegation representatives in Ankara, this process can be heavy and time-consuming depending on the quality of documentation. As the approval of the Expenditure Verification is needed in order to release the next disbursement, political tension can arise during this process. At the same time support to PMM reduces the administrative costs and contributes to building internal capacity.

Denmark would like to include support to PMM under the RMGP-TWB and is in dialogue with EU to find a way to channel funds to PMM.

3. GIZ

As a service provider in the field of international cooperation for sustainable development and international education work, GIZ have over 50 years of experience in a wide variety of areas, including economic development and employment promotion, energy and the environment, and peace and security. GIZ work with government agencies, businesses, civil society actors and research institutions, fostering successful interaction between development policy and other policy fields and areas of activity. The main funding source for GIZ activities is the German Federal Ministry for Economic Cooperation and Development (BMZ).

GIZ and Danida have a long history of cooperation in development work, particularly in areas such as good governance, sustainable economic development, and climate change. The two organizations often collaborate on joint programs and initiatives, leveraging their respective strengths and expertise to achieve shared development goals. This cooperation is based on a mutual understanding of development principles and a commitment to working in partnership with developing countries. Over the years, their collaboration has been particularly effective in fragile and conflict-affected contexts, where joint programs have aimed to strengthen institutional resilience and promote sustainable livelihoods.

GIZ EU4FAST covers WB 6, including Albania, BiH, Serbia, Montenegro, Kosovo and North-Macedonia through a regional lens with national pillars. The multi-donor programme aims to reinforce rule of law in the WB by strengthening the capacities of the national and regional authorities in preventing and countering

migrant/human trafficking and smuggling[49]. It also includes twinning approaches. A tailored approach in line with the specific needs of the partners will be directed towards all relevant institutions and stakeholders to enhance capacities on an institutional and individual level to ensure efficient identification and protection to (potential) victims of trafficking in human beings as well as to refer them to relevant state and non-state support services.

The project is implemented by experts and embedded country teams (ECTs) consisting of resident police, prosecutors, legal advisers, technical advisers, project assistants and administrative officers. The project follows the 4–P approach: Prevention, Protection, Prosecution, Partnership. The project with a total budget now approaching 43 million EURO is jointly co-financed by the European Union (EU), with minor contributions from the German Federal Ministry of Economic Cooperation and Development (BMZ), the Italian Ministry of Interior (IMoI) and the Dutch Ministry of Foreign Affairs (NL MFA) and Civipol, a technical operator under the MoI of France.

GIZ is justified by the alignment of GIZ objectives with RMGP objectives and the history of GIZ achievements in the field of migration. With displaced people in need for both support and prospects for a better future, GIZ's work combines short-term assistance with medium and long-term projects. GIZ support refugees and internally displaced persons (IDPs) and the host countries. GIZ provide advice on legal opportunities for migration as well as local work and training opportunities in the home country. In the long term GIZ help improve the prospects of many migrants in their countries of origin.

GIZ has also been chosen due to the already strong programmatic presence in the Western Balkans and EU4FAST as one of the main EU accession support measures in relation to countering human trafficking/smuggling and IBM. GIZ's approach on strengthening government partnerships and twinning seems particularly relevant to the Danish emphasis on, where possible, a *government-to-government partnership* approach which ensures real ownership on both sides.

4. <u>UNHCR</u>

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

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

UNHCR has a longstanding presence in Türkiye, having initiated cooperation with national authorities on asylum and refugee-related matters over sixty years ago, in 1960. UNHCR has accompanied and supported the Turkish Government in the response to the Syrian crisis and in the establishment of the national legal framework. In 2016, Türkiye and UNHCR signed a Host Country Agreement to formalize and strengthen the existing partnership in view of the growing needs resulting from the Syria crisis. In 2025, UNHCR continues to operate out of its Country Office in Ankara, one Sub Office in Gaziantep, and seven Field

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[49] The approach seems particular relevant to the Danish visions to build strong sustainable systems in the countries and across the WB region.

Offices/Field Units in Ankara, Istanbul, Edirne, Izmir, Adana, Sanliurfa and Van, with around 350 staff members, 88% of whom are national staff. Staffing levels were reduced in 2024 due to the global budget constraints impacting UNHCR.

UNHCR seeks to deliver on a difficult and sensitive agenda in TWB where the political context does not favour asylum determination processes, and the organization faces an uphill struggle to deliver on its core mandate and commitment to deliver on the proper application of the UN Refugee Convention. UNHCR's core business is aligned with the RMGP-TWB, and UNHCR does undertake a fair amount of coordination within its area of engagement. However, due to the humanitarian nature of the UNHCR activities the interventions are not systematically aligned with country development priorities.

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

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

On the other hand, the scoping mission also observed that due to the humanitarian nature of the UNHCR activities not all the interventions are systematically aligned with country development priorities although it is recognised that UNHCR does work to build national institutional capacity in the migration area.

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

5. DIHR

The Danish Institute for Human Rights (DIHR) was established by parliamentary decision in 1987. The work of DIHR includes research, analysis, communications, education, documentation, as well as several national and international programmes. The DIHR is a national equality body, and as such has a mandate to promote equal treatment regardless of race, ethnicity, gender and disability.

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

The selection of DIHR as an IP supported by a grant under the RMGP is justified and relevant due to several factors. DIHR is already supported on the Danish finance act[50] as a self-governing institute. It is a

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[50] DIHR is defined as a "Selvejende, statsfinansieret institution" under § 06.11.13 on the Danish Finance Act (resort area of MFA).

close partner to the MFA and may also receive funding for the programme with reference to § 6.32.08.85. It is thus a trusted MFA partner with solid experience with administration of Danida funded programs with adequate organisational and financial absorption capacity.

Moreover, the FT has assessed that no other partner or NHRI can demonstrate the same unique international track record, skillset, experience and capacity to support national human rights institutions and state institutions and will be able to operationalise HRBA across the migration programme to ensure a safer and rights-based migration management.

It is also important to note that DIHR already is a partner supporting MIGSTAB under the RMGP-MED programme, 2024-2029. DIHR will have a similar role under this regional programme with their established HRBA/GE knowledge hub. The methods, approach and learning from working together with governments, and in partnership with UNHCR, IOM and ICMPD at the RMGP – MED will be highly relevant for the RMGP-TWB too.

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

Summary of key partner features

Name of Partner	Core business *What is the main business, interest and goal of the partner?*	Importance *How important is the project/programme for the partner's activity-level (Low, medium high)?*	Influence *How much influence does the partner have over the project programme (low, medium, high)?*	Contribution *What will be the partner's main contribution?*	Capacity *What are the main issues emerging from the assessment of the partner's capacity?*	Exit strategy *What is the strategy for exiting the partnership?*
IOM	Develop data driven national migration strategies and migration management systems. Support regional cross-border cooperation and increase capacity to manage mixed	Medium. The funding from RMGP is attractive for IOM because it will allow IOM to work on longer term objectives.	High. The outputs to be delivered have been defined by IOM in dialogue with Danida.	Application of IOM expertise to deliver on RMGP outcomes.	Strength: High and relevant capacity and experience Weaknesses: Less experience in longer term planning and MEAL. Opportunities: Results can be	No special requirements after end of contract. However, learning and synergies will be important to harvest.

	migration flows at the border with a HR sensitive and data-based approach. Countering migrant smuggling and trafficking. The objectives align with the IOM strategy and can be replicated by IOM across activities.				scaled across region. Threats: Lack of traction with the authorities.	
PMM	The PMM's duties and mandate are highly relevant to the RMGP-TWB, as the PMM is the central migration authority that is mandated to monitor and coordinate the implementation of policies and strategies determined by the President of the Republic.	High The funding from RMGP is attractive for PMM because it will allow PMM to work on longer term objetives.	High The outputs to be delivered have been defined by PMM in dialoque with Danida.	Application of PMM strengths to deliver on joint Türkiye and RMGP outcomes.	Strength: Experience working implementing project together with UNHCR, IOM, ICMPD and EU Weaknesses: Bureaucratic and politic institution. follows national policies not necessary in line with DK and EU. Opportunities: Reaching and localisation Threats: Possible political tension	No special requirements after end of contract.
UNHCR	Provision of asylum capacity development in the adoption and implementation of a fair and efficient national asylum framework and provision of registration capacity.	Medium. The funding from RMGP is attractive for UNHCR because it will allow UNHCR to undertake longer term development activities.	High. The outputs to be delivered have been defined by UNHCR in dialogue with Danida.	Application of UNHCR expertise and mandate to deliver on RMGP outcomes.	Strength: High and relevant capacity and experience Weaknesses: Less experience in longer term planning and MEAL. Opportunities: Results can be scaled across region.	No special requirements after end of contract. However, learning and synergies will be important to harvest.

	Achieving objectives will support UNHCR to build additional capacity in institutional development				Threats: Lack of implementation of adequate MEAL architecture and lack of traction with government.	
GIZ (Lead implementing partner for EU4FAST; agreement is made between the EU and Denmark).	GIZ is a service provider in the field of international cooperation for sustainable development and international education. It works with several development partners, including Denmark in numerous cases. As a German governmental organization, GIZ operates under the framework of German development law and follows strict guidelines regarding transparency and accountability.	High, including strict standards for project or programme formulation, implementation, MEAL, risk-management and the promotion of a human rights and gender equity-based approach.	High, as it is the lead implementing partner of EU4FAST.	GIZ ensures a strong focus on project implementation, monitoring and evaluation, including DAC criteria, as follows: effectiveness/impact and efficiency through MEAL and a good procurement system; sustainability, to be achieved by means of strategic guidance and participation on the Steering Committee; and coherence, by proper coordination with other relevant entities. (Note: GIZ is the leading implementing agency. However, EU4FAST is an EU-supported programme that ensures 1) coordination with other EU states; 2) participation on the EU4FAST Strategic Steering Committee, thus influencing its future direction; and 3) EU contributes to a sound MEAL.	Strength: Effective project management. The European Union recognizes GIZ as a pillar-assessed organization. This procedure attests to its adherence to the highest financial and operational standards. The most recent assessment rendered positive reports on the following pillars: i) internal control system; ii) accounting system; iii) independent external audit ; iv) grants ; v) procurement ; vi) exclusion from access to funding; vii) publication of information on recipients; and viii) personal data protection. (Eight of the nine pillars were assessed). Weakness: being a service	As GIZ is a service provider, the relation is contractual and the focus will be on ensuring that the EU4FAST programme is closed down in a responsible manner when it comes to an end and that the partners supported by EU4FAST will be able to continue those interventions that need a long-term commitment.

					provider for a specific period could imply less focus on sustainability.	
DIHR	Create capacity development tools and processes for migration governance actors in Turkey and WB and gather and analysis data on the human rights situation of migrants. Strengthening of institutional internal oversight mechanisms addressing human rights violations.

DIHR will expand regional network and collaboration with other actors. | Medium.

The funding from RMGP is attractive for DIHR because it will allow DIHR to expand work across the region. | High.

The outputs to be delivered have been defined by DIHR in dialoque with Danida. | Application of DIHR expertise across implementing partners to deliver on RMGP outcomes. | Strength: High and relevant capacity and experience

Weaknesses: None

Opportunities: Results can be scaled across region.

Threats: Lack of traction with authorities and other implementing partners. | No special requirements after end of contract.

However, learning and synergies will be important to harvest. |

Annex 3: Theory of Change and Result Framework

Problem tree and theory of change behind the Danish Migration Portfolio

The overall ToC guiding the Danish migration programming is guided by identification and design of a problem tree which ihas underpinned the design of the three already approved Danish migration programmes and guided this programme proposal. The figure below illustrates the problem tree and outlines the root causes and underlying problems of irregular migration, its causes, and effects. The problems have been discussed and with governments in the Türkiye/WB region, partners and key experts. The theory of change, pathways, risks, and assumptions will be further validated with the Ips during the inception phases of the programmes.

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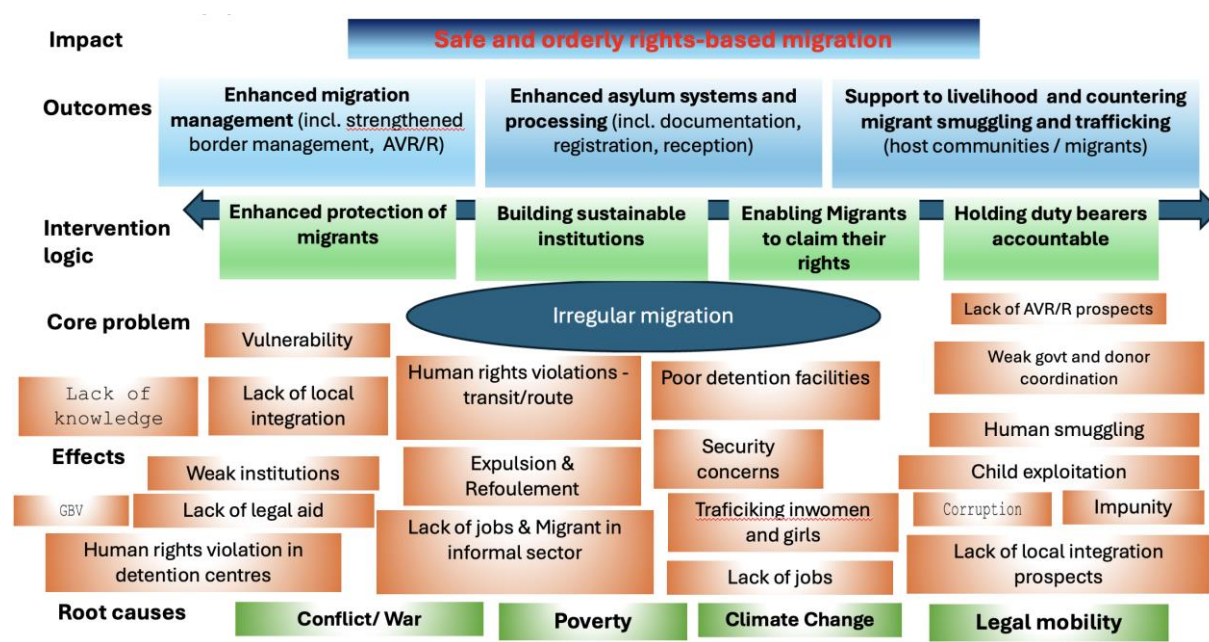
Source: The Scoping mission

The ToC explains the causality within a change process. The problem tree and ToC identify the desired impact level and outcomes with relevant indicators. In order to be locally owned it is important that both government partners feel a strong ownership of the ToC. Hence the problem tree and ToC is adaptive and should be subject to validation by the governments too.

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

The **theory of change** seeks to contribute to the outcomes through various outputs and intervention logics to address migration management challenges. The IPs; IOM, UNHCR, PMM, GIZ and DIHR bring added value, and contribute to achieving the objective of the engagements. The outcomes and underlying outputs are also interlinked and have strong **cross cutting elements**, including on **HRBA and GE**. All interventions carried out by the selected IPs will align with HRBA and gender equality. DIHR will provide

an operational help desk and ensure that HRBA, and protection of migrant children and women's rights are integrated and operationalised into the capacity development, training curricula and across the support to ensure migrant rights are promoted, respected and protected and that migration management is safer and more orderly informed by human rights principles. Such an approach is fundamental to prevent adverse human rights impact and identify asylum seekers, refugees and migrants at-risk and/or with special needs.

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

Results Framework for Implementing Partners

The below results framework for each IP are based on the preparation of the project documents by each IP in collaboration with MFA/MIGSTAB and following discussions regarding the ToC and identification of interventions which contribute and can be attributed to working towards the outcomes following the problem tree. Following the appraisal the project document for each IP may be subject to alteration just as the outcomes, outputs and indicators will be finetuned during the inception period.

The RMGP's four outcomes	Implementing partners that contribute to each of the four outcomes.
Outcome 1: Enhanced migration management, including strengthened integrated border management (IBM) and, where possible, Assisted Voluntary Return and Reintegration (AVRR) management as well as documentation	IOM Western Balkans and Türkiye PMM Türkiye DIHR Western Balkans and Türkiye
Outcome 2: Enhanced asylum systems and processing	UNHCR DIHR Western Balkans and Türkiye
Outcome 3: Enhanced access to labour markets and local integration for refugees and migrants	IOM Western Balkans PMM Türkiye DIHR Western Balkans and Türkiye
Outcome 4: Countering migrant smuggling and combatting trafficking in human beings	EU4FAST/GIZ DIHR Western Balkans and Türkiye IOM Türkiye

Please note that each partner document also operates with its own outcomes, as according to each partners' plans. These are presented in each of the partners' project proposals and it should be noted that these are thus outcomes at "partner level" contributing to the RMGP's overall four outcomes.

The results framework are presented in this order:
- GIZ/EU4FAST
- UNHCR
- IOM
- DIHR

1. GIZ/EU4FAST

Project	
Project Objective	The Rule of Law in the Western Balkans is improved.
Impact Indicator	The readiness of the Western Balkans on the fight against organised crime is increased]
Baseline	[Readiness Value 2022: 1.8

Project Title		EU support to strengthen the fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans
Outcome		The conditions for preventing and combatting migrant smuggling and trafficking in human beings in the Western Balkans are improved
Outcome indicator 1		Number of additional migrant smuggling and THB cases that have been accepted for trial
Baseline	2023	9	
Target	2027	+35%	
Outcome indicator 2		Number of WB6 that have been accepted as (co)-leaders of number of operational actions (OAs) in migrant smuggling THB, CFMLAR, HRCN and FIA
Baseline	2023	5/10	5 WB6 countries in 10 actions
Target	2027	6/15	6 WB6 countries in 15 actions
Outcome indicator 3		Number of presumed and identified THB victims (with a special focus on marginalized groups including minors and members of the LGBTI community) that have been referred to facilities with available psycho-social support and legal advice services in the region
Baseline	2023	429	An average of 429 presumed and identified THB throughout the WB6 per year between 2018 – 2022
Target	2027	450	An average of 450 presumed and identified THB victims throughout the WB6 per year between 2023 and 2026
Outcome indicator 4		Number of WB6 aligned with European Border Management Standards in the areas of border checks, surveillance, victim-centred and human rights-based approaches
Baseline	2023	0	
Target	2027	4	WB6 countries

Output 1		The ability of Western Balkan law enforcement and judicial authorities to combat migrant smuggling, trafficking in human beings and related HRCN is strengthened
Output indicator 1.1.		Number of WB6 countries having a roadmap for the implementation of recommendations on the National Programme for the Adoption of the Acquis (NPAA) regarding THB and migrant smuggling
Baseline	2023	0
Target	End 2027	6
Output indicator 1.2.		Number of strategic and operational meetings against organised crime networks involved in migrant smuggling and THB
Baseline	2023	22
Target	End 2027	88
Output indicator 1.3.		Number of LEA personnel trained on organised crime related investigative procedures specifically on migrant smuggling and THB
Baseline	2023	0
Target	End 2027	600
Output indicator 1.4.		Number of WB6 interservice cooperation and coordination mechanisms on migrant smuggling and THB that include non-LEA actors
Baseline	2023	3
Target	End 2027	20

Output indicator 1.5.		Number of WB6's active participation in the EU Heads of SPOC meetings
Baseline	2023	Albania: 1 BA: 2 Kosovo: 1 Montenegro: 2 North Macedonia: 2 Serbia: 2
Target	End 2027	Albania: 4 BA: 4 Kosovo*: 4 Montenegro: 4 North Macedonia: 4 Serbia: 4

Output 2		The ability of Western Balkan law enforcement actors to cooperate with EU and non-EU law enforcement actors in activities related to migrant smuggling and trafficking in human beings through the participation in EMPACT is increased.
Output indicator 2.1.		Number of WB6 that have issued national SOCTAs or mid-term reviews in line with Europol SOCTA standards
Baseline	2023	1 (Montenegro since 2021)
Target	2027	5
Output indicator 2.2.		Organisational structures allowing for a strategic approach to EMPACT have been established in 4 WB6.
Baseline	2023	2
Target	2027	4
Output indicator 2.3.		Number of WB6 accepted for (co-)leadership for OAs related to migrant smuggling and THB
Baseline	2023	5
Target	2027	10
Output indicator 2.4.		Number of new investigations with participation of EU MS or EU agencies
Baseline	2023	0
Target	2027	12
Output indicator 2.5.		Number of JAD, EAD, International Operations run by Command Coordination Centres operating from the WB6
Baseline	2023	1 (North Macedonia, JAD SEE 2023)
Target	2027	5

Output 3		The ability of Western Balkan authorities and frontline workers to identify and provide protection to (potential) victims of trafficking in human beings and refer them to competent state and nonstate services is improved
Output indicator 3.1		Number of WB6 communities (60 percent border communities) that have integrated the financing of Mobile Identification Outreach Teams (60 percent including staff of border authorities) into planning processes on local and national level.
Baseline	2023	15 WB6 communities (8 border municipalities)
Target	2027	25 (15)
Output indicator 3.2		Number of facilities working with (potential) THB victims (including (temporary) reception centres, asylum centres, safe houses, etc.) in the WB6 that have integrated new guidelines and concepts for the delivery of MHPSS and legal advisory services tailored to the needs of vulnerable categories into their operational plans
Baseline	2023	0
Target	2027	10
Output indicator 3.3		Experience with the implementation of 10 concepts for improved THB awareness and victims' identification (8 of which have a gender-specific focus) are discussed in the context of regional exchanges of relevant Western Balkan antitrafficking actors
Baseline	2023	0
Target	2027	10 (8)

Output 4		The capacity of border authorities of the Western Balkans to prevent and counter trafficking in human beings and migrant smuggling in line with EU standards and human rights is strengthened.
Output indicator 4.1.		Number of effective crossborder coordination structures in line with EU IBM approach
Baseline	2023	0
Target	2027	8
Output indicator 4.2.		Number of WB6 authorities with improved border surveillance procedures
Baseline	2023	0
Target	2027	8 (SOPs)
Output indicator 4.3.		Number of people trained on integrated border management (IBM) in line with EU-standards, human rights requirements and/or anti-corruption
Baseline	2023	0
Target	2027	850
Output indicator 4.4.		Percentage of interviewed (potential) victims of trafficking in two WB6 confirm in qualitative interviews that border authorities upheld minimum victim-sensitive standards (related to proportionality in the use of force, provision of on-the-scene care, noncriminalisation, detention without probable cause, timely information on legal rights, and referral to protection services and shelter in a timely manner)
Baseline	2023	No assessment yet
Target	2027	40% of interviewed potential victims
Output indicator 4.5.		Number of new or improved institutional structures and/or procedures in place supporting independent investigations into police and border authority misconduct
Baseline	2023	0
Target	2027	2

Note regarding the support from Denmark: The additional support from Denmark to EU4FAST means an increase of approximately 16% of the EU4FAST budget over the years 2025-2027. It also means that there is an opportunity to increase some of the targets for the results framework – or even add an additional output. Such a change would require that a "change offer" (from GIZ to the EU) be approved. In any case, the additional budget from Denmark will require such a change offer. The specific increase of any target or possible new interventions will be formulated within the EU4FAST framework. This formulation can only take place after February 2025, as the EU DGs are currently being restructured. GIZ and Denmark will be in close contact regarding the specific proposal for either the increase in targets or any new outputs. Meanwhile, Denmark and EU4FAST continue to use the current results framework in the Description of Action as the basis for the support being provided.

2. UNHCR

Project	Support to the National Asylum System and the Protection Response in Türkiye
Project Objective	To enhance access to registration and protection in Türkiye through the provision of technical and operational support to the Presidency of Migration Management (PMM) for fair and efficient asylum procedures and immediate identification of and response to those with specific needs.
Impact Statement	People in need of international protection have access to quality, fair and efficient procedures in line with international law and the national legal framework.

Outcome 1		People seeking international protection are registered and documented in an efficient, timely, and quality manner.
Outcome indicator 1.1		Proportion of refugees and asylum-seekers registered on an individual basis in the provinces supported by UNHCR.
Baseline		85%
Target	2025	90%
Target	2026	90%
Target	2027	90%
Target	2028	90%
Target	2029	90%
Target	2030	90%

Outcome indicator 1.2		Proportion of survey respondents who feel comfortable during the interviews with Protection Desks[51]
Baseline		75%
Target	2025	TBC
Target	2026	TBC
Target	2027	TBC
Target	2028	TBC
Target	2029	TBC
Target	2030	TBC

Outcome indicator 1.3		Proportion of survey respondents who feel comfortable communicating through an interpreter at PDMMs[52]
Baseline		63%
Target	2025	TBC
Target	2026	TBC
Target	2027	TBC
Target	2028	TBC
Target	2029	TBC
Target	2030	TBC

Output 1	PMM and PDMMs, strengthen their capacity, enabling quality and timely registration and documentation.

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[51] *UNHCR has been conducting an online survey to anonimously collect inputs from individuals who benefitted from Protection Desks services at the PDMMs with a view to improve quality and efficiency of the service. A total of 3,289 individuals have completed the survey between November 2022 and December 2024..*

[52] *UNHCR has been conducting an online survey to anonimously collect inputs from individuals who benefitted from interpretation services at the PDMMs with a view to improve quality and efficiency of the service. A total of 1,566 individuals have completed the survey between September 2022 and December 2024..*

Output indicator 1.1		Number of PMM personnel whose knowledge and capacity on registration was improved [including registration and PD staff][53]
Baseline	2025	350
Target	2025	350
Target	2026	350
Target	2027	350
Target	2028	350
Target	2029	350
Target	2030	350

Output indicator 1.2		Number of interviews conducted by Protection Desks with persons with specific needs
Baseline	2025	85,000
Target	2025	120,000
Target	2026	120,000
Target	2027	120,000
Target	2028	120,000
Target	2029	120,000
Target	2030	120,000

Notes on measuring and documenting quality, fair and efficient procedures for registration and Protection Desks:

UNHCR regularly monitors access to registration and documentation including quality, fairness and efficiency of registration procedures through a wide range of monitoring tools and strategies. To that end, UNHCR conducts joint registration monitoring missions with PMM to PDMMs. In parallel to such visits, UNHCR also conduct partner visits to triangulate the findings of PDMM visits. UNHCR also regularly monitors the performance of PDMMs in registration-related transactions for PMM's timely intervention on performance issues. In addition to these, participatory assessment tools of Focus Group Discussions (FGDs) and monthly reviewed interpreter satisfaction surveys are utilized to monitor access to registration and documentation. A wide range of sources including field and partner reporting, individual cases referred to UNHCR and data gathered from UNHCR's Counselling Line are compiled and analyzed thoroughly to evaluate the quality, fairness and efficiency of registration procedures. The monitoring efforts are shared with PMM during regular coordination meetings for their information as well as intervention in response to the challenges observed in accessing registration and documentation.

In order to increase the effectiveness of the services provided within the Protection Desks and to ensure the quality of service, UNHCR regularly monitors the Protection Desks by conducting joint field visits with PMM to Protection Desks and analyzing the monthly statistics of Protection Desks. The findings of such monitoring along with the gaps and challenges identified, are shared with PMM for their information and intervention. Additionally, UNHCR initiates participatory assessments such as an online satisfaction survey and FGDs to collect feedback from individuals. The satisfaction survey results are analyzed monthly, and the analysis reports are shared with PMM for further action. Individuals' opinions and suggestions regarding the services provided by the Protection Desks are obtained through Focus Group Discussions and the findings are shared with PMM. UNHCR also conducts coordination meetings with PMM and partner organizations to discuss the gaps and challenges relayed from the field and possible intervention strategies.

Notes on measuring and documenting improvement of capacity and knowledge for registration-related trainings:

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[53] *This figure refers only to project personnel provided to PMM/PDMMs with UNHCR support.*

UNHCR provides a comprehensive range of trainings aimed at enhancing the technical and functional capacity of project personnel. These trainings include induction sessions to strengthen participants' understanding of protection-specific activities and responsibilities outlined in their Terms of Reference (ToRs), as well as Q&A sessions designed to address technical and administrative queries. Additionally, thematic trainings that focus on specific protection areas are delivered to ensure that the content evolves to meet the dynamic needs of the personnel.

To effectively measure and document improvements in capacity and knowledge related to registration tasks, a combination of pre- and post-training assessments, case study exercises, and feedback mechanisms are employed. Pre- and post-tests are utilized to measure the knowledge acquired during training, while protection-specific case studies enable participants to apply their learning to complex field situations, thereby enhancing their response mechanisms. At the conclusion of each training session, feedback is provided to participants to reinforce learning and identify areas for further development. Moreover, trainings are designed to seek feedback of project personnel on the trainings attended including their recommendations to improve training materials based on the needs in the field. These methods collectively facilitate the tracking of improvements in both the knowledge and practical skills of project personnel.

3. IOM

Results Framework for the Regional Migration Governance Programme – IOM Project
(to be revised during March 2024)

Project	Regional Migration Governance Programme (RMGP) – IOM Project
Project Objective	The overall objective of the proposed intervention is to strengthen international cooperation and global partnerships for safe, orderly and regular migration.
Impact Indicator	*Impact Indicator will be aligned with the overarching Danish Regional Migration Governance Programme.* Number of countries with policies to facilitate orderly, safe, regular and responsible migration and mobility of people SDG Indicator 10.7.2 on Migration Policies | Population Division
Baseline	Limited governments capacity to address migration governance challenges related to border management and regular pathways.

WESTERN BALKANS 2025-2027
Specific indicators will be revisited during the beginning of the project (3-months inception phase)

Outcome 1		**Enhanced migration systems, legal frameworks and migration practices that respect international standards.**
Outcome indicator		# of new or revised legal frameworks and/or rights-based policies to help align to EU acquis specifically for chapters 23 and 24
Baseline	2024	6	Limited regional capacity to advance the revision of legal frameworks and/or rights-based policies in the area of migration management to help align to EU acquis specifically for chapters 23 and 24 benchmarks
Target	2027	6	Increased regional capacity to advance the revision of legal frameworks and/or rights-based policies in the area of migration management to help align to EU acquis specifically for chapters 23 and 24 and <u>pertaining national Action Plans</u> through G-to-G coordination mechanisms, capacity building and evidence base decision making. The impact will be measured through the benchmarks negotiated between the Western Balkans and the EU Commission. During the first months of the programme the prioritized benchmarks to follow will be presented.

Outcome 2		Enhanced access to regular mobility pathways in the WB region.
Outcome indicator		# of peer-to-peer interregional and intraregional initiatives/exchanges on advancing legislative frameworks and/or administrative procedures which enable the scaling of labour mobility programmes.
Baseline	2024	6	Collaboration, governance and access to regular mobility pathways in cooperation with partners in the region and in countries of origin has been advanced through G to G intraregional and interregional initiatives and exchanges. These types of initiatives should be continued and strengthened in order to deliver the expected results.
Target	2027	2	Existing collaboration, governance and access to regular mobility pathways in cooperation with partners in the region and in countries of origin are strengthened through new G to G intraregional and interregional initiatives and exchanges. Specifically, two dialogues with Countries of Origin will be organized.

In case of additional funding, IOM foresees the potential implementation of the following Outcome. Specific outputs and indicators could be developed under this outcome for Western Balkans.

Outcome 3[54]		Adults and children who are victims of trafficking are better able to claim their rights and receive protection that prioritizes their safety and dignity, participation and overall empowerment.
Outcome indicator		TBD

THE REPUBLIC OF TÜRKİYE 2025 – 2030
Specific indicators will be revisited during the beginning of the project (3-months inception phase).

Outcome 1		PMM has capacity to develop institutional systems to better manage resources for enhanced migration and border management in line with international standards.
Outcome indicator (a)		The extent to which a resource management system exists
Baseline	2025	NO	
Target	2029	YES	
Target	2030	TBD	*Should there be additional funding available, IOM may extend reach of the impact determined under outcome 1 beyond currently designed two-year programming.*
Outcome indicator (b)		% of government officials who report applying their newly acquired knowledge and skills
Baseline	2025	0	Limited institutional capacity and tools to develop enhanced migration policies, coordination mechanism and legal framework to support good migration and border governance
Target	2029	70	Enhanced capacity of the government officials receiving trainings from IOM and putting the learnings in practice, leads to strengthened institutional capacity for good migration and border governance in line with international standards
Target	2030	TBD	*Should there be additional funding available, IOM may extend reach of the impact determined under outcome 1 beyond currently designed two-year programming.*

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[54] This may entail the following output "Western Balkans institutions and communities demonstrate greater effectiveness in countering smuggling of migrants (SOM) and trafficking in human beings (THB)" and related activities: Organize regional, bilateral and/multilateral dialogues, exchanges (e.g. Study visits, Annual Task Force meeting on countering THB and SOM) advance strategic, technical and operational cooperation to detect, investigate, and prosecute SOM and THB; Organize capacity-building events, simulations, workshops and trainings help relevant authorities adopt protection-sensitive and victim-centered approaches in countering SOM and THB; Organize dialogues on community-based national referral mechanisms increase local protection response for persons at risks and potential victims of trafficking; Develop reports and analysis on key indicators of smuggling and trafficking based on systematic quantitative and qualitative data collection within and beyond mixed migration movements contribute to inform operational response and route-based response on the Eastern Mediterranean Route (EMR).

Outcome 2		Adults and children who are victims of trafficking are better able to claim their rights and receive protection that prioritizes their safety and dignity, participation and overall empowerment.	
Outcome indicator (a)		% of increase in referrals of VoTs by entities involved in National Referral Mechanism for protection and assistance	
Baseline	2025	0	PMM received 56 referrals for direct assistance mainly from PDMMs during January – December 2024. In line with NAP Strategic Activity 2.3 aimed at NRM strengthening, an increase in referrals for protection assistance is needed through public institutions, civil society.
Target	2029	50	50 per cent of increase in referrals (not less than 84 persons referred) from entities other than PMMs and PDMMs
Target	2030	TBD	*Should there be additional funding available, IOM may extend reach of the impact determined under outcome 2 beyond currently designed two-year programming.*
Outcome indicator (b)		% of VoT that receives coordinated protection services by the NRM entities reporting satisfaction (disaggregated by age, gender and nationality)	
Baseline	2025	0	
Target	2029	60	60 per cent increase from the baseline
Target	2030	TBD	*Should there be additional funding available, IOM may extend reach of the impact determined under outcome 2 beyond currently designed two-year programming.*

4. DIHR

Project Title		**Promoting and Protecting the Human Rights of Migrants in Türkiye and the Western Balkans Migration Governance (Migration Rights TWB)**	
Outcome		**1. Enhanced migration management (including strengthened border management, AVR/R, documentation etc.)**	
Outcome indicator		# of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in the field of migration management	
Baseline	2025	- Migration is often considered and managed through the angle of securitization. - A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches are not sufficiently human rights and gender equality compliant. - Lack of state data on human rights and gender-based violations experienced by migrants, including disaggregated data by specific discriminated categories. - Institutional violence sometimes committed against migrants.	
Target	2030	# of steps taken by migration governance actors to comply with human rights, WPS and gender standards in the field of migration management (exact target to be established during inception phase)	

Output 1		*Capacity development tools and processes for migration governance actors enable them to fulfil their mandate in a human right and gender-compliant manner*
Output 1 indicator		# of HRBA, Gender Equality and WPS curriculum development and ToT interventions
Baseline	2025	- A large portion of international support is directed at capacity development of migration governance actors in the region but the curricula and learning approaches do not sufficiently integrate human rights, gender equality and WPS as central to the learning (both in terms of content and processes). - Migration governance actors in Türkiye (e.g. PMM, Ministry of Interior, and law enforcement authorities) do not integrate HRBA, gender equality and WPS in curricula and learning methodology.

		- Baseline studies will be carried out during the pilot phase to identify the capacity needs among identified migration governance actors to define a more detailed baseline.
Target	2026	- Assessment of existing training curricula and learning approaches has been developed and discussed with migration governance actors, including with The Human Rights and Equality Institution of Türkiye (TIHEK) - Assessment of MEAL capacity and documentation of learning effects on HRBA, gender equality and WPS discussed with migration governance actors.
Target	2027	- To be developed during the pilot phase
Target	2028	- To be developed during the pilot phase
Target	2029	- To be developed during the pilot phase
Target	2030	- HRBA, gender equality and WPS curriculum development and ToT interventions undertaken. - MEAL and documentation of learning effects on HRBA, gender equality and WPS integrated in training methodology.

Output 2		*Human rights, WPS and Gender-based data collection methodology developed with partners in Türkiye and the Western Balkans*
Output indicator		# of human rights, WPS (including SGBV) and gender-based, data collection methodologies developed in Türkiye and the Western Balkans
Baseline	2025	- Limited or no focus on the human rights and gender situation of migrants in existing national data collection methodologies - Baseline studies will be carried out during the pilot phase to identify the capacity and needs of identified actors in Türkiye and the Western Balkans on the collection of disaggregated human rights and gender related data

Target	2026	- In Türkiye, agreements (*foreseen, but subject to further scoping*) between DIHR and:
		  o The Human Rights and Equality Institution of Türkiye (TIHEK) to (1) work on data collection and analysis on migrants and specific discriminated categories in vulnerable situations, thematic studies and research, and migration governance; and (2) work on independent reporting of the situation of migrants, and specific discriminated categories amongst them, in detention.
		  o Exploration of possibilities for collaboration or consultation with additional national partners.
		- In the Western Balkans
		  o A dialogue between DIHR, RMGP programme partners and relevant national and international stakeholders on how the Migration TWB project can complement or add value to existing work on data collection and analysis on migrants and specific discriminated categories in vulnerable situations, thematic studies and research, and / or migration governance. Sources of verification, such as minutes from joint meetings etc, will be established during the inception phase.

Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase.

Output 3	*HRBA, WPS and Gender knowledge and learning to migration management is strengthened across the deliverables of RMGP partners through DIHR's HRBA and gender knowledge hub and support desk.*
Output indicator	# of requests for support received and addressed by the Support Desk # of RMGP working group meetings # of meetings of thematic task forces appointed by the working group

Baseline	2025	- There is lack of coordination and knowledge exchange between international actors working on migration management in Türkiye and the Western Balkans which often creates a siloed, sometimes a competitive, approach to implementation of initiatives and which could easily be influenced by political dynamics in the respective countries. Lack of coordination could also lead to different interpretations on how to introduce human rights, WPS and gender-based approaches. Insufficient MEAL systems are often in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging. - RMGP partners have expressed a need for improved coordination and knowledge exchange on integration of human rights and gender approaches in interventions and for the need to establish a common dialogue platform where human rights and gender challenges can be discussed. - There is also a lack of coordination among RMGP partners on integration of HRBA and Gender in migration related interventions and DIHR has thus identified a need for a HRBA and gender knowledge hub and support desk to be established and operate across the 4 outcomes of this programme. - A comprehensive baseline assessment is needed during the inception phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and gender knowledge hub and support desk.
Target	2026	- The knowledge hub and support desk is operational and is being utilised by the RMGP partners - The RMGP working group is meeting periodically and thematic task forces have been established.
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Output 4		*Identified state actors / migration governance actors have enhanced knowledge and capacity to strengthen internal oversight mechanisms with respect to human rights, WPS and gender equality standards*
Output indicator		# of knowledge exchange events (dialogues, training courses etc.) with state actors and migration governance actors on human rights, WPS and gender equality standards of internal oversight mechanisms # of participants in knowledge exchange events on how to strengthen/establish human rights, WPS and gender based, internal oversight mechanisms
Baseline	2025	- The issue of accountability through internal oversight mechanisms is often a sensitive issue among domestic actors and there is often a reluctance to establish/strengthen such internal oversight mechanisms among state actors both for political reasons but also because of lack of knowledge on how such accountability mechanisms can support the integration of human rights and gender approaches with migration governance actors. - Comprehensive baseline assessment is needed to assess the knowledge and understanding about internal oversight mechanisms among RMPG partners and the capacity and political will among state actors to establish/strengthen such mechanisms.
Target	2026	- Dialogue with RMPG partners and with identified state actors (to be determined) in Türkiye and the Western Balkans on knowledge sharing and exchange of experience on establishing/strengthening human rights-based internal oversight mechanisms. To be documented through minutes from meetings, hub networking, etc.
Target	2027	To be further developed during the pilot phase
Target	2028	To be further developed during the pilot phase

Target	2029	To be further developed during the pilot phase
Target	2030	To be further developed during the pilot phase

Outcome		**2. Enhanced asylum systems and processing**
Outcome indicator		# of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in asylum systems and processing
Baseline	2025	- The Turkish refugee processing agency, the Presidency of Migration Management (PMM), is considered by independent observers to be quite effective; in fact, there is a lot of best practice on refugee processing coming out of Türkiye. Nevertheless, there are some challenges to be addressed. - Asylum systems and processing in the Western Balkans countries are functional but there are challenges that need to be addressed.
Target	2030	# of steps taken by migration governance actors to comply with human rights, WPS and gender principles in asylum systems and processing (exact target and source of verification to be established during inception phase)

Output 1		*Human rights, WPS and gender equality standards are central to the data collection, research, and analysis efforts in relation to asylum systems and processing*
Output indicator		# of dialogues on a human rights-based, WPS and gender approach to design of asylum systems and processing protocols # of participants in dialogues # of updated curricula & learning approaches # of examples of enhanced knowledge and capacity of state actors to strengthen / establish internal accountability and oversight mechanisms
Baseline	2025	Human rights, WPS and gender equality standards are inadequately represented or are missing from asylum systems and processing data collection, research and analysis
Target	2026	- Establishment of facts-based dialogue with relevant actors on a human rights-based, WPS and gender approach to design of asylum systems and processing protocols - Explore with the Human Rights and Equality Institution of Türkiye (TIHEK) establishing a platform to monitor NPM recommendations for the Removal Centres, including the involvement of the Directorate of Migration Management, and other relevant actors.
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Output 2		*HRBA, WPS and Gender knowledge and learning across RMGP partners on asylum systems and processing is strengthened through DIHR's HRBA and gender knowledge hub and support desk*
Output indicator		# of requests for support received in relation to asylum systems and processing workstreams by the knowledge hub and support ´desk # of RMGP working group meetings # of meetings of thematic task force appointed by the working group
Baseline	2025	- There is lack of coordination and knowledge exchange between international actors working on asylum systems and processing in Türkiye and the Western Balkans, which often creates a siloed, sometimes a competitive, approach to implementation of initiatives and which could easily be influenced by political dynamics in the respective countries. Lack of coordination could also lead to different interpretations on how to introduce human rights, WPS and gender-based approaches. MEAL systems may be insufficient making identification of common human rights challenges among international actors challenging.

		- RMGP partners have expressed a need for improved coordination and knowledge exchange on integration of human rights and gender approaches in interventions and for the need to establish a common dialogue platform where human rights and gender challenges can be discussed. - *A comprehensive baseline assessment is needed during the inception phase* to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and gender knowledge hub and support desk.
Target	2026	- The task force/working group is functional and strategy for DIHR HRBA and gender knowledge hub and support desk approved. - Human rights, WPS and gender equality strategy for the DIHR HRBA and gender knowledge hub and support desk is drafted by task force/working group and discussed between the RMGP partners to commit to participation and regular dialogue
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Outcome		3. Enhanced access to labour markets and local integration ('harmonisation')
Outcome indicator		# of steps taken by migration governance and other relevant actors to comply with human rights, WPS and gender equality standards in provision of support to livelihoods, access to labour markets and local integration of migrants.
Baseline	2025	- Some dialogue among national and international stakeholders, including RMGP partners, but insufficient. - Business and human rights perspective is lacking when considering migrants' participation in the labour market and their enjoyment of rights at work and in their everyday lives. - Economic and social rights perspective exists but could be harnessed more effectively as a guiding framework for considering migrants' livelihoods and the harmonisation of migrants in society - Some qualitative data exists but it is insufficient
Target	2030	# of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in provision of support to livelihoods, access to labour markets and local integration of migrants.

Output 1		*Human rights, WPS and gender equality standards are central to the data collection, research, and analysis efforts with respect to migrant livelihoods, labour market participation and local integration*
Output indicator		# qualitative data collection methodologies, # of studies to analyse livelihoods and labour market access from a rights and gender equality perspective at local level # of dialogues, meetings, events with national and / or RMGP partners on human rights, WPS and gender equality in relation to livelihoods, labour market participation and local integration
Baseline	2025	- There is already significant focus in Türkiye on migrant livelihoods and integration (known as 'harmonisation'). There is not so much focus on human rights, WPS and gender equality integration in policy and practices. - A baseline study during the inception phase will map the existing situation in Türkiye and the Western Balkans, including consideration of business and human rights perspective, and identify actions to be prioritised by the project.

Target	2026	- Establishment of facts-based dialogue with relevant actors on a human rights-based, WPS and gender approaches to migrant livelihoods, labour market participation and local integration. - Explore possibility for partnership with the Human Rights and Equality Institution of Türkiye (TIHEK) and / or other national actors to work on thematic studies and research on the contributions of migrants to the labor markets in Türkiye
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Output 2		*HRBA, WPS and Gender knowledge and learning across RMGP partners on migrant livelihoods, labour market participation and local integration is strengthened through DIHR's HRBA and gender knowledge hub and support desk*
Output indicator		# of requests for support received migrant livelihoods, labour market participation and local integration workstreams by the knowledge hub and support desk # of guidance materials produced # of meetings of the RMGP working group # of meetings of thematic task force appointed by the working group
Baseline	2025	- There is lack of coordination and knowledge exchange between international actors working on migrant livelihoods, labour market participation and local integration in Türkiye and the Western Balkans, which often creates a siloed, sometimes a competitive, approach to implementation of initiatives and which could easily be influenced by political dynamics in the respective countries. Lack of coordination could also lead to different interpretations on how to introduce human rights, WPS and gender-based approaches. MEAL systems may be insufficient making identification of common human rights challenges among international actors challenging. - RMGP partners have expressed a need for improved coordination and knowledge exchange on integration of human rights and gender approaches in interventions and for the need to establish a common dialogue platform where human rights and gender challenges can be discussed. - A comprehensive baseline assessment is needed during the inception phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and gender knowledge hub and support desk.
Target	2026	- The RMGP working group is functional and strategy for DIHR HRBA and gender knowledge hub and support desk approved. - Knowledge hub and support desk fully functional and providing regular support to RMGP partners - Working group meetings periodically, as does the thematic task force - Development of guidance materials on improving migrant livelihoods, facilitating labour market access and local integration from a human rights-based, WPS and gender perspective
Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Outcome	**4. Countering migrant smuggling and trafficking**

Outcome indicator		# of steps taken by migration governance and other actors to comply with human rights, WPS and gender equality standards in countering migrant smuggling and trafficking
Baseline	2025	- Türkiye and all Western Balkan countries have ratified the CoE framework convention on Action against Trafficking in Human Beings - In each country, institutional and operational frameworks to counter migrant smuggling and trafficking are well-established - Insufficient / lacking focus by counter-smuggling and trafficking actors on integration of human rights, WPS and gender equality standards.
Target	2030	- Human trafficking is considered through a human rights-based, gender and WPS approach by migration governance actors. Sources of verification, which will be identified during the inception phase, may include e.g. approval of new guiding documents for migration governance actors. - # of steps taken by migration governance actors to comply with human rights, WPS and gender equality standards in countering migrant smuggling and trafficking

Output 1		*Human rights, WPS and gender equality standards are central to the data collection, research, and analysis efforts of antitrafficking bodies*
Output indicator		# of qualitative data collection methodologies developed # of research studies / case studies conducted # of dialogues, knowledge sharing events, courses held # of people participating in dialogues, knowledge sharing events, courses
Baseline	2025	- Insufficient knowledge, including research and case studies, of the human trafficking phenomenon including from a gender perspective and at local level - A comprehensive baseline assessment is needed to identify the needs and capacity of anti-trafficking bodies actors operating in Türkiye and the Western Balkans

Target	2026	- Türkiye:
		   o DIHR has entered into agreement with local partner(s) (e.g., TIHEK) to work on human rights, WPS and gender-based data collection and analysis of victims of trafficking and smuggling
		   o DIHR has explored possible collaboration with the Department of the Protection of Victims of Human Trafficking within the PMM and / or with other anti-trafficking actors in Türkiye
		- Western Balkans:
		   o DIHR has established a dialogue with relevant actors to work on human rights, WPS and gender-based data collection and analysis with respect to victims of trafficking and smuggling

Target	2027	To be developed during the pilot phase
Target	2028	To be developed during the pilot phase
Target	2029	To be developed during the pilot phase
Target	2030	To be developed during the pilot phase

Output 2		*HRBA, WPS and Gender knowledge and learning across RMGP partners on countering human trafficking and smuggling is strengthened through DIHR's HRBA and gender knowledge hub and support Desk*
Output indicator		# of requests for assistance responded to by the knowledge hub and support desk # of RMGB partner working group meetings # of meetings of the RMGP task force responsible for HRBA, WPS and gender knowledge and learning with respect to human trafficking and smuggling
Baseline	2025	- There is a lack of coordination among RMGP partners on integration of HRBA, WPS and gender equality in anti- human trafficking and smuggling initiatives.

		-	Lack of coordination and sharing of information creates a siloed approach which can lead to competition among international actors. Lack of coordination can also lead to different interpretations on how to streamline a human rights-based and gender approach in initiatives. Often, insufficient MEAL systems are in place and limited learning effects are documented which makes identification of common human rights challenges among international actors challenging.
		-	A comprehensive baseline assessment is needed during the pilot phase to establish the needs and strategy to improve coordination and knowledge sharing among RMGP partners and how to set up the HRBA and gender knowledge hub and support desk.
Target	2026	-	The task force/working group is functional and strategy for DIHR HRBA and gender knowledge hub and support desk approved.
		-	Human rights, WPS and gender equality strategy for the DIHR HRBA and gender knowledge hub and support desk is drafted by task force/working group and discussed between the RMGP partners to commit to participation and regular dialogue.
		-	Develop a specific strategy for the HRBA and gender knowledge hub and support desk focused on countering migrant smuggling and trafficking from a human rights-based, WPS and gender perspective.
		-	Establish a dedicated task force within the HRBA and gender knowledge hub and support desk to coordinate efforts and ensure targeted focus on countering smuggling and trafficking
Target	2027	To be developed during the pilot phase	
Target	2028	To be developed during the pilot phase	
Target	2029	To be developed during the pilot phase	
Target	2030	To be developed during the pilot phase	

PMM

To be prepared during March 2025.

An initial results framework has been discussed with PMM. PMM is preparing a detailed framework for a possible support.

Annex 4: Risk Management

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

Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Political					
Further deteriorating human rights and protection environment	Likely	Major	The situation is continuously monitored through national staff and local partners.	There will continue to be a risk even with closer monitoring by implementing partners.	Following the appraisal and the development on ground, in particular in Syria.
Political dynamics or lack of commitment from duty bearers/state actors	Likely	Major	Continuous engagement with state actors; adaptive project planning; seeking support at different government levels	Some delays or incomplete implementation	IP has extensive experience working in challenging implementing environments, adapting strategies accordingly.
Political unrest and instability in Türkiye and the Western Balkans	Possible	Major	Continuous monitoring through national staff and local partners; adapt project activities based on the political climate	Unavoidable delays and adaptations	Bosnia-Herzegovina is considered politically unstable. Türkiye and Serbia are generally stable but political unrest could occur during the project implementation period
State actors in Türkiye or the Western Balkans restrict IP's data collection efforts	Possible	High	Advocacy and negotiation with state actors; seek alternative data sources through international organizations and other relevant actors	Incomplete data sets	Where migration, people smuggling and trafficking are considered primarily through a security lens, there can be resistance to independent data collection
Lack of political will at highest level	Likely	High	Several IPs have a long history of partnership with Türkiye/WB state actors and will seek to find support at middle level management. It will be key to ensure continuous close dialogue and explore agents of change within the state institutions.	There may still be a risk of delays or incomplete implementation of the project.	Changing geopolitical dynamics can further reduce interest in supporting addressing migration problems.
In the Türkiye/WB region, there is continued and increased threats, restrictions on civil society existence and operations, shrinking of political space,	Likely	Major	The situation is continuously monitored through national staff and local partners. Adaptations of the project will be made if necessary and in accordance to the DDD approach as explained above.	The risk response can minimise but not completely eliminate the risk.	The space for civil society and other human rights actors has narrowed in recent years and include amongst others censorship and arrests.

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

			establishing/maintaining feedback and response mechanisms and CwC.		
Environment					
The international public health situation degrades significantly and restrictions on movement are put in place	Likely	Medium	For training-related activities, online and Hybrid formats will be held.	Reduction of interventions.	Resurgence of e.g. COVID
Climate deterioration (drought, floods, etc.) impacting project areas	Possible	Low	Monitor environmental changes; adapt activities to less affected areas	Reduced risk through proactive adaptation	Impact of climate change increasingly experienced in the region
Climate change (deterioration of the environment, climate change and biodiversity with rise in drought, bushfires, floods and decline in rainfall) increases pressures in the countries.	Likely	Medium	Monitoring of the environmental situation through national staff and adaption of activities in challenging areas of interventions.	The residual risk is reduced through adaptive risk response in consideration of the environmental context.	Climate change in the region has resulted in the loss of livelihoods, increase in the animal mortality and malnutrition. Ips are aware of the environmental context and takes it into consideration when programming activities.
Security					
Provision of equipment and trainings to national authorities (such as security services or border management authorities) may be diverted from intended use and enhance capacity of national authorities for repressive measures against migrants (e.g. enhanced surveillance, detention, ill-treatment, refoulement) or against the general population (enhanced surveillance, repressive measures against peaceful protests or human rights defenders).	Medium	Medium	The programme will thoroughly assess and document technical, political, and human rights-related risks as well as consequent monitoring and adhere to the guiding principles of human rights, do-no-harm, gender, a holistic understanding of migration, multi-stakeholder and multi-level approach, partner orientation, regional understanding, and programming. For sensitive procurement cases, as well as in particularly politically sensitive situations, EU and other donors are consulted.	Misappropriation and/or breach on OECD-DAC rules.	
Undue emphasis on national security over protection	Likely	Significant	IPs will draw upon its global expertise to ensure that the required safeguards are in place, maintaining the centrality	IPs will continue to monitor and raise any implementation of the Asylum Law which is contrary to	Ips have had a long-standing relationship with several government bodies and the assessment is

			of protection throughout the transition to government ownership of systems. This will entail a significant focus on capacity-development of key government stakeholders to meet their obligations as signatory of the relevant Conventions, as well as a robust data-sharing agreement	the GoE's commitment to the Refugee Convention.	based on current joint discussions and joint planning with the relevant entities.
Law Enforcement Agencies are involved in human rights violations (e.g., violations of the non-punishment and non-refoulement principles) particularly related to vulnerable migrants and refugees (regular and irregular migration, asylum seekers etc.).	Medium	Medium	Review of the human rights record of potential state partners before the start of new activities. Mainstreaming of victim-sensitive and human rights based approaches through capacity development and training. Close cooperation with IP projects which work on "Prevention and Fight against Trafficking in Human Beings, Better Migration Management and others". In more extreme cases discontinuation of the support for the beneficiary in agreement with the Contracting Authority.	Breach on Human rights.	
Terrorism, transnational organized crime, and border security.	Medium	Medium	Ensure constant liaison and navigate with the governments evolving priorities ensuring that all response to evolving trends address both immediate needs but also long-term objectives		Migration management intersects with broader security concerns, including Terrorism, transnational organised crime, and border security. Evolving trends in illicit activities may push the governments in the region to re-assess their priorities regarding border governance and to focus on a more security-oriented intervention rather that a whole-of government approach to migration management.

Programmatic risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
Coordination Challenges and donor crowding	High	Medium	Putting interagency coordination forward and ensuring the oversight of a solid steering committee that will be accountable not only at country but also at regional level	Reduction of intervention efficiency and effectiveness.	Effective migration management requires whole-of-government coordination and cooperation, which may be difficult to achieve due to bureaucratic silos, interagency rivalries, and differing priorities among ministries and departments that can develop over the years due to changing political landscapes.

Political volatility deprioritises commitment to the implementation of the project	Medium	High	Continuous engagement with the stakeholders, and focus intervention on the technical level, with counterparts being less subject to political changes.	Reduction of intervention efficiency and effectiveness.	
Lack of cooperation between or responsiveness of targeted institutions and staff for capacity building activities.	Likely	Medium	The interventions are designed to be fully modular, allowing the implementation of only those operational activities agreed by competent authorities. Continued dialogue with competent authorities will raise the interest for engagement in less sensitive cooperation areas.	Reduction of intervention efficiency and effectiveness.	
Activities are delayed due to conflicting priorities of the authorities.	Likely	Medium	Given that the interventions are built on authorities' requests and is a follow-up to an existing project. The action will emphasise how the current action aligns with their requests and builds upon the success of the prior initiative	Reduction of intervention efficiency and effectiveness.	
Lack of interest in developing or strengthening internal oversight mechanisms by state actors	Likely	Major	Persistent advocacy; demonstrate benefits through pilot projects	Limited adoption of oversight mechanisms	Historical reluctance of state actors to adopt effective oversight mechanisms
Changes in political and operational environment limiting protection space	Likely	Major	IPs will continue advocacy work to promote access to protection and will continue its support to State institutions to increase response capacity for continuation of inclusive policies. IPs will continue to promote access to justice by refugees to support access to legal remedies and will expand its legal assistance provision for registered refugees.	The reduction of the protection space for refugees and asylum-seekers might occur. If the regional geopolitical situation worsen, with conflicts and human rights violations escalating in neighbouring countries, a mounting pressure on Türkiye's border with new influx of population, compounded by the continued politicization of the refugee-related issues and anti-refugee sentiments expressed by the public opinion, might push the authorities to implement more restrictive policies vis-à-vis people seeking international protection in Türkiye, and to	During recent years, the social and economic pressure of hosting a large refugee population for such an extended period of time, further impacted by the February 2023 massive earthquakes, rising food costs, lower incomes, and increasing unemployment, resulted in overstretched service delivery and in public debates on the perceived burden of refugees on the national economy, particularly following the heated political debate and politicization of refugees during the electoral period. Consequently, the Government of Türkiye adopted a progressively stricter approach in 2022 towards persons under international and temporary protection. At the same time, there are reports that access to international protection procedures in Türkiye has become more difficult. In 2023, Türkiye enhanced its efforts to fight irregular migration across the country in addition to its efforts to prevent irregular crossings at the borders.

				interpret legal norms in a narrow fashion.	
Liaising with non-state actors hindered by political or security reasons	Likely	High	Engage with a broad spectrum of actors; ensure confidentiality and security in cooperation	Reduced contact with non-state actors	Political challenges in Türkiye have historically affected CSO engagement.
Monitoring/Learning/Evaluation - Partners do not take ownership of the project, do not adhere to its objectives, and do not dedicate sufficient resources. This might take the form of making last-minute requests to change important key activities threatening the impact of the project.	Unlikely	Major	The start of the project will involve an inception phase where discussions with potential partners about their priorities, and more in-depth consultations will be held, based on which a final results framework will be presented to the MFA. This thus ensures that the work will be both strategic and responsive. A clear and accepted distribution of the roles and responsibilities as well as IPs local presence will further minimise this risk.	Major restructuring or strategic changes in especially state institution partners could affect the commitment to work on agreed activities.	As IPs many years of experience working in partnerships with both state and non-state institutions, the risks are not assessed to be very high.
Lack of incentive from international partners funding migration control to include a HRBA to migration	Likely	high	In its fundraising strategy IPs will incentivise all main international partners to apply their respective HRBA policies in the field of migration management		
RMGP partners or other relevant actors unwilling or unable to share data or engage	Likely	Major	Develop clear data-sharing agreements; engage in persistent dialogue and capacity development efforts	Limited data availability and engagement	Previous reluctance from international actors to share data or participate in training
Lack of incentive for RMGP partners to apply HRBA in migration management	Likely	High	Advocacy for HRBA integration; highlighting benefits of HRBA in project outcomes	Moderate lack of adoption of HRBA	Historical challenges in integrating HRBA with migration control measures
Limited effectiveness of HRBA and Gender Support Desk due to hesitance and lack of cooperation from RMGP partners	Unlikely	Medium	Establishing a flexible support mechanism to adapt to RMGP dynamics; fostering relationships with IPs.	Reduced effectiveness in some areas; Moderate lack of integration of HRBA and Gender.	Hesitance and lack of cooperation by RMGP partners can limit the impact of human rights and gender initiatives, requiring adaptable support mechanisms.
Poor data protection standards	Possible	Significant	Ensure capacity building of government counterparts at the outset on IPs General Policy on Personal Data Protection and Privacy as well as data protection laws and	Individual refugee data will not be kept confidential leading to serious protection risks for refugee and asylum seekers; loss of trust in the asylum system	IPs to continue to advocate for entering in to a data sharing agreement within Türkiye/WB and to underscore criticality of data protection principles as a key protection safeguard

			compliance on the same including by ensuring staff sign an undertaking to abide by such policies.	including by refugees as well as donors.	
Lack of sustained capacity building	Possible	Significant	Ensure IPs are capacitated to support the transition by advocating for the Türkiye/WB to enter into a multi-year interministerial transition plan during which IPs can carry out sustained capacity building activities including by seconding staff or having staff seconded to IPs and with clear benchmarks and safeguards so IPs can carry out its supervisory authority. To that end, galvanize multi-party and multi-level advocacy to ensure that IPs is capacitated to support the transition to government assumption of responsibility including by key donor counterparts and partners.	Negative impact on the protection space in Türkiye/WB, thus forcing individuals to resort to harmful coping mechanisms which risks influencing further onward movements as without stability in Egypt–refugees and asylum seekers will be compelled to undertake the perilous journey onward to find stability.	IPs to underscore the criticality of ensuring they are involved in a transition plan.
Livelihood - Mismatch between and training and market needs	Likely	Moderate	IPs with its partners will regularly conduct labor market assessments to ensure that training programs are responsive to job market needs and engage with local businesses and industries to tailor training programs that meet their employment criteria, especially in to align with criteria in third countries.	Lack of employment opportunities in the local market and inadequate third country solutions could still hinder the progress.	IPs to continue to advocate for self-reliance opportunities within Türkiye/WB and explore complementary pathways.
Livelihood - Refugees and asylum seekers drop out of the programs	Possible	Moderate	A robust and solid identification and profiling system is implemented to ensure all candidates selected for self-reliance programs have undergone several interviews, demonstrated their readiness to engage in training or work opportunities and will include a trial period before further investment is made.	Unforeseen circumstances and external events affecting their ability to effectively attend and achieve their objectives.	Through individual follow up with refugees, IPs and its partners will take all necessary measures to identify gaps and challenges they face and to address them to the best possible extent.

Institutional and reputational risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment

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

well as close connections with the political elites can give it a political/economic power, which can enable them to influence LEAs. Corrupt leadership personnel in the LEAs and the relevant ministries can interfere in and impede investigations (e.g., by transferring effective investigators/ prosecutors), particularly if they target the OCG – political elite nexus. Corrupt staff members can further share investigation related information with OCG networks, putting the investigation success at risk and potentially endangering witnesses/ whistle blowers.			insights into the work and personnel processes of the partners. In this way, the action can potentially increase the transparency over potential corruption related to investigations to build up political pressure, particularly in cooperation with the donor community. Furthermore, the programme also works on improving the adherence to professional standards. Member States embassies, as well as EUDs, will be more systematically involved in the visibility strategy and the political communication with the partners. The mentoring approach also allows the partner organisations to identify and strengthen change agents in a targeted manner, thereby promoting institutional change from below.		
Conduct of law enforcement agencies benefitting from the programme result in human rights violations	Possible	Medium	Funds can be redirected to areas across the region where activities and interventions can be implemented.		

Annex 5: Budget Details

The following detailed budgets are presented below:

- UNHCR
- GIZ/EU4FAST
- DIHR
- IOM

All four IPs have inserted the following text in their proposals:

Support through the RMGP-TWB must be compliant with OECD DAC criteria (*https://www.oecd.org/en/topics/sub-issues/oda-eligibility-and-conditions.html*) to qualify as Official Development Assistance (ODA).

The lead implementing partner GIZ is knowledgeable about the DAC criteria for application of ODA.

The funds allocated to the IP has the purpose to build the capacity of developing countries in migration strategies and policy development with the aim of protecting migrants, and the allocated funds DO NOT support border authorities with the aim of restricting migration, including support to the return of 'third country nationals' who have been rejected as well as border control, and security of the EU's external borders (which is not ODA-eligible according to the OECD DAC criterion 4) as well as OECD DAC Casebook on Migration cases 2, 3, 4, 6, 7 and 8).

1. UNHCR

Outcome and Outputs	BUDGET					
	DKK					
	2025**	2026	2027	2028	2029	2030***
Outcome 1: People seeking international protection are registered and documented in an efficient, timely, and quality manner						
Output 1: PMM and PDMMs, strengthen their capacity, enabling quality and timely registration and documentation.	3,726,070	8,942,545	8,942,545	8,942,545	8,942,545	5,216,471
Sub total	**3,726,070**	**8,942,545**	**8,942,545**	**8,942,545**	**8,942,545**	**5,216,471**
MEAL Cost - 5%	186,304	447,127	447,127	447,127	447,127	260,824
Total direct cost	**3,912,374**	**9,389,672**	**9,389,672**	**9,389,672**	**9,389,672**	**5,477,295**
Indirect Support costs – 6.5%	254,304	610,329	610,329	610,329	610,329	356,024
TOTAL	4,166,678	10,000,001	10,000,001	10,000,001	10,000,001	5,833,319
				GRAND TOTAL DKK	44,166,679	50,000,000
* The exchange rate used is 7.158 (UN rate 31 December 2024) Note**: please note that 2025 is August to December (5 months) Note***: please note that 2029 is January to July (7 months)						

UNHCR was also invited to prepare an item based budget. However, UNHCR has suggested that previous agreements with Denmark allow for only presenting an outcome-based budget.

In order to follow our budget structure allowing efficient reporting, UNHCR suggests proceeding with the same approach as done with (support to the RMGP Mediterranean), i.e. presenting the budget at the outcome/output levels. This policy reflects the Grand Bargain commitments and has been discussed and endorsed by Denmark in the previous contracts with UNHCR.

It could be discussed to prepare an output based budget during the inception phase.

2. GIZ

GIZ/EU4FAST: Denmark's contribution to EU4FAST; Item-based project

GIZ Budget lines		All amounts in EUROS, totals in DKK			
			2025 (6M)	2026 (12M)	2027 (5M)
1.1&1.2	Salaries incl. ZAS	660.500,00	172.304,35	344.608,70	143.586,96
1.3	Consultants	494.299,72	128.947,75	257.895,51	107.456,46
2.	Travel of Personnel	444.578,32	115.976,95	231.953,91	96.647,46
6.	Events, conference, seminars	1.502.680,00	392.003,48	784.006,96	326.669,57
6.	Installation, Infrastructure	195.000,00	50.869,57	101.739,13	42.391,30
3.	Equipment, ICT, software	154.158,88	40.215,36	80.430,72	33.512,80
4.	Financing Agreements and Contributions	1.470.000,00	383.478,26	766.956,52	319.565,22
1.1,1.3, 2., 6.	MEAL (gross 234.298)	218.970,00	57.122,61	114.245,22	47.602,17
8-13.	Administrative Overheads	359.813,08	93.864,28	187.728,57	78.220,24
	Total EUR	**5.500.000,00**	**1.434.782,61**	**2.869.565,22**	**1.195.652,17**
	Total DKK	**41.030.000,00**	**10.703.478,27**	**21.406.956,54**	**8.919.565,19**

Output-based budget for GIZ/EU4FAST:

	Direct Cost (Net)	Overheads 7%	incl. Overheads (Gross)	2025 (6M)	2026 (12M)	2027 (5M)
Output 1	1.812.079	126.846	1.938.925	505.807	1.011.613	421.505
Output 2	1.587.079	111.096	1.698.175	443.002	886.004	369.168
Output 3	921.238	64.487	985.725	257.146	514.291	214.288
Output 4	819.790	57.385	877.175	228.828	457.656	190.690
Total EUR	**5.140.186**	**359.813**	**5.500.000**	**1.434.782**	**2.869.565**	**1.195.652**
Total DKK			**41.030.000,00**	**10.703.478,27**	**21.406.956,54**	**8.919.565,19**

Outputs 1-4 correspond to the EU4FAST outputs. The same outputs also contribute to the outcome 4 in the RMGP-TWB.

EU4FAST is currently exploring the possibility for an additional output 5. Once formulated, with corresponding results and indicators and approved by the other donors supporting EU4FAST, Denmark may be able to support this.

A potential output 5 is designed to consolidate a comprehensive strategy that addresses the critical gaps and deficiencies faced by beneficiaries in combating illicit financial flows. This initiative aims to enhance the capacity of national and regional actors to effectively counter migrant smuggling, human trafficking, and other forms of organized cross-border crime through embedding a "follow the money approach". In the Western Balkans, criminal networks are notorious for their poly-criminal activities, which include migrant smuggling, human trafficking, drug and firearms trafficking, fraud, document forgery, and money laundering. Profit is the driving force behind these operations, making illicit financial flows a crucial component of their criminal organisations. As is the case with the criminal organisations that do not know borders, the same applies for criminal profits, they can be transferred very fast across the globe.

To disrupt these networks effectively requires adopting a "follow-the-money" approach. By targeting their financial resources through enhanced anti-money laundering (AML) measures, via robust prevention strategies, improved intelligence gathering efforts, multi-agency led financial investigations and confiscation of assets, can significantly cripple criminal networks' operational capacity. The methodological approach incorporates development perspectives, meaning that policy and operational measures must avoid unintended harm to countries, societies and people, ensuring they contribute positively to development outcomes.

3. Danish Institute of Human Rights

RMGP - TWB 2025-2030 - Budget on outcomes and outputs

Budget in DKK (million)	Total	2025	2026	2027	2028	2029	2030
Türkiye	**8,00**	**0,77**	**1,59**	**1,58**	**1,59**	**1,61**	**0,87**
Outcome 1	-	-	-	-	-	-	-
Output 1	1,07	0,10	0,22	0,20	0,22	0,21	0,13
Output 2	0,99	0,09	0,20	0,20	0,19	0,21	0,10
Output 3	0,99	0,11	0,20	0,19	0,19	0,21	0,10
Output 4	1,00	0,09	0,18	0,20	0,21	0,21	0,11
Total Outcome 1	**4,05**	**0,39**	**0,80**	**0,79**	**0,80**	**0,83**	**0,44**
Outcome 2	-	-	-	-	-	-	-
Output 1	0,67	0,06	0,13	0,14	0,12	0,14	0,08
Output 2	0,65	0,06	0,13	0,12	0,14	0,12	0,08
Total Outcome 2	**1,33**	**0,12**	**0,27**	**0,26**	**0,26**	**0,26**	**0,16**
Outcome 3	-	-	-	-	-	-	-
Output 1	0,67	0,07	0,13	0,14	0,14	0,12	0,06
Output 2	0,66	0,06	0,14	0,14	0,12	0,12	0,08
Total Outcome 3	**1,33**	**0,13**	**0,27**	**0,27**	**0,26**	**0,25**	**0,14**
Outcome 4	-	-	-	-	-	-	-
Output 1	0,66	0,06	0,14	0,12	0,14	0,14	0,06
Output 2	0,64	0,08	0,12	0,14	0,12	0,12	0,06
Total Outcome 4	**1,30**	**0,13**	**0,25**	**0,26**	**0,26**	**0,27**	**0,13**
West Balkan	**8,00**	**0,77**	**1,52**	**1,56**	**1,59**	**1,58**	**0,98**
Outcome 1	-	-	-	-	-	-	-
Output 1	1,07	0,10	0,20	0,22	0,20	0,22	0,13
Output 2	0,99	0,08	0,20	0,19	0,21	0,19	0,13
Output 3	0,99	0,08	0,18	0,20	0,21	0,21	0,11
Output 4	0,99	0,08	0,20	0,19	0,21	0,19	0,13
Total Outcome 1	**4,05**	**0,34**	**0,77**	**0,79**	**0,82**	**0,82**	**0,50**
Outcome 2	-	-	-	-	-	-	-
Output 1	0,66	0,08	0,12	0,13	0,12	0,14	0,07
Output 2	0,66	0,08	0,12	0,12	0,14	0,12	0,09
Total Outcome 2	**1,32**	**0,16**	**0,23**	**0,25**	**0,26**	**0,26**	**0,16**
Outcome 3	-	-	-	-	-	-	-
Output 1	0,66	0,08	0,12	0,13	0,12	0,14	0,07
Output 2	0,67	0,06	0,13	0,13	0,14	0,12	0,09
Total Outcome 3	**1,33**	**0,14**	**0,25**	**0,27**	**0,26**	**0,26**	**0,16**
Outcome 4	-	-	-	-	-	-	-
Output 1	0,66	0,06	0,13	0,13	0,12	0,12	0,09
Output 2	0,64	0,06	0,13	0,12	0,14	0,12	0,07
Total Outcome 4	**1,30**	**0,12**	**0,26**	**0,25**	**0,26**	**0,24**	**0,16**
Unallocated Funds	**1,76**	**0,19**	**0,32**	**0,34**	**0,35**	**0,35**	**0,21**
MEAL	**0,93**	**0,09**	**0,18**	**0,18**	**0,19**	**0,19**	**0,10**
Administrative Overhead	**1,31**	**0,13**	**0,25**	**0,26**	**0,26**	**0,26**	**0,15**
Total Budget	**20,00**	**1,95**	**3,86**	**3,93**	**3,97**	**3,99**	**2,31**

RMGP - TWB 2025-2030 - budget on items

Budget in DKK (million)	Total	2025	2026	2027	2028	2029	2030
Türkiye	**8,00**	**0,77**	**1,59**	**1,58**	**1,59**	**1,61**	**0,87**
Salaries	5,14	0,49	0,99	1,02	1,04	1,06	0,55
Consultants	0,78	0,08	0,16	0,16	0,16	0,16	0,08
Travel	0,54	0,05	0,14	0,10	0,09	0,09	0,09
Events, conferences, seminars	1,45	0,14	0,29	0,29	0,29	0,29	0,14
Other recurrent expenditure	0,08	-	0,02	0,02	0,02	0,02	0,02
Equipment, ICT, software	0,01	0,01	-	-	-	-	-
West Balkan	**8,00**	**0,77**	**1,52**	**1,56**	**1,59**	**1,58**	**0,98**
Salaries	5,18	0,49	1,00	1,02	1,05	1,07	0,55
Consultants	0,78	0,07	0,14	0,15	0,15	0,15	0,12
Travel	0,51	0,07	0,09	0,10	0,10	0,07	0,09
Events, conferences, seminars	1,45	0,14	0,27	0,28	0,28	0,28	0,21
Other recurrent expenditure	0,08	-	0,02	0,02	0,02	0,02	0,02
Unallocated funds	**1,76**	**0,19**	**0,32**	**0,34**	**0,35**	**0,35**	**0,21**
Salaries	0,74	0,07	0,14	0,14	0,15	0,15	0,08
Consultants	0,36	0,04	0,06	0,07	0,07	0,07	0,04
Events, conferences, seminars	0,67	0,08	0,11	0,13	0,13	0,13	0,08
MEAL	**0,93**	**0,09**	**0,18**	**0,18**	**0,19**	**0,19**	**0,10**
MEAL	0,93	0,09	0,18	0,18	0,19	0,19	0,10
Administrative overhead	**1,31**	**0,13**	**0,25**	**0,26**	**0,26**	**0,26**	**0,15**
Total budget	**20,00**	**1,95**	**3,86**	**3,93**	**3,97**	**3,99**	**2,31**

4. IOM

User field 2 WBS element (SSP Code)	SSP Description	Unit	Nr. of Units	Unit Cost	Sub-total
S&O					13.627.296
WB Output 1.1	WB OUTPUT 1.1				6.323.114
WB Output 2.1	WB OUTPUT 1.2				6.014.546
TK Output 1.1	TK Output 1.1				2.855.353
TK Output 1.2	TK Output 1.2				7.196.604
TK Output 2.1	TK Output 2.1				1.682.967
TK Output 2.2	TK Output 2.2				3.864.004
MEAL	MEAL				2.361.350
IOM institutional OH (7%)					**3.074.766**
TOTAL COSTS:					**47.000.000**

Regional Migration Governance Programme – Focus on Western Balkans and Republic of Türkiye
Prepared by Danish MFA based on preliminary inputs from IOM. Figures will be adjusted during the inception phase.
Regional

	2025		2026		2027		2028		2029		2030		TOTAL budget
	DKK		DKK		DKK		DKK		DKK		DKK		DKK
Salaries	DKK	1.027.965	DKK	3.083.894	DKK	2.732.611	DKK	2.030.053	DKK	1.353.369	DKK	-	DKK	10.227.893
Consultants*	DKK	220.172	DKK	795.695	DKK	669.227	DKK	226.490	DKK	34.892	DKK	-	DKK	1.946.476
Travel	DKK	537.855	DKK	1.945.076	DKK	1.586.233	DKK	504.110	DKK	96.137	DKK	-	DKK	4.669.410
Events, conferences/seminars, trainings**	DKK	1.602.854	DKK	7.397.123	DKK	7.156.253	DKK	4.045.788	DKK	1.118.684	DKK	-	DKK	21.320.701
Other recurrent expenditure***	DKK	405.431	DKK	1.216.294	DKK	971.992	DKK	483.412	DKK	322.274	DKK	-	DKK	3.399.403
Equipment, ICT, software****	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-
Installations, infrastructure	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-
MEAL	DKK	272.724	DKK	818.171	DKK	666.282	DKK	362.503	DKK	241.670	DKK	-	DKK	2.361.350
Administrative overhead (7% of total direct costs)	DKK	284.690	DKK	1.067.938	DKK	964.782	DKK	535.665	DKK	221.692	DKK	-	DKK	3.074.766
Unallocated	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-	DKK	-
Total budget	DKK	4.351.691	DKK	16.324.191	DKK	14.747.380	DKK	8.188.020	DKK	3.388.717	DKK	-	DKK	47.000.000

In tables 6.1 and 6.2 in the programme document IOM and Danida have distributed costs to S&O (Staff and Office), MEAL and IOM Institutional Overhead to the outcomes by calculating the relative weight of direct expenditure on outcomes and years and applying these weights to the indirect expenditure.

5.   PMM

<mark>**PENDING PMM INPUTS.**</mark>

Annex 6: List of Supplementary Materials

Draft project documents for four Implementing Partners are available on request.

Annex 7: Plan for Communication of Results

Plan for Communication of Results (to be updated)

Communication of results is an important aspect of the RMGP-TWB 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].

Since RMGP-TWB is one of a total of four inter-related migration programmes being implemented under a common chapeau and administrative arrangements the communication plan will likely include common elements and elements specific to RMGP-TWB. Moreover, it may be relevant to synchronize the timing of communication plans in order to reinforce common messaging on results and impact.

The communication plan should focus on:

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

• Target groups [which should be targeted]

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

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

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

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

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

Draft Annex 1 Annual Communication Plan – key events

Name of project	
Administrative partner	
Key commercial partner	
Project country	

MFA file number	

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

Annex 8: Process Action Plan for Implementation

Action/product	Deadlines	Responsible/involved Person and unit	Comment/status
Program formulation			
Kick-off of the assignment	September 16	UIM, MFA, FT	Completed
Desk analysis and meetings in Copenhagen	September 16 – 30	MFA, FT	
Submission of Mission Preparation Note	September 23	FT	Brussels, Malta, Egypt, Tunisia
Mission to Türkiye	October 6 - 11	FT	Completed
Mission to Western Balkans	October 20 - 29	FT	Completed
Further interviews, follow up with partners, analysis and write-up	October 29 – November 22		Completed
Technical meeting regarding GiZ WB project and validation	November 18-21	GiZ	Completed
Debriefing Scoping report	November 22	UIM, MFA, FT	Completed
Draft Scoping report	November 26	MIGSTAB, FT	Completed
Comments draft Scoping report	November 30	MFA, UIM	Completed
Submission final Scoping report	December 3	MIGSTAB, FT	Completed
Meeting PMM in Ankara	December	RDE Ankara	Completed
Meeting PMM in Ankara, GIZ Sarajevo	January, 2025	FT	Completed
Validation meeting with individual pre-selected partners and preparation of Project documents (DK, TWB)	January, 2025	FT	
Preparation of draft Program document and project documents	January, 2025	FT	
Final Draft programme document and final drafts of underlying project documents	Primo February	FT	
Final programme document and detailed project documents approved by MIGSTAB and ready for MFA appraisal	Medio February, 2025	MIGSTAB	
Submission of Final draft programme document to Programme Committee (PC)	February 25, 2025	MIGSTAB, PC	
Programme Committee meeting	March	MTF/MIGSTAB and PC	
Appraisal start	March	LEARNING	
Appraisal draft report	April	LEARNING	
Appraisal final report	May	LEARNING	
Revise final report on basis of appraisal comments	May	MTF/MIGSTAB	
Finalisation of programme after appraisal and PC	May-June, 2025	MIGSTAB	

Submission of documents to UPR	May 2025	Consultant team and MTF/MIGSTAB	
UPR meeting	June 2025	MTF/MIGSTAB	
Approval by Minister of Foreign Affairs	June 2025	MTF/MIGSTAB	
Program implementation			
Preparation of Operations Manual	July 2025	MIGSTAB	
Inception report by IP's - Update of results frameworks	January 2026	IP's/MIGSTAB	
Inception Review and Value for Money analysis	March 2026	MIGSTAB	
Reporting by IP's - Budget monitoring report for 1st semester - Disbursement request for 2nd semester	January 2026	IP's/MIGSTAB	
Analysis of Disbursement request and disbursement	January 2026	MIGSTAB CFO	
IP Budget monitoring report previous year and disbursement request	January 2026-2030	IP's/MIGSTAB	
Analysis of Disbursement request and disbursement	January 2026-2030	MIGSTAB CFO	
IP Narrative report previous year	April 2026-2030	IP's/MIGSTAB	
RMGP-MED Steering Committee	May 2025-2030	MFA/UIM/MIGSTAB	
Mid-term Review	January - June 2027	MFA/UIM/MIGSTAB	
IP Audited financial statements for previous year, disbursement request	June 2026-2031	IP's/MIGSTAB	
Analysis of accounts, disbursement request and disbursement	July 2026-2030	MIGSTAB CFO	
IP update of next years work plan, budget	September 2026-2030	IP's/MIGSTAB	
RMGP-TWB Steering Committee	October 2025-2030	MFA/UIM/MIGSTAB	
Country Steering Committees	October 2025-2030	IP's/MIGSTAB/Beneficiary countries	
IP draft final completion report	November 2030	IP's/MIGSTAB	
IP final completion report	May 2031	IP's/MIGSTAB	

Annex 9: Quality Assurance Checklist

Title of Programme	Regional Migration Governance Programme (RMPG) 2025-2030
Public 360 File number	24/xx
Appraisal report date	xx.xx.2025
Council for Development Policy meeting date	

Summary of possible recommendations not followed (to be filled in by the responsible unit)	
Overall conclusion of the appraisal	

Recommendations by the appraisal team	Follow up by the responsible unit
Programme Level:	
Programmatic aspects	
Management and budget	

Project Level	
PMM	
UNHCR	
IOM	
GIZ	
DIHR	

I hereby confirm that the appraisal team has identified the above-mentioned issues and provided the corresponding recommendations as stated above to be addressed properly in the follow-up to the appraisal.

Signed in……………………………….. on the ……..……………..……

XX

Appraisal Team leader/LEARNING representative

I hereby confirm that the responsible unit has undertaken the follow-up activities as stated above. In cases where appraisal recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in……………..……………….on the…………………………

Head of MIGSTAB

ANNEX 10: Terms of Reference Steering Committees

Terms of Reference for the RMGP-TWB Steering Committee

1. Background

Management and coordination of overall RMGP-TWB activities will be overseen by a RMGP-TWB Steering Committee (SC) with participation of UIM, MFA and the Migration Task Force[55].. The SC will meet bi-annually. The purview of the SC will include overseeing all Danish migration related interventions at country and regional level funded under the RMGP-TWB

The RPMG-TWB SC is the formal mechanism for strategic dialogue and joint decision-making concerning the RMGP-TWB 2025-2030 between of UIM, MFA and the Migration Task Force.

Interventions at the country level and regional level are overseen by a Country/Regional SC. The MIGSTAB portfolio management unit will act as secretariat for all SCs. Participation in the Country/Regional level SCs will include representatives of the partner countries, the relevant RDE, the Migration Task Force, IPs, and possible Danish funded advisor(s). It is proposed that the Country/Regional SC will meet annually and oversee the coordination of strategic priorities at country level, monitoring, learning and follow-up. The Country/Regional SC will be vested with authority by the RMGP-TWB to take decisions within areas to be defined during the inception phase where ToR for the Country/Regional SC will be approved by the RMGP-TWB SC.

2. Mandate and scope

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

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

The mandate of the SC includes approval of annual workplans, progress reports and completion reports and decisions regarding major implementation issues (such as study tours, major events and principles for use of technical experts and short-term consultants). The SC should also monitor the overall budget

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

execution and can provide recommendations on budget revisions (including proposals for use of unallocated funds).

3. Programme Manager and Secretariat

The MIGSTAB portfolio management unit is established in MIGSTAB by pooling existing relevant resources in Copenhagen, including the Migration Task Force, the development expert and TILSKUD financial management expert, and will serve as secretariat to the RMGP-TWB SC. A RMGP-TWB Programme Manager will be appointed to coordinate/lead work and provide advice on migration related issues.

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

4. Composition

Members of the SC are:

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

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

5. Specific tasks of the RMGP-TWB SC comprise:

- Strategic dialogue and decisions in relation to strengthening the overall strategic impact of the three Programmes "capacity and dialogue on returns and readmissions" "whole of route") and RPMG-TWB.
- Delegation of authority to Country/Regional SCs and approval of their ToR
- Cross Programme cooperation (including options for synergies in relation to broader cooperation)
- Dialogue about major developments in the countries/region to ensure continued coherence between the programme development and the programme support.
- Decision on principles, procedures and structure for the operational management of programme/project activities
- Ensure follow up on MEAL reporting.

- Decisions concerning pivotal deviations from the programme/project documents.
- Approval of documents presented by programme management. These include annual work plans, revised semi-annual plans, progress reports, technical reports and other deliverables from service providers etc. The documents must be presented by the programme management in a brief, concise and executive form to facilitate the strategic decision making by the SC
- Monitoring of overall progress of the RPMG-TWB project with a special focus on outcome and output indicators, delays, problems, bottlenecks and possible significant changes in assumptions and risks.
- Monitoring of development in budget execution
- Assess lessons learned and discuss results of the programme before the confirm to inform both potential new phases of the project and a Completion Report.

6. Working procedures

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

- The Programme Manager will ensure that programming and programme implementation are responding to changes in the regular and irregular migration patterns and routes and will prepare proposals for programme response to such changes.