

**Ministry of Foreign Affairs – Department for Migration, Peace and Stabilisation, MIGSTAB**

**Meeting in the Council for Development Policy on 31 October 2024**

Agenda Item No. 10

- 1. Overall purpose:** *For discussion and recommendation to the Minister*
- 2. Title:** Programme related to return, readmission and reintegration
- 3. Amount:** DKK 430 million (2024-2029)
- 4. Presentation for Programme Committee:** 18 June 2024
- 5. Previous Danish support presented to UPR:** No, this is the first presentation to UPR

# CAPACITY – The Danish Migration Management Programme (2024-2029)

<p><b>Key results:</b> The key results of the programme are 1) to contribute to strengthened capacities of countries of origin to manage migration challenges in line with international standards, and 2) to contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.</p> <p><b>Justification for support:</b> The programme responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration. The programme positions Denmark to play a leading role in the use of development assistance to support longer-term, more sustainable approach to programming addressing migration challenges, and particularly in relation to migration management, as well as returns, readmission and sustainable reintegration.</p> <p><b>Major risks and challenges:</b> The main risks concern the scale of the challenges when compared to the funding available, exacerbated by a lack of collaboration within the priority or country of origin in relation to migration management capacities, systems, and policy frameworks. Other risks include the potential for negative conduct of law enforcement agencies benefitting from certain components within the programme. This is mitigated by a strong human rights and HRBA focus across the programme.</p>	<b>File No.</b>	24/13275									
	<b>Country</b>	Based on continuous assessment; among others expected to include Nigeria, Somalia, and Iraq.									
	<b>Responsible Unit</b>	MIGSTAB									
	<b>Sector</b>	15190 Facilitation of orderly, safe, regular and responsible migration and mobility									
	<i>DKK million</i>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>Total</b>			
	<b>Commitment</b>	100	110	110	110	0	0	430			
	<b>Projected</b>	60	62,5	84	82,5	82,5	58,5	430			
	<b>Duration</b>	11/2024 – 11/2029 (5 years)									
	<b>Finance Act</b>	§06.32.10.13									
	<b>Head of unit</b>	Nicolaj A. Hejberg Petersen									
<b>Desk officer</b>	Andrea Bruhn Bové										
<b>Reviewed by</b>	YES: Antonio Ugaz-Simonsen										
<b>Relevant SDGs</b> [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 objective of the programme is to contribute to strengthened capacity and cooperation on migration management, including on return, readmission and sustainable reintegration in line with international human rights standards. The programme has two specific objectives (SOs), each with a number of outcomes, that distinguish between a) the capacities, structures and systems necessary for efficient and rights-based migration management (this could include identity documents, e-systems, physical infrastructure etc.) and b) supportive arrangements relating specifically to return, readmission and reintegration (which could include protection and referrals).

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

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

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

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
<b>IOM</b>	0	0	0	0
<b>ICMPD</b>	0	0	0	0
<b>Total green budget (DKK)</b>	0	0	0	0

Project 1 :	IOM	Total thematic budget: million
Outcome 1: National Capacities for Migration Management		46,6
Outcome 2: Dialogue, Partnership and Coordination for better Migration Management		21,0
Outcome 3: Structures and Capacities for Rights-based Return, Readmission and Sustainable Reintegration		14,8
Operation and administration		75,4
Unallocated		1,95
Overhead and audit		11,0
<b>Total</b>		<b>170,75</b>

Project 2 :	ICMPD	Total thematic budget: million
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Outcome 1: National Capacities for Migration Management		55,6
Outcome 2: Dialogue, Partnership and Coordination for better Migration Management		72,9
Operation and administration		15,6
Unallocated		15,35
Overhead and audit		11,3
Total		170,75

<b>Project 3 (engagement as defined in FMI):</b>	<b>Unknow</b>	<b>Total thematic budget: [mill.]</b>
Reviews, evaluation etc.		2,5
Unallocated		86
Total		88,5
	<b>Program</b>	Budget for Programme Support
	<b>Total</b>	430

**Programme Document**  
**CAPACITY - The Danish Migration Management**  
**Programme**  
**2024-2029**

**Final draft**  
**14 October 2024**

## Abbreviations

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

UN  
UIM

United Nations  
Ministry of Immigration and Integration

## Table of contents

1	Introduction .....	6
2	Joint Strategic Framework for the Danish Portfolio of Migration Programmes .....	6
3	Context, strategic considerations, rationale, and justification .....	8
3.1	Overall rationale and justification.....	8
3.2	Context .....	9
3.3	Strategic framework.....	11
3.3.1	International policies .....	11
3.3.2	ODA Eligibility.....	13
3.3.3	Danish policies and strategies .....	13
3.4	Past results and lessons learned .....	14
2.5	Selection of partners .....	17
2.6	Aid effectiveness .....	18
3.5	Justification according to the DAC criteria.....	19
3.6	Alignment with cross-cutting priorities .....	20
4	Programme Objective .....	21
5	Theory of change and key assumptions .....	22
6	Summary of the results framework.....	24
6.1	Short summary of indicative projects .....	25
7	Inputs/budget .....	29
7.1	Arrangements for use of funding to IOM and ICMPD .....	29
7.2	Arrangements for use of unallocated funding .....	29
8	Institutional and Management arrangements .....	30
8.1	Organisational set-up.....	30
8.2	Inception phase .....	32
8.3	Approach to adaptive management.....	32
8.4	Monitoring, evaluation, accountability, and learning.....	33
8.5	Mid-Term Review .....	35
8.6	Communication of results .....	36
9	Financial management, planning and reporting.....	36
10	Risk Management .....	37
11	Closure .....	37
11.1	Exit strategies.....	38
	ANNEX 1: CONTEXT ANALYSIS .....	39

ANNEX 2: PARTNER ASSESSMENT .....	49
<b>Brief presentation of partner</b> .....	49
<b>Summary of key partner features</b> .....	0
<b>Summary of key partner features</b> .....	1
ANNEX 3: THEORY OF CHANGE, RESULTS FRAMEWORK, AND LESSONS LEARNED .....	3
Summary of the results framework .....	5
ANNEX 4: RISK ASSESSMENT .....	0
ANNEX 5: BUDGET .....	0
ANNEX 6: PLAN OF COMMUNICATION OF RESULTS .....	1
ANNEX 7: PROCESS ACTION PLAN .....	2

## 1 Introduction

This programme document outlines the background, rationale and justification, objectives and management arrangements for Denmark’s support to “CAPACITY - Danish Migration Management Programme” for the period 2024-2029.

The overall objective of the programme is *to support priority countries of origin with capacity development and technical assistance within migration management, as well as their capacity on return and readmission, including the provision of sustainable reintegration.* The programme will also inform a broader bilateral policy dialogue with partner countries on migration issues. The programme is in line with and informed by international human rights standards, Human Rights-Based Approaches, and Denmark’s strategic development and migration policy priorities, including the Danish strategy for development cooperation “The World We Share”.<sup>1</sup> It forms part of Denmark’s overall migration related engagement, for which a common strategic portfolio management framework has been prepared and is described below.

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

This programme has a focus on strengthening capacity within countries of origin. Its design takes a flexible and adaptive approach whereby the identification and prioritisation of partner countries of origin will be continuously assessed. The intention is to support a broad set of activities and engagements geared towards strengthening migration management and reintegration capacities, systems, and policy frameworks, which will ultimately contribute to and enable more effective and sustainable return, reintegration, and resettlement.

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

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

Overall, all the new migration programmes – the Regional Migration and Governance Programme for the Mediterranean Region (RMGP), the CAPACITY Programme, the Whole of Route Programme and the future Türkiye and Western Balkan 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 and when it comes to 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 when addressing the challenges related to irregular migration.

To ensure more effective coordination, learning, monitoring and evaluation and harvest lessons learned whilst ensuring value for money, and transformative and sustainable change, MIGSTAB intends to establish a **joint strategic framework** for the migration programme portfolio. It will include a **cross-programme management structure and an overarching theory of change**, which will be finalized and validated during the inception phase of the programmes, also to ensure full ownership by recipient governments and implementing partners. The overall objective of the

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

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 programme documents.

The strategic priorities for the “Fund for Migration and Regions of Origin”<sup>2</sup> 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 now be formalized 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 **CAPACITY steering committee** will include representatives from relevant departments of the MFA and UIM, along with the programme’s implementing partners. This will be complemented by **country-level steering groups** where relevant, which will be decided upon during the inception period.

MIGSTAB is the administrative anchor within the MFA for the majority of funds under the Fund for Migration and Regions of Origin and 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 seek complementarities and avoid overlap. An **external monitoring, evaluation, accountability, and learning (MEAL) unit overseeing all programmes** will be established, with 1-2 designated MIGSTAB staff members in charge of overall communication 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 would facilitate overall coordination with multilateral migration activities under the EU, UN agencies, and the World Bank.

**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 theory of change. The programmes are highly interrelated. Both RMGP, CAPACITY, and the future regional programme for Türkiye and the Western Balkans will **focus on the “supply side” of migration governance**, working mainly with relevant government counterparts through the implementing partners. Whereas the RMGP focuses on capacity building within asylum, integrated border management, including return management, and countering human smuggling and trafficking, the CAPACITY programme has a focus on strengthening the capacity of migration authorities, including through infrastructure support, modernising the migration governance system, such as visa processing, digitalisation of

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<sup>2</sup> 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.

immigration systems and return, re-admission, and re-integration. By enhancing overall learning, MEAL and management structures, MIGSTAB and implementing partners will be able to ensure complementarities across the programmes and prevent potential overlaps. Issues such as gender and HRBA will cut across the programmes to enhance safe, orderly, and rights-based migration systems and practices.

The Whole of Route programme will **focus on the rights-holder level and** on providing protection and other services for people on the move along the routes. During the implementation of this programme, it will be key to analyse 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. Synergies and learning will be captured and anchored in MIGSTAB. MEAL (and ensuring synergies) is strengthened considerably in the design at various levels (IPs, MEAL contractor, MIGSTAB, Danida Advisor, 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, it has become apparent that like-minded donors might be interested in the programmes and the possibility of establishing a **common funding facility/instrument/trust fund** with 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 and enhance coordination, learning and synergies across programmes and geographies, including assessment of implementing partner efforts (where it is noted that several implementing partners are involved in several programmes).

The new overarching joint strategic framework for the migration portfolio marks a new Danish approach to migration programme implementation. This approach will promote a more systematic and critical dialogue with partners and alignment on common migration-related outcomes, objectives and priorities with countries of transit and origin. Migration related objectives and priorities have been discussed directly with implementing partners, thus using implementing partners as interlocutors of beneficiary country priorities and objectives.

### **3 Context, strategic considerations, rationale, and justification**

#### **3.1 Overall rationale and justification**

There is a need to strengthen the capacity of authorities in countries of origin to better manage migration issues, especially return, readmission, and reintegration. According to IOM, there are around 281 million international migrants in the world, which equates to 3.6 percent of the global population, estimated to generate 9.4 % of global GDP (including via remittances).<sup>3</sup> The number of migrants and refugees is growing moderately yet faster than the global population growth, with around one third of global migration estimated to be irregular migration – defined by the EU as

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<sup>3</sup> IOM World Migration Report 2024

“movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries”<sup>4</sup>.

The ability of countries of origin to manage migrants within their own borders represents, however, a significant, complex, and multi-faceted challenge. It requires a broad set of institutional capacities, systems and policy frameworks, which typically span multiple line ministries both at national and at sub-national level. Managing the interplay across these state functions and capacities, while also addressing the inherently dynamic and fluid nature of migration, presents significant challenges to many countries. Return and readmission processes, for example, are often hindered by a lack of valid identity and/or travel documents, which hampers the determination of nationality of the prospective returnee. Similarly, the international processing of readmission cases relies on largely paper-based mechanisms, causing major delays that are often perceived as lack of cooperation, leading to diplomatic tensions. These are further exacerbated where irregular migration takes place in contexts of political, economic, and social uncertainty and volatility, often including or connected to violent conflict, the adverse effects of climate change, or other dynamics or phenomenon which, by their very nature, are often beyond the remit and control of a single state.

Supporting countries of origin improve their capacities, systems, and policy frameworks for migration management not only enhances the potential of these countries to manage migrants effectively within their own borders (thus contributing to reducing irregular migration), but also boosts prospects for sustainable return and reintegration of their own readmitted nationals. Sustainable reintegration in turn enhances the returnees’ ability to be an active contributor to the socio-economic development in their countries of origin.

Operating a rights-based and sustainable development-oriented approach that facilitates safe mobility requires national migration capacities with a “whole of government” approach, including strong identity management architectures, as well as effective cooperation and coordination at national as well as international level – between countries of origin, transit, and destination. Efficient migration management policies and structures supported by professional, well-trained personnel will facilitate and foster enhanced migration management in order to address challenges related to irregular migration, protect the human rights of migrants and underpin efficient and rights-based return and readmission as well as sustainable reintegration.

## 3.2 Context

### *Multifaceted migration drivers*

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

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<sup>4</sup> European Commission, Migration and Home Affairs, “Glossary: irregular migration”, available at: [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/irregular-migration\\_en#:~:text=Definition\(s\),sending%2C%20transit%20and%20receiving%20countries](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/irregular-migration_en#:~:text=Definition(s),sending%2C%20transit%20and%20receiving%20countries).

approach to migration programming seeks to respond to (or mitigate) push factors in countries of origin, while at the same time working to strengthen migration management. This is particularly important in the context of more effective and sustainable migration management, including return and readmissions.

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

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

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

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

### ***Overview of existing initiatives on migration management***

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

Addressing irregular migration as well as cooperation on return, readmission and reintegration are some of the main priorities (following the Joint Valetta Action Plan) in the EU's development interventions for migration related activities under the *Neighbourhood, Development, and International Cooperation Instrument – Global Europe (NDICI-GE)*. Among others, EU's regional programme in Sub-Saharan Africa has allocated a flexible pool of funds that may serve as necessary leverage in appropriate contexts. The funds from the NDICI-GE for migration management as well as return, readmission and reintegration are also included in the Team Europe Initiatives for the Atlantic/Western Mediterranean route and the Central Mediterranean route, in which Denmark also participates.

Under NDICI, a number of initiatives geared towards the return, readmission and reintegration of returnees are taking place across Africa (including in partnership with IOM). While some of these take a regional focus, others are geared towards specific country contexts such as Guinea-Conakry, and Côte d'Ivoire, where programmes are geared towards strengthening migration management, information campaigns, and the capacities and strategies of national civil service. NDICI also supports similar efforts in Iraq, which is also expected to fall under the focus of this programme.

The CAPACITY programme will seek to draw on lessons learned and complementarities with relevant NDICI supported activities in the focus countries, while also drawing on existing channels of engagement (available to the MFA, UIM, as well as IOM and ICMPD) to inform the trajectory and approach of the programme throughout the implementation period.

The same applies to the coordination mechanisms EMWP and MOCADDEM (operational coordination mechanism for the external dimension of migration), where discussions on EU's cooperation with third countries, including the use of relevant leverage takes place. For the financial aspects of the external dimension of migration, a coordination group on migration related activities under NDICI is led by the EU Commission in order to secure Member State feedback on future priorities and activities as well as for the purpose of coordination across migration engagements supported by the EU and Member States. Denmark actively participates in this coordination both on capital level, as well as local level (the latter in the framework of the Team Europe Initiatives).

Switzerland is the donor of a regional programme supporting the most vulnerable migrants: children and unaccompanied minors (UAM). The programme *Enfants et Jeunes sur les routes migratoires en Afrique du Nord et de l'Ouest* (EJM) is implemented by a consortium of partners in Guinea, Mali, Morocco, Niger and Tunisia and supports among others the West African network for children protection (Réseau Afrique de l'Ouest, RAO). Its cross-border case management system enables stakeholders to identify children in need and support them in a coordinated manner.

The *CAPACITY – Danish Migration Management Programme* builds on the EU-IOM Joint Initiative for Migrant Protection and Reintegration in Africa and includes protection, return and reintegration support to mixed migrants along the migratory routes for North Africa and Sub-Saharan Africa will run until 2025.

*Cooperation on Migration and Partnerships to Achieve Sustainable Solutions initiative* (COMPASS)<sup>[2]</sup> is a programme of 100 MEUR funded by the Netherlands, which is currently in phase II and covers 14 countries in North, West and East Africa, enhances access to protection-sensitive pathways and empowerment for migrants of all gender and diversity groups, thereby enabling them to contribute to sustainable development outcomes in their communities. Importantly, the programme has a focus on *software* related to migration management – capacities, systems, and policy frameworks – with less of a focus on *hardware* (infrastructure, etc) which continues to be the predominant focus amongst other donors in this space.

### **3.3 Strategic framework**

#### **3.3.1 International policies**

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

Denmark is signatory to the Global Compact for Safe, Orderly and Regular Migration (GCM), which is part of a broader agreement, the New York Declaration for Refugees and Migrants, endorsed by 193 UN Member States recognising the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. The GCM, specifically, is the first inter-

governmentally negotiated agreement, prepared under the auspices of the UN, covering all dimensions of international migration in a holistic and comprehensive manner. It is a non-binding document that respects states' sovereignty regarding the right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration<sup>5</sup>.

There are several aspects of the GCM, which relate to and shape this programme, not least the importance of Government-to-Government dialogue, and States working together to support migration management. The GCM notes the importance of collecting accurate information regarding refugees and migrants, and this speaks to a number of the activities IOM and ICMPD intend to support in relation to migration management systems and capacities. The GCM also places a strong emphasis on gender-sensitive approaches to protection, return, readmission, and sustainable reintegration. The GCM recognises the importance of providing a wide range of support and services to facilitate sustainable reintegration, while also noting the importance of ensuring adequate State capacities, systems and policy frameworks. In this way, the Capacity Programme is well-aligned to the GCM, and therefore also serves as a valuable contribution from Denmark towards the implementation of the GCM.

Denmark is also a signatory to the 1951 Refugee Convention and the 1967 supplementary protocol which provides the internationally recognized definition of a refugee and outlines the legal protection, rights, and assistance a refugee is entitled to receive. While the 1951 Refugee Convention and the 1967 supplementary protocol represent core pillars of international refugee law, they also have significant implications for questions pertaining to return and readmission due to the non-refoulement principle in Article 33 of the 1951 Convention (dealing with forcible return of refugees or asylum seekers to a country where they are liable to be subject to persecution).

On 14 May 2024, the European Council adopted the new *EU Migration and Asylum Pact (the Pact)*<sup>6</sup>. The Pact represents a significant legislative reform and consolidation of common EU agreements and rules.<sup>7</sup> On the external dimension of the Pact, a part is the embedding of migration in international partnerships and cooperation on migration issues, including addressing irregular migration by among others strengthened capacity on migration management and cooperating on return, readmission and the provision of sustainable reintegration support.<sup>8</sup>

The programme is also informed by the Joint Valletta Action Plan (JVAP) from 2015, which provides a set of political and operational measures to enhance cooperation between African and European countries with the aim to provide a framework for human and sustainable management of migration<sup>9</sup>. The JVAP is structured five priority domains, including: i) development benefits of migration and addressing root causes of irregular migration and forced displacement; ii) legal migration and mobility; iii) protection and asylum; iv) prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings; and v) return, readmission, and reintegration.<sup>10</sup>

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<sup>5</sup> IOM, "Global Compact for Migration", available at: <https://www.iom.int/global-compact-migration>

<sup>6</sup> <https://www.consilium.europa.eu/da/press/press-releases/2024/05/14/the-council-adopts-the-eu-s-pact-on-migration-and-asylum/#:~:text=The%20asylum%20and%20migration%20management,responsibility%20among%20the%20member%20states>

<sup>7</sup> <https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact>

<sup>8</sup> [https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum\\_en](https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en)

<sup>9</sup> European Commission, Migration and Home Affairs, "Joint Valletta Action Plan (JVAP)", available here: [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/joint-valletta-action-plan-jvap\\_en](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/joint-valletta-action-plan-jvap_en)

<sup>10</sup> "Action Plan", Valletta Summit, 11- 12 November 2015, available at: [https://www.consilium.europa.eu/media/21839/action\\_plan\\_en.pdf](https://www.consilium.europa.eu/media/21839/action_plan_en.pdf)

### 3.3.2 ODA Eligibility

The programme design has been reviewed by MFA counterparts with expertise in relation to ODA eligibility. This is particularly important to consider given the inter-ministerial nature of the programme, coupled with the focus on migration-related programming, and specifically returns and reintegration. The programme design has been informed by OECD DAC’s guiding principles, and these principles will continue to guide the programme implementation, including in relation to Government-to-Government dialogue, and MIGSTAB’s cooperation with IOM and ICMPD, respectively. This oversight and responsibility will be a key function of the

programme steering committee. Both IOM and ICMPD have systems in place to ensure DAC-compliance, described in further detail in their respective project documents. It is also important to emphasise that any reference to supporting “capacities” or the provision of “equipment” referenced throughout the programme document, including in the indicative activities listed, relate exclusively to civilian functions and do not relate to military equipment or border control projects with the purpose of constraining migration.

For a programme to be ODA-eligible, these standards require that its aim is primarily to promote development in the recipient country (countries), rather than to address domestic concerns in donor countries. The DAC has agreed on a set of principles and criteria to guide ODA reporting in these situations, with a view to preserving the integrity of ODA. The guiding principles which underpin this approach include:

- i. Development as a primary purpose;
- ii. No diversion of ODA towards donors’ immediate interests on migration;
- iii. Mutual benefits recognised by developing countries’ interests remain at the centre of ODA eligibility;
- iv. ODA is aligned with development, humanitarian and human rights objectives and principles;
- v. ODA integrity is preserved through a focus on developing countries’ main benefit.

### 3.3.3 Danish policies and strategies

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

The programme aligns with several of the objectives articulated in Denmark’s strategy for development cooperation “The World We Share”, including “the principles for Danish development cooperation” and specific pillar on “preventing and fighting poverty and equality, conflict and displacement, irregular migration and fragility”. Among others, the strategy seeks to strengthen cooperation on voluntary return of persons without legal residence in Denmark. In this context, the programme can be seen as an important contribution towards Denmark’s foreign policy and development objectives pertaining to strengthening the collective ability to address irregular migration in a safer and orderly manner, centred primarily around strengthening the capacity and ownership of States that are both countries of origin, transit and destination. The programme also aligns with the Danish government’s new Africa strategy, where migration is one of five priority areas. The three migration related programmes are intended to underpin the Danish approach to broader migration partnerships, including with countries across the African continent.

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

Return, readmission and reintegration is also an important element of the Strategy for Denmark’s engagement with International Organization for Migration (IOM) 2023-2026. In this strategy, Denmark prioritises capacity development of governments and relevant authorities for better migration management with the aim to address challenges related to irregular migration and migrants from ending up in vulnerable situations (priority area 3). Emphasis is put on the whole-of-migratory-route approach, including facilitating cross border collaboration between local and central authorities.<sup>11</sup>

### 3.4 Past results and lessons learned

Due to the shifting migration routes (also as a result of potential new crises emerging) it is difficult to predict the operational environment within the five-year timeframe of this programme. This uncertainty also applies to the contexts, which would be conducive for support through the programme, given that their selection is contingent on and informed by ongoing Government-to-Government dialogue.

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

Internalising this insight has implications for the *management of the programme*. The programme taps into a common strategic portfolio management framework (annex 8) that enables coherence and flexibility of response and agility towards mixed migration flows. This will also seek to ensure complementarities with the Regional Migration Governance Programme and the Whole of Route Programme. Aligning with EU priorities and engagements will also be enhanced by the ability to manage across partner countries and engagements.

The findings and recommendations from the *Review of Danish migration related engagements (2018-2022)* provide clear pointers for the design of this programme, including focus on results framework, results/outcome harvesting, manageability of the programme (including easing of the administrative burden) and streamlined administrative structures. Annex 8 describes the overarching structural framework in which this programme is situated.

The review pointed to the way migration-related programming had been conceived and implemented to date, which had not always leveraged opportunities to be managed as an integrated, centralised portfolio. In responding to this finding, this programme seeks to utilise the same administrative structure to not only enhance the overall coherence amongst the three programmes, aid-effectiveness, and coordination, but also ensure a leaner administration with focus on effectiveness, impact, and value for money. Similarly, Annex 12 sets out these

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<sup>11</sup> Strategy for Denmark’s engagement with International Organization for Migration 2023-2026, Danida.

management arrangements as well as the overarching strategic framework which reflects the substantive linkages across Denmark’s migration-related programming.

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

At the EU level, there has been mixed experience regarding the effectiveness of Government-to-Government dialogue and arrangements regarding return and readmission. While in some instances, the presence of formal or informal arrangements has facilitated an increased return rate in the short-term, cross-country studies have shown limited impact in the medium term. This also points to the need for more comprehensive approaches to arrangements relating to return and readmission, including through the provision of support to efforts which strengthen capacities, systems and policy frameworks which facilitate more effective and sustainable return and readmission.

This is also highlighted in an external review of the Belgian development agency Enabel’s return and reintegration programming in three countries in West Africa, where one key lesson pertained to the need to develop a sound and coherent theory of change that clearly defines all objectives, clarifies their relationship and is based on a thorough analysis of the migratory context<sup>12</sup>. This speaks to the importance of this programme being grounded in the realities of each focus country and ensuring that programme design and implementation is premised on context specificities and dialogue with Government counterparts. The review of Enabel also pointed to the importance of supporting local governance to build resilient and inclusive systems benefitting migrants and local communities. This is also reflected in this programme’s focus on strengthening *capacities* and *systems*, with a view to ensuring greater coherence and sustainability across the programme’s interventions<sup>13</sup>.

In addition, there is growing evidence and lessons learned which emphasizes the importance of adopting more nuanced approaches to migration management (particularly in relation to return and reintegration) even within a country’s borders. For example, there are significant differences in the circumstances and needs of returning migrants across rural and urban areas. FAO’s “global lessons learned on sustainable reintegration in rural areas” points to several ways in which national **systems**, **capacities**, and **structures** at local and national level can be better connected and complementary to enable more sustainable return and reintegration across urban and rural areas. The report highlights the importance of a whole of government approach, whereby various ministries are involved to ensure alignment across services and strategies, while also allowing for a degree of customization of responses at sub-national level<sup>14</sup>. The report also emphasizes the

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<sup>12</sup> Knoll, A. and Veron, P. (2023), “Building systems for migration, return and reintegration: Lessons learned from employment-related interventions in West Africa”, Briefing Note No. 161, ECDPM, p. 2

<sup>13</sup> Knoll, A. and Veron, P. (2023), “Building systems for migration, return and reintegration: Lessons learned from employment-related interventions in West Africa”, Briefing Note No. 161, ECDPM, p. 3

<sup>14</sup> FAO (2023), “Global lessons learned on sustainable reintegration in rural areas”, available at <https://openknowledge.fao.org/items/e95b9531-3f6a-4cce-b6e5-7d0e70c01cdf>, p. 30

importance of dialogue and trust building, both between authorities, returnees and local populations, as well as between external actors and authorities<sup>15</sup>.

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

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

The programme will have a deliberate focus and dedicated resources on monitoring, evaluation and learning throughout the programme, with relevant capacities within MIGSTAB, IOM and ICMPD, as well as an external MEAL capacity to be contracted. There are several lessons learned, good practices, and other insights resulting from IOM's and ICMPD's ongoing engagement on migration management as well as return, readmission and sustainable reintegration, which have informed the programme. These include the evaluation of IOM's "Enhancing Readmission and Legal Identity Capacity" (RELICA) conducted in early 2024, commissioned jointly by IOM and Denmark and which points to the importance of longer-term funding for ensuring absorption capacity and sustainability at country level, particularly in relation to transfer skills, practices, and technological integration (for example in relation to digitization) vis-a-vis national stakeholders. The evaluation also highlights the value of a collaborative approach/model, bringing together IOM, subject matter experts, government counterparts, and implementing partners. This insight is particularly pertinent given the programme's aspiration to facilitate closer collaboration and coordination between IOM and ICMPD, as implementing partners, as well as in relation to a wider set of UN agencies, bilateral and multilateral actors, and government counterparts in relation to return and readmission.

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

National ownership and sustainability of migration management as well as the return, readmission and reintegration process requires data, policy development and institutional strengthening as well as the involvement and capacity development of national actors. While there have been some good

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<sup>15</sup> FAO (2023), "Global lessons learned on sustainable reintegration in rural areas", available at <https://openknowledge.fao.org/items/e95b9531-3f6a-4cce-b6e5-7d0e70c01cdf>, p. 34

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

There are also emerging lessons regarding the kinds of effective programming, which could potentially be considered for support through the programme. In several countries, IOM has started to offer a broader range of economic reintegration options, which seem to align with returnees' skills and aspirations. However, such activities rely on sufficient resources, both to facilitate the start-up phase, and for ensuring sustainability. On the other hand, programming through community-based projects has also faced considerable operational challenges and delays. This can be attributed to a variety of factors, including the contrast between implementing partners and governments' enthusiasm on one hand, and the lack of returnee interest on the other<sup>16</sup>.

## 2.5 Selection of partners

The programme builds on the previous lessons learned (2.4). IOM and ICMPD were selected as they are global leaders in the field of migration management and return, readmission and sustainable reintegration, having worked in a wide variety of country contexts, governments and donors. Over the years, IOM and ICMPD have also cooperated with Denmark on migration issues through various single project engagements. Drawing on this extended period of partnership, the *Review* identified a number of areas for improvement which will also inform the dialogue and partnership with the two organisations within the parameters of this programme (and other migration-related programming involving the organisations).

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

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

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<sup>16</sup> Altai 2024, 146

Further details, including in relation to areas for improvement, is included in the Annex 2.

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

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

The 2022 Review pointed to several areas to be considered and strengthened from both IOM and ICMPD, which will inform Denmark's partnership with the two organisations, including within the confines of this programme. It identified the importance of strengthening monitoring, evaluation, and learning capacities both at HQ and at country level, to ensure that programmatic activities are effectively monitored, and to ensure that outcomes are documented. Given the nature of the current programme, ensuring real-time monitoring and learning will be particularly critical. The Review also pointed to the relatively top-heavy nature of both organisations regarding HQ/country level costs. This has also been an area of ongoing dialogue in the context of the programme's preparation, with the aim being to promote value for money and effectiveness by encouraging both organisations to ensure most costs are borne at the country level. However, the flexible nature of the programme – and the critical role played by the programme and project steering committees – also means that a priority needs to be placed on centralised coordination and management to support the programme's implementation.

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

## **2.6 Aid effectiveness**

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

This programme was designed to ensure complementarities with other migration-related programming supported by Denmark, including the Regional Migration Governance Programme. There are several complementarities, including in relation to country selection as well as in terms of programmatic outcomes. The Regional Migration Governance Programme envisages outcomes pertaining to border management, asylum systems and processing, and migrant smuggling and trafficking (including enhanced support to livelihoods). CAPACITY has a much broader thematic focus relating to other areas of migration management. While there may ultimately be some country contexts where both programmes are being implemented simultaneously, the programme

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

Among EU Member States, Denmark is one of the first countries to use official development assistance (ODA) in relation to a long-term, sustainable, and comprehensive whole-of-government migration approach with meaningful financial volume, which would potentially allow for Denmark to provide strategic steering of EU-aligned engagements. OECD’s guidance on “migration-related activities in official development assistance (ODA)”<sup>17</sup> emphasises the importance of migration-related activities being driven by, and responding to, the development objectives, contextual circumstances and needs, and priorities of developing countries, as opposed to “the provider’s domestic migration agenda”. The programme supports the promotion of economic development and welfare through capacity building, i.e. support and strengthen systems related to migration management in line with a human-rights based approach. As stated above, the programme is clearly aligned with the Sustainable Development Goals of the 2030 Agenda (particularly with regard to Goal 10 (aimed at reducing inequality within and between countries).

The programme will strengthen the sustainability of capacities and results by building on the government-to-government dialogue between Denmark and partner countries, with an important element of this dialogue pertaining to developing countries’ requirements and priorities. The dialogue will serve to, amongst others, identify country capacity and institution building needs and seek to identify interventions addressing these needs. Similarly, it is important that government-to-government relations are leveraged to advance work around the development, resourcing, and implementation of relevant legislation, policy frameworks, and strategies pertaining to return, readmission and sustainable reintegration. By seeking to strengthen and reinforce policy frameworks, while at the same time providing technical and financial support to capacities and systems, the programme seeks to contribute to sustainability.

### 3.5 Justification according to the DAC criteria

Criterion	Justification
<b>Relevance</b>	<p>The programme responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration.</p> <p>By ensuring an envelope of 45 million DKK for unallocated funding from the outset, the programme will be able to respond to emerging entry points, challenges, and opportunities, thus strengthening the programme’s ongoing relevance and adaptability. In doing so, the programme is well-aligned with the “Doing Development Differently” agenda as well as the Humanitarian-Development-Peace (HDP) nexus given the programme’s focus both on strengthening national</p>

<sup>17</sup> <https://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/migration-oda.htm>

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

### 3.6 Alignment with cross-cutting priorities

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

IOM and ICMPD have frameworks on the **human rights-based approach** and the programme will leverage existing capacities and approaches within the respective organisations to ensure this is consistently applied. For example, IOM applies a rights-based approach to programming, in accordance with the United Nations Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Planning. Similarly, ICMPD’s programmatic engagements will be informed by ICMPD’s ‘Human Rights Compliance Policy: Applying the Human Rights Based Approach in the work of ICMPD’. Through this policy, the organisation reiterates its commitment to mainstreaming and applying HRBA across all strands of its work, as

well as and ensuring Human Rights Due Diligence and No-Harm Principle. It recognises that an integral part of ICMPD's holistic approach to the improvement of migration governance is to ensure full compliance with the internationally accepted human rights standards reflected in the human rights commitments of Member States, partners and donors. It notes that this approach is evident in the organisational setup, with all areas of work - policy, research, capacity development and dialogue facilitation - being interconnected building blocks of a holistic and impact-driven approach to migration governance that ICMPD promotes at local, national, and regional levels alike.

The programme will operationalise human rights and HRBA principles into capacity development and training activities targeting duty-bearers, as well as empowering migrants as rights holders to access and claim rights, such as facilitating access to legal documents and alike. The programme will conduct due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population and that activities are implemented in line with the principle of “do no harm”.

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

#### **4 Programme Objective**

The **overall objective** of the programme is to contribute to strengthened capacity and cooperation on migration management, including on return, readmission and sustainable reintegration in line with international human rights standards. The programme has two **specific objectives (SOs)**, each with a number of outcomes, that distinguish between a) the capacities, structures and systems necessary for efficient and rights-based migration management (this could include identity documents, e-systems, physical infrastructure etc.) and b) supportive arrangements relating specifically to return, readmission and reintegration (which could include protection and referrals).

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

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

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

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

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

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

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

The programme will take a flexible approach to country selection and engagement in a way which builds on and responds to Danish and partner countries’ priorities in the future. This will utilise an adaptive management approach whereby the programme will respond to opportunities and challenges. The programme’s steering committee, described in further detail below, will play a key role in these determinations, while balancing these considerations alongside others pertaining to sustainability and aid effectiveness.

## **5 Theory of change and key assumptions**

The programme’s theory of change draws from the key assumption that supporting countries of origin to improve their capacities, systems and policy frameworks for migration management will enable them to manage migrants more effectively within their own borders, including return, readmission and sustainable reintegration. It is also based on the assumption that efficient and rights-based migration management policies and systems supported by professional personnel as well as targeted sustainable reintegration provision will contribute to preventing further and new irregular migratory movements. The theory of change is described in box 1 below.

*Textbox 1: Theory of change*

**IF** there is improved knowledge of the needs and perspectives of actual and intending migrants, and  
**IF** national capacities, systems, legislative and policy frameworks within the selected partner countries relating to aspects of migration management – including visa handling and legal identity - as well as returns and readmission, and sustainable reintegration are strengthened so that they are better able to meet the demands of managing migration, and

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

**IF** potential and intending migrants are reached and informed about the services available, and

**IF** evidence-based dialogue and cooperation amongst relevant immigration authorities and agencies within and between the selected priority countries is enhanced, and

**IF** returnees are prepared and get adequate tailored, gender-sensitive and rights-based support for sustainable local reintegration,

**THEN** countries of origin, transit and destination will have enhanced capacities and structures to manage migration within and across their own borders, and

**THEN** cooperation and coordination between partner countries, including South-South cooperation, will be stronger, and

**THEN** migration management including the return of irregular migrants will be more sustainable, effective, safe and orderly in the targeted countries of origin,

**EVENTUALLY CONTRIBUTING TO** more sustainable, effective and rights-based migration management and governance, including return, readmission and reintegration, as well as international cooperation on the issue, and reducing the risk that migrants end up in vulnerable situations upon their return.

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

**Contextual:**

- Governments of countries of origin are committed to implementing and enforcing migration management policies, and that the Government-to-Government dialogue undertaken through this programme is undertaken in a meaningful and constructive manner.
- In priority countries, there is a willingness of relevant authorities to pursue “whole of government” approaches to migration management, including in relation to return and readmission. In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. It is assumed that targeted support in this field, e.g. in the form of capacity building, equipment and regulatory and operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate migrants’ access to the national referral mechanisms or other required services.
- A number of countries of origin which may be the subject of this programme experience varying track records in relation democratic principles, rule of law and human rights. This is also likely to have an impact on the various categories of migrants’ human rights, reception and detention conditions and gender-based violence (GBV). In this way, the programme seeks to draw on the long-established Danish approach to development cooperation which has a focus on poverty eradication and empowerment of women and youth.

**Technical:**

- Many of the countries Denmark will support lack the technical and operational capacity to adequately manage migration challenges within their own borders. It is assumed that

capacity development and technical support for relevant authorities can help achieving a more sustainable and effective migration management in line with international standards, including through the provision of appropriate support on return, readmission, and reintegration and by strengthening capacity to cooperate on return and readmission. It is assumed that there will be sufficient uptake and operationalisation of these improvements to generate positive momentum and improvements in migration management systems and capacity.

- By engaging with IOM and ICMPD, the programme assumes that the implementing partners possess the operational presence, technical capacities, and relationships with relevant authorities to be able to implement the programme to a high standard.

## 6 Summary of the results framework

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

Programme	CAPACITY - Danish Migration Management Programme	
Programme Objective	To support priority countries of origin with capacity development and technical assistance within migration management, as well as their capacity on return and readmission, including the provision of sustainable reintegration.	
Impact Indicators	% of returnees successfully reintegrated into their communities (disaggregated by age, gender, location); # of support and reintegration activities targeting women, youth and vulnerable groups; Improved quality and effectiveness of systems and procedures in place relating to migration management, in line with international human rights standards, and taking into account the needs of women, youth and vulnerable groups (perception surveys of duty bearers and rights holders)	
Baseline	To be determined (tbd).	
Specific Objective 1	Contribute to strengthened capacities of countries of origin to handle migration opportunities and challenges in line with international standards.	
Outcome 1.1	Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.	
Outcome indicators	% of trainees reporting increased knowledge (disaggregated by age, gender, location); # of provided equipment; % of provided material and equipment used as intended; # of identified and referred migrants in need of protection (disaggregated by age, gender, location); % of trainings and infrastructures taking the needs of women and vulnerable groups into account; enhanced trust between law enforcement authorities and the population.	
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 1.2	Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders	
Outcome indicator	# of information exchange and coordination mechanisms developed / strengthened; # of developed / updated policies and action plans in line with human rights and international standards and taking the needs of women and vulnerable groups into	

		account); % of implementation of policies; # of new / updated legislations, standard operating procedures in line with international standards and human rights;
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 1.3		Outcome 1.3: Enhanced South-South dialogue and cooperation on issues related to migration management.
Outcome indicator		# of instances of dialogue and cooperation between countries of origin and countries of transit, or between two or more countries of origin; # of concrete initiatives, joint activities, and follow-up actions implemented following dialogue/ exchange facilitated by the programme
Baseline	2024	Tbd.
Target	2029	Tbd.
Specific Objective 2		Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration of migrants.
Outcome 2.1		Relevant authorities have improved readmission and reintegration capacities, including through the provision of activities and services incl. gender- and trauma-sensitive reintegration assistance.
Outcome indicator		# of identified/established service providers; # of strengthened return authorities in countries of origin; % of returnees employed 6 months after their return; % of returnees confirming their intention to stay; % of returnees reporting a positive return experience (disaggregated by age, gender, location).
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 2.2		Returnees have enhanced access to the provision of gender- and trauma-sensitive support and activities to contribute to sustainable reintegration in countries of origin
Outcome indicator		% of returnees enrolled in reintegration programmes (disaggregated by age, gender, location) # of support and reintegration activities specifically targeting women, youth and vulnerable groups.
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 2.3		Enhanced South/South dialogue and cooperation relating to return, readmission and sustainable reintegration.
Outcome indicator		# of operational information sharing agreements and mechanisms on bilateral and regional level; # of established focal point networks; # of international conferences
Baseline	2024	Tbd.
Target	2029	Tbd.

## 6.1 Short summary of indicative projects

This section provides an overview of the indicative intervention logic and project activities to be supported through the programme, with further details in the individual project documents. The outlines are based on previous experience and achievements in the various programme regions, and in several cases represent follow-up projects to ongoing or recent activities implemented in partnership with Denmark. This section also reflects inputs provided by IOM and ICMPD,

respectively. This is also informed by the findings of the 2023 Review, specifically in relation to the strengthened thematic focus and coherence of activities to be undertaken.

As important decisions about the programme will be made at a later stage only, in the framework of its dedicated Steering Committee, the following does not represent a fixed set of options, but a collection of identified opportunities that can be adapted to the needs and requirements, which might emerge in the future. In building on the findings from the Review, the programme seeks to define the programme's thematic areas of focus across the following areas, including: migration management as well as return, readmission and sustainable reintegration (focusing on "soft" investments). In this way, there may also be concrete entry points to align and complement ongoing engagement with national and regional stakeholders which are included in existing bilateral cooperation (at country and at regional/ continental levels).

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

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

*Indicative activities:*

- Working with relevant authorities in countries of origin to assess, transfer, develop, and apply the knowledge, skills and equipment to provide verifiable and recognized identity documents that underpin the access to rights, and efficient, right-based return and readmission processes
- Working with relevant authorities to reinforce infrastructure, equipment and systems for migration management
- Training and capacity development efforts geared towards ensuring that relevant authorities in developing countries are better equipped to facilitate rights-based return, readmission and sustainable reintegration management due to enhanced institutional, legal and operational frameworks and capacity.
- Contributing to trust-building among the population, local authorities and law enforcement agencies in border regions, in order to strengthen information exchange, cooperation and improve access to protection and support.
- Support to review and drafting of technical strategies, policies, and Standard Operation Procedures (SOPs) relevant to migration and return management processes as foundational frameworks to their operationalisation (i.e. rights-based, gender sensitive, privacy and data protection etc.), in line with international law.
- Support the development of digitalized solutions aimed at strengthening interoperability and interconnectivity across databases, procedures and archive systems for the purpose of identity verification and better migration management, including through the deployment of Readmission Case Management Systems (RCMSs).
- Assess and develop identity management systems in alignment with national priorities and e- governance agendas, while enhancing the capturing of biometric data in the registration process in line with international standards.
- Contributing to improve the operational and physical capacity, including at regional immigration centres, of immigration authorities to process and issue ICAO-compliant travel documents (e.g., visa, passports) for better migration management.

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

*Indicative activities:*

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

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

*Indicative activities:*

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

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

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

*Indicative activities:*

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

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

*Indicative activities:*

- Support to referral mechanisms for reintegration of returned migrants of varying levels of vulnerability by matching specific needs of returnees with available state social protection services.
- Support South/South Assisted Voluntary Return and Reintegration (AVRR) including outreach, screening, identification, referral to public services and counselling (including virtual) for possible AVRR and pre-departure assistance in line with international standards. Targeted post-arrival and reintegration assistance, tailored to the different profiles of returnees, including women, children and youth.
- Direct provision of health care assistance and delivery of awareness sessions on communicable diseases, sexually transmitted infections, health consultations and counselling, including referral to specialized services, with a particular focus on special needs of women, children, SGBV victims and other vulnerable groups.
- Provide technical and financial support to civil society organizations in the selected regions to strengthen direct assistance and protection of unaccompanied and separated children.

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

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

*Indicative activities:*

- Relevant authorities supported to participate and contribute to bilateral, regional, cross-regional and international platforms to facilitate dialogue, cooperation, and coordination on migration management, including on return and readmission.
- Strengthening of bilateral and multilateral relations and agreements in order to support to circular migration systems, including through existing regional platforms like the African Union, Arab League etc.

- Conduct beneficiary-level knowledge exchange opportunities and joint regional training sessions for immigration and readmission authorities (including South-to-South dialogues and study visits) to enhance effective, gender- and protection sensitive, and rights-oriented return and readmission, by encouraging sharing of best practices.

## 7 Inputs/budget

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

The budget for IOM and ICMPD has been developed in coordination with the two organisations and further details are in the annex. DKK 2,5 million has been set aside for midterm review, evaluations and alike. The external MEAL-unit supporting the strategic portfolio management framework (see section 2) is budgeted for in the Whole-of-Route programme with a total value of DKK 10 million for the five years. This set-up responds directly to the appraisal recommendation on the matter. This is necessary due to the changing context and need for flexibility, where studies, monitoring of partners, and other assignments can be initiated by MIGSTAB.

The use of unallocated funds is described below.

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

Activity/entity	2024	2025	2026	2027	2028	2029	Total
IOM	30	22	32,75	32	32	22	<b>170,75</b>
ICMPD	30	22	32,75	32	32	22	<b>170,75</b>
Unallocated		18	18	18	18	14	<b>86</b>
Reviews, evaluation etc.		0,5	0,5	0,5	0,5	0,5	<b>2,5</b>
External MEAL unit (pro rata) <sup>18</sup>			0	0	0	0	
<b>Total</b>	<b>20</b>	<b>82,5</b>	<b>84</b>	<b>82,5</b>	<b>82,5</b>	<b>78,5</b>	<b>430</b>

### 7.1 Arrangements for use of funding to IOM and ICMPD

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

### 7.2 Arrangements for use of unallocated funding

The programme will set aside an unallocated pool of 86 million DKK over the five-year programme period – equating to 20 % of the total programme envelope - to enable financing of any other activities in line with programme needs that either fall within the thematic framework covered by the programme pillars involving IOM and ICMPD, respectively or allocated to other Danish migration related efforts pertaining to migration management, and particularly return, readmission, and reintegration (as defined by the programme steering committee). While the

<sup>18</sup> Costs associated with the external MEAL unit are to be centralized and covered by the “Whole of Route” programme.

proportion of unallocated funding is relatively modest given the programme's emphasis on flexibility, the funding allocated to IOM and ICMPD will also include unearmarked envelopes, which will allow IOM and ICMPD to respond to priorities and entry points defined by the programme steering committee and based on government-to-government dialogues.

The programme steering committee (further details in section 8.1 on organisational setup) holds decision-making authority regarding the nature and scope of activities (and entities) financed via the unallocated funding envelope. Such considerations can also be guided by specific analyses developed during programme implementation or by a mid-term review, which will assess the progress of existing activities. The mid-term review can thus recommend that programme funds be redirected or allocated to relevant activities. Furthermore, the funding can potentially be directed towards other implementing partners operating in prioritised countries engaged in the programme. Such allocations will require prior analysis and justification, consistent with MFA guidelines on allocation of funding (guideline to be issued during 2024). This may also serve to complement activities financed under pillar I and pillar II, or directed towards activities to be implemented in contexts where neither IOM nor ICMPD are present, have the necessary access and operations or conduct relevant activities.

## 8 Institutional and Management arrangements

### 8.1 Organisational set-up

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

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

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

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

The programme has a **programme steering committee** with the participation of the Department for Return and Readmission (UDS) in UIM, including the UIM attachés and MIGSTAB in the MFA, which will jointly decide on priorities, country engagement selection and activities in accordance with the objectives, outcomes and outputs for the entire programme on a biannual basis. The implementing partners will also participate in the steering committee to allow for follow-up on the ongoing implementation of initiated activities. This will also include learning and

adapting engagements through the programme life-cycle, and making the requisite adjustments in relation to the effectiveness, ownership, and emerging outcomes of activities, while also taking stock of ongoing dialogue with prioritised countries where activities are being implemented, as well as in contexts which could see activities implemented through the project.

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

- To ensure that the programme's engagement in specific country contexts and the activities implemented at country level adequately reflect ongoing Government-to-Government dialogue.
- To ensure that programme implementation is informed by and consistent with OECD DAC guiding principles pertaining to migration-related activities in official development assistance.
- Agreeing on the decision-making process relating to the allocation of programme-level unallocated funds. Given the flexible nature of the programme, a set of guiding questions will be used to inform these decisions, rather than fixed criteria.
- Identifying and agreeing on the countries of implementation, informed by ongoing dialogue with relevant authorities as well as IOM and ICMPD.
- Assessing the final results framework for internal coherence prior to project implementation, to take place during the inception phase.
- Agreeing on the proportion of funding allocated to programme pillar I and programme pillar II which can be allocated to third-party implementing entities.
- Review and provide direction to the areas of focus and countries of engagement supported through programme pillar I and programme pillar II, including activities in accordance with the objectives, outcomes and outputs as well as providing inputs and direction to reflect ongoing dialogue with prioritised countries. This may also include assessing whether IOM and ICMPD are best placed to respond to any emerging opportunities or entry points based on ongoing or prospective Government-to-Government dialogues. This should also be informed by discussions at the project steering committee level to identify entry points for programming, which are complementary to ongoing Danish migration programming and/or areas of IOM and ICMPD programming in specific country contexts, with a view to ensuring the programme builds on entry points which represent an added-value, and which avoid duplication.
- Review and approve the programme budget, ensuring adequate resources are allocated to priority activities within focus countries under programme pillar I and programme pillar II.
- Oversee the development and implementation of a monitoring and evaluation framework to track progress towards programme objectives. This should also include the commissioning and application of ongoing monitoring, evaluation, accountability and learning tools, such as Outcome Harvesting.

The implementing partners of the programme **steering committee** are responsible for the guiding the implementation of each project pillar, including through:

- Tracking activity implementation, including operational aspects relating to financial management and MEAL.
- Provide regular updates regarding activity implementation progress and the status of ongoing government dialogue and participation, so as to ensure both tracks actively inform each other of progress, constraints, opportunities, challenges, and entry points going forward.

- Respond to proposals and recommendations from the programme steering committee, identifying any adjustments required to existing country level engagements or follow-up required in relation to additional country level engagements.
- While much of the programme is expected to be undertaken via direct implementation, on the basis of a decision by pillar I project steering committee, it is expected that provisions will also be made for IOM to enter into partnerships with other UN organisations. Similarly, on the basis of a decision by the project steering committee for pillar II, ICMPD will be able to include NGOs and civil society organisations as sub-partners in countries where ICMPD is present.

## 8.2 Inception phase

The programme start-up will be characterised by an inception phase during which the two implementing partners, under the direction of the programme steering committee, will clarify the following:

- Confirmation of countries for initial activities. This will require revisiting the already undertaken dialogue with the countries concerned to confirm previously identified needs and priorities, status of any improvements already underway, mapping of other initiatives supported by other donors/NGOs, agreement on priorities for Danish support (within the scope provided by this programme)
- Completion of required project documentation (including workplans, results framework, detailed budgets, monitoring setup, local partners, risk analysis, assumptions, exist strategies etc.)
- Obtaining final local approvals (receiving authorities)
- Approval by programme steering committee
- Initiation.

The two project documents (IOM and ICPDM) already prepared provided an overview of indicative activities and results. Together with this programme document, these provide a framework within which the two projects will operate

## 8.3 Approach to adaptive management

Identification and prioritisation of cooperation with priority countries will be conducted in close cooperation between MFA and UIM within the programme steering committee on an ongoing basis. As such, flexibility and adaptive management sit at the core of the programme design. The engagement with IOM and ICMPD is structured in a flexible manner allowing for support to activities in priority countries in line with changing needs and priorities, as well as the capacity of the IOM and ICMPD in the countries concerned. While the programme seeks to be flexible and respond to emerging needs, the focus on the *software* of migration management – capacities, systems, and policy frameworks – will be a priority throughout. In addition, the programme can draw from the unallocated pool of funds for potential activities, in line with prioritised country needs falling outside the two pillars of the programme.

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

In terms of flexibility, re-allocation of existing funds and use of unallocated funds, these decisions will be taken based on the monitoring efforts already in place and described in the below section. Findings from these monitoring processes will feed into adaptive management considerations, including the scope for adjustment of results expectations, theory of change (incl. assumptions),

updating of risks, use of unallocated funds, reallocations between budget lines etc., leading to a number of possible actions. These will be undertaken in accordance with the relevant Aid Management Guidelines (AMG) and in accordance with the legal basis provided by the Finance Act. Possible adaptive responses could include those outlined in the table below:

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

#### 8.4 Monitoring, evaluation, accountability, and learning

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

The baseline and targets at the programme level will be more clearly formulated during the inception phase of the programme. This will involve working with the programme steering committee to further define the different projects and regions to first refine the programme-level TOCs and then to adapt them to their individual projects so results can be reported at the project-level and also aggregated at the programme-level. As indicated in the programme document, this would be a consultative process with the regions and projects during initiation. The overall programme results framework and the results frameworks for IOM and ICMPD will also be revised and re-aligned during that period, to ensure coherence and consistency.

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

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

An **external MEAL unit** will be set up within the strategic portfolio management framework overseeing a range of Danish supported migration related programmes. The financing for the external MEAL will be centralised and covered by the "Whole of Route" programme, while the unit itself will service and support the three migration-related programmes. The external MEAL unit's role will be to monitor and oversee programme implementation of the programmes during the full programme period, harvest data across programmes, while also feeding into mid-term reviews undertaken by each programme. The external MEAL-unit will report to the inter-ministerial Migration Programme Steering Committee on findings and recommendations and will on a day-to-day basis report to the MIGSTAB-team.

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

In addition, the external MEAL provider is expected to work closely with MIGSTAB, IOM and ICMPD and, amongst other tasks, be responsible for maintaining and expanding mapping of key actors in the countries of focus and service providers (international and local NGOs, CSOs, governmental actors). This will be developed further during the inception phase, and could also position Denmark and the consortia to make a valuable contribution to overall coordination.

The programme steering committee may decide to undertake or commission thematic research, providing opportunities for consortia partners and the MFA to commission/ request a set number of research activities throughout the programme period. This capacity could be used to research and better understand specific phenomena emerging in focus countries, case studies, lessons learned and/or best practices or to facilitate information exchange and learning. The research

produced could also potentially be published and shared with other stakeholders, as deemed appropriate.

#### *Migration data and research*

In order to ensure better informed decision making, including in relation to country engagements, the programme will rely on access to timely, comparable and reliable data to ensure a coherent and comprehensive response, as well as cutting-edge research and analysis to better understand migration trends along key migration routes and corridors. Dedicated funding is set aside for analysis and research studies in relation to these issues, to be commissioned by the programme steering committee throughout the implementation period, as deemed relevant.

#### *Information Management and Analysis/Risk Management*

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

#### *Learning activities and outcome harvesting*

The programme will undertake annual learning events to draw out emerging outcomes and lessons learned. This will focus on both the programme's contributions to ensuring safe and dignified migration management as well as return, readmission and sustainable reintegration based on Government-to-Government dialogue, while also reflecting on the "ways of working" and programme modalities. The programme will have a particular focus on drawing out and documenting emerging impacts and outcomes throughout the programme period, including through undertaking outcome harvesting in collaboration with MEAL capacities in IOM and ICMPD, respectively. These activities will be organised by MIGSTAB, in collaboration with MFA Learning Unit and the external MEAL unit, as relevant.

There may also be opportunities to engage in and contribute to learning, bringing together the partners and relevant counterparts from the organisations represented in the programme steering committee. Over time, it may also be appropriate and useful to feed into and engage in relevant spaces convened by the EU and other EU member states who have a particular focus on migration programming. This provides the programme with an opportunity to showcase lessons learned and good practices, and in this way further position Denmark as a key actor in shaping the EU's approach to addressing migration through development programming.

## **8.5 Mid-Term Review**

A mid-term review (MTR) will be undertaken by MFA in the first half of 2027, to be commissioned and overseen by the programme level steering committee. The MFA's Learning Department will conduct the MTR, which will take place to coincide with the mid-term reviews of the other Danish-supported migration-related programmes. The external MEAL capacity will undertake an analysis of the MTRs, generating findings and recommendations to inform the overall strategic direction of the migration-related programming, to complement the programme-specific follow up which may be necessary. The MTR will also consider operational issues, including in terms of governance and management, as well as those pertaining to the partnership with IOM and ICMPD. Similarly,

an evaluation will be conducted by the end of the programme period in 2029 harvesting main results at outcome level, lessons learned and recommendations for future programming. The MFA's Learning Department will also play a role in relation to the programme evaluation, though the precise modalities are yet to be defined.

## 8.6 Communication of results

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

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

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

## 9 Financial management, planning and reporting

IOM and ICMPD will adhere to the MFA's Multilateral guidelines for financial management. During the implementation period, MIGSTAB may decide to carry out financial monitoring visits to IOM and ICMPD, which will be coordinated and agreed at programme steering committee level.

Detailed arrangements pertaining to IOM and ICMPD are outlined in the project documents and will also be specified in grant agreements for these two organisations. The guidelines encompass disbursements, partner procedures related to financial management, procurement processes, work planning, narrative progress reports, financial reports, accounting standards, and auditing practices. Denmark maintains a zero-tolerance policy towards corruption. MFA anti-corruption clauses relating to the management of the funds will be included in the grant agreements.

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

Financial reports will be submitted annually in June following agreed formats at the programme steering committee.

Individual grant agreements for IOM and ICMPD will stipulate reporting requirements, including annual audits for each partner, conducted in accordance with their respective procedures, with results available within six months of each year's end. As a UN entity, IOM follows UN practice in relation to audit processes. Additionally, Denmark retains the right to a) conduct any necessary audits or inspections concerning the use of Danish funds and b) inspect the accounts and records of suppliers and contractors involved in contract performance, with the authority to conduct comprehensive audits. Both IOM and ICMPD will also complete and submit narrative reports on an annual basis, following prior agreed upon templates.

Annual narrative reports will be submitted no later than April of the following calendar year (2024 reporting due by April 2025, etc.).

## 10 Risk Management

Key contextual risks include shifts in the quality and nature of Government-to-Government cooperation on migration issues, which will have significant downstream effects on the kinds of programmatic activities undertaken and the countries included in the programme. Other contextual risks pertain to the political and social environment conditions in countries of origin and transit countries, which can affect and shape both the conditions in which irregular migrants are living, while also more broadly shaping patterns of migratory flows across migration routes. This also presents a significant reputational risk concerning human rights conditions in countries where the programme engages. While these risks – and their related mitigating measures – are described in further detail in Annex 5, the steering committee will play a key role in monitoring and responding to these risks. The programme's ability to pivot and adapt, including in relation to engagement countries, will also be critical in enabling the programme to manage risks.

A programme of this nature also carries a variety of programmatic risks, including the risk that a flexible approach to programming informed by the perceived quality of Government-to-Government dialogue undermines sustainability and longer-term outcomes. There are challenges in terms of donor coordination, but positive cooperation in the donor circle at the technical level in certain contexts, while more challenging in other contexts. There are other risks pertaining to managing partner capacity and commitments, and managing overly optimistic goals in the face of complex challenges and possible capacity constraints at country level. There is also a risk that partners at country level are unable to move quickly, or to navigate potentially competing priorities, which may undermine the programme's ability to deliver on and reinforce Government-to-Government dialogue.

There are also a number of institutional risks, including in relation to organisational capacity, entry points and relationships towards host Governments and relevant line ministries. Risks relating to potential human rights abuses, fiduciary risks, and sexual exploitation and abuse are also important to note.

A detailed risk assessment is included at Annex 4.

## 11 Closure

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

- IOM and ICMPD submit final narrative and financial reports;

- Closure of financial accounts: final audit reports from partners; possibly return of unspent funds; and accrued interest and administrative closure by reversing remaining provision.

## **11.1 Exit strategies**

Building on lessons learned from similar programming and the findings of the review, the programme will place a strong emphasis on developing country-specific exit strategies. As the programme's implementation at country level is premised on ongoing dialogue with Government authorities, the nature of the programme's exit will vary from country to country. In this way, IOM and ICMPD will be responsible for taking the lead in defining country-specific exit strategies, in close consultation with Danish Embassies, Migration Attachés (where applicable) and MIGSTAB counterparts. Ideally, Government counterparts will also be involved in such processes, given the importance of ensuring programme interventions can transition smoothly to local ownership. To the extent possible, programming interventions will be designed from the outset with a view towards feeding into and strengthening national ownership and capacity beyond the programme period. Country level exit strategies will be further defined during the inception period, based on the countries identified for the first phase of implementation.

## ANNEX 1: CONTEXT ANALYSIS

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

According to IOM, there are around 281 million international migrants in the world, which equates to 3.6 percent of the global population.<sup>19</sup> Overall, the estimated number of international migrants has increased over the past five decades. While migration was rising in all regions of the world, Europe experienced the second-largest growth, with an increase of 30 million international migrants between 2000 and 2020, surpassed only by Asia.<sup>20</sup>

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

Among these are political instability, conflict and human rights violations, as well as economic aspects such as low and deteriorating standards of living, weak livelihood opportunities, poor or non-existent public services; others are legal reasons or family related. Drivers related to environmental changes, including natural disasters, such as flooding, and climate change (increasing desertification) are increasingly relevant and are expected to become even more important in the medium term according to projections of the Intergovernmental Panel on Climate Change (IPCC). While this effect is of global relevance, it is particularly pronounced in the Asia-Pacific and African regions. According to IOM forecasts, by 2050 there could be up to one billion migrants due to environmental causes worldwide.<sup>21</sup>

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

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

Based on the latest figures, of the people arriving with a purpose to stay in the EU in 2022, 3.45 million arrived legally and 326,217 people were categorised as irregular. An increase of the flow of irregular migrants to the EU could be observed on all migration sea routes towards Europe during 2023 compared to 2022 (Western African +161%, Western Mediterranean +12%, Eastern Mediterranean +55%, Central Mediterranean <sup>22</sup>+49%). In 2023, for example, migrant arrivals from

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<sup>19</sup> IOM World Migration Report 2024

<sup>20</sup> IOM World Migration Report 2024

<sup>21</sup> IOM, 2024

<sup>22</sup> European Union, “Migration and Asylum in Europe – 2023 edition”, available at: <https://ec.europa.eu/eurostat/web/interactive-publications/migration-2023>

Tunisia were at the highest level ever recorded by the EU border protection agency Frontex (at around 98,000, roughly triple the figure for 2022), replacing Libya as the main departure country.<sup>23</sup>

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

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

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<sup>23</sup> IOM World Migration Report 2024



According to IOM, vulnerability in the context of migration refers to the diminished capacity of an individual or group to resist, cope with, or recover from violence, exploitation, abuse, and violation(s) of their rights. It is determined by the presence, absence, and interaction of factors and circumstances that (a) increase the risk of, and exposure to, or (b) protect against, violence, exploitation, abuse, and rights violations.<sup>26</sup>

The factors which determine the degree of vulnerability, can be found at the individual, household, community, and structural context the migrant finds themselves in. Migration policy responses aiming at enhancing the safety of migrants at all stages of their journey, therefore usually focus on one or more of these factors. This leads to a wide scope of potential protection interventions for each context:<sup>27</sup>

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

At the **structural level**, approaches by national governments and regional or international institutions involve migration governance – being policies, programmes, and frameworks for safe and regular migration, including labour mobility, to help ensure equitable distribution of the benefits of national development; guarantee respect for the human, social, economic, and labour rights of citizens and migrants; work to reduce discrimination against marginalized groups;

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<sup>26</sup> IOM: Global Compact Thematic Paper | Protection of Human Rights, Geneva XXX.  
[https://www.iom.int/sites/g/files/tmzbd1486/files/our\\_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf)

<sup>27</sup> Based on: Global Compact Thematic Paper | Protection of Human Rights, Geneva XXX.  
[https://www.iom.int/sites/g/files/tmzbd1486/files/our\\_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/ODG/GCM/IOM-Thematic-Paper-Protection-of-Human-Rights-and-Vulnerable-Migrants.pdf)

improve bilateral cooperation measures to respond to cross-border migration flows; improve access to justice in a manner similar or equal to nationals; and uphold the rule of law.

**Migration governance** is understood as the “combined frameworks of legal norms, laws and regulations, policies and traditions as well as organizational structures (subnational, national, regional and international) and the relevant processes that shape and regulate states’ approaches with regard to migration in all its forms, addressing rights and responsibilities and promoting international cooperation.”<sup>28</sup>

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

In practice, however, migration-related issues are still often managed with little coordination among government agencies or internationally. While the responsibility for migration management primarily lies with governments, many countries of origin lack the capacity and structures required. These challenges are particularly acute when it comes to return, readmission, and sustainable reintegration.<sup>29</sup> For example, Migration Policy Institute notes that migrants increasingly seek out second and third destinations, in a sign of new movement patterns. This also has implications in the context of return and readmission, underlining the challenge and importance of facilitating more sustainable reintegration while, at the same time, given that many countries of origin also serve as transit countries, being able to manage the movement (and stay) of migrants more effectively within one’s own borders.<sup>30</sup>

The ability of countries of origin to manage migrants within their own borders represents a significant, complex, and multi-faceted challenge. This requires a broad set of institutional capacities, systems and policy frameworks which typically span multiple line ministries both at national and at sub-national level – with the immigration authorities at the forefront. Managing the interplay across these state functions and capacities, while also addressing the inherently dynamic and fluid nature of migration, presents significant challenges to many countries. These challenges are further exacerbated when recalling that much of irregular migration takes place in a context of political, economic, and social uncertainty and volatility, often including or connected to violent conflict, the adverse effects of climate change, or other dynamics or phenomenon which, by their very nature, are often beyond the remit and control of a single state. In this context, ICMPD’s 2004 migration outlook focusing on the Mediterranean calls on the importance of partnerships, citing the comprehensive partnerships between the EU and countries such as Tunisia and Egypt linking interventions in migration management to a broader set of public policy issues<sup>31</sup>. In this respect, IOM’s and ICMPD’s migration governance framework provides several relevant insights which respond to a number of these dimensions, emphasising the importance of whole-of-government approaches, including coherence and complementarity across capacities, systems,

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<sup>28</sup> IOM Migration Glossary

<sup>29</sup> Altai

<sup>30</sup> MPI, “Top 10 Migration Issues of 2023”, available at: <https://www.migrationpolicy.org/programs/migration-information-source/top-10-migration-issues-2023>

<sup>31</sup> ICMPD, “Migration Outlook Mediterranean 2024: Eight migration issues to look out for in 2024”, available at: [https://www.icmpd.org/file/download/60922/file/ICMPD\\_Mediterranean\\_Migration%2520Outlook%25202024.pdf](https://www.icmpd.org/file/download/60922/file/ICMPD_Mediterranean_Migration%2520Outlook%25202024.pdf)

and policy frameworks. Their frameworks also emphasise the importance of partnerships, including amongst countries of origin and countries of transit.<sup>32</sup>

Migration governance systems have been a key area of focus from many countries and international organisations in the past three decades, and significant – though uneven – progress has been achieved. However, recent migration trends suggest that many of these governance systems require significant revision and updating to respond effectively to the changing nature of migration, and to effectively manage migrants within their own borders. Migration Policy Institute<sup>33</sup> have identified a number of these emerging trends. Among others, the MPI notes that although many regions are seeing ever-more-restrictive physical and policy border barriers to prevent irregular migration, movement within certain parts of the world is becoming easier because of closer intraregional integration. A number of African states, including Rwanda and Kenya, have abolished visa restrictions for other African nationals and policy discussions regarding continental wide free trade has also included consideration of free continental movement. As it relates to the focus of this programme, intraregional integration presents both an opportunity and challenge for countries of origin migration management, underlining the importance of South-South dialogue, and the need to strengthen systems and policy frameworks in what can be (in some contexts) an even more fluid migratory picture.

While there is universal document defining the elements of good governance of human mobility, IOM put forward a **migration governance framework**<sup>34</sup> which is widely utilized in this field<sup>35</sup>. This framework identifies a set of principles and objectives which, if respected and fulfilled, would ensure that migration is safe, orderly, and benefits migrants and society:

- **Effective migration governance** needs to be compliant with international law, ensuring the respect, protection, and fulfilment of individuals' rights, regardless of nationality or migration status. This entails combating xenophobia, racism, and discrimination while promoting equality and non-discrimination, ensuring that all individuals have access to necessary protection.
- **Evidence-Based and Whole-of-Government Approaches to Migration Policies.** Migration policies should be grounded in factual analysis and data. States need to gather and utilize credible information on various aspects of migration, including demographics, labour markets, and health. These policies should be comprehensive, addressing travel, immigration, emigration, and their links to environmental and socio-economic factors. Effective governance requires the involvement of all relevant governmental ministries to ensure policies serve broader national interests.
- **Importance of Strong Partnerships in Migration Governance.** Migration involves numerous stakeholders, including states, local authorities, migrants, employers, and various organizations. Effective governance necessitates partnerships to enhance understanding and develop comprehensive strategies, ensuring all actors are coordinated and informed.
- **Socioeconomic Advancement for Migrants and Society.** Effective migration governance should aim to improve the socioeconomic conditions of both migrants and their host communities. Addressing factors such as poverty, instability, and lack of access to education can reduce forced migration. Policies should promote stability and

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<sup>32</sup> IOM World Migration Report 2024

<sup>33</sup> Migration Policy Institute, “Top 10 Migration Issues of 2023”, available at: <https://www.migrationpolicy.org/programs/migration-information-source/top-10-migration-issues-2023>

<sup>34</sup> IOM: MiGOV. [https://www.iom.int/sites/g/files/tmzbd1486/files/about-iom/migof\\_brochure\\_a4\\_en.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/about-iom/migof_brochure_a4_en.pdf)

<sup>35</sup> ICMPD’s approach and policy frameworks have a similar focus, albeit framed differently.

opportunities, allowing individuals to make informed choices about migrating, while also fostering positive outcomes for both migrants and their communities.

- **Effective Crisis Response and Mobility Dimensions.** Crises often lead to significant displacement. Effective migration governance requires international cooperation to prevent, prepare for, and respond to crises, supporting affected individuals and communities. Long-term recovery and sustainable development efforts must consider the needs of migrants, acknowledging that migration is often an inevitable consequence of crises.
- **Safe, Orderly, and Dignified Migration.** Ensuring migration occurs safely and orderly involves mitigating associated risks, such as health threats and illegal activities. This requires effective health measures, robust border controls, and international cooperation to address issues like terrorism, trafficking, and smuggling. Agencies must work together to maintain the integrity of migration systems and protect the well-being of migrants and societies.

**Migrant return and reintegration** has become increasingly prominent on the migration governance agenda including a greater recognition of the challenges associated with it. IOM defines **return** as “in a general sense, the act or process of going back or being taken back to the point of departure. This could be within the territorial boundaries of a country, as in the case of returning internally displaced persons (IDPs) and demobilized combatants; or between a country of destination or transit and a country of origin, as in the case of migrant workers, refugees or asylum seekers”<sup>36</sup>

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

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

Return has the aim of making return more fair, orderly, safe and sustainable. Important topics are: the strengthening of evidence-based policy frameworks, to promote clear and fair policies that protect the rights of returnees and ensure their safe and dignified return; capacity building for migration stakeholders and service providers in countries of origin to better accommodate returnees; and the expansion of Assisted Voluntary Return and Reintegration (AVRR) programmes to provide robust reintegration support, including e.g. job training, education, and psychological counselling.

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

**Reintegration** is generally understood as a multidimensional process enabling individuals to re-establish the economic, social and psychosocial relationships needed to maintain life, livelihood and dignity and achieve inclusion in civic life.<sup>37</sup> It is a crucial aspect of migration management, aiming to make the return process safe and beneficial not only for returnees and their families but also for their communities and countries of origin.

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<sup>36</sup> IOM, Glossary for migration

<sup>37</sup> IOM, Glossary on Migration 2019a

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

IOM finds that female migrants returning to their countries of origin often have more difficulty than men reintegrating long-term into the community.<sup>38</sup> Women report more challenges in accessing employment and training opportunities, as well as health-care services, often following abuses and exploitation during their migration journey, according to research on factors affecting the sustainable reintegration of returnees. If the reintegration processes do not have a sustainable aim, returnees might seek to migrate again – often in an irregular manner and with the risk to end in a vulnerable situation.

The programme is designed in a flexible manner and seeks to engage in country contexts informed by Government-to-Government dialogue and, as such, the focus countries will also change over time. However, as of the time of programme formulation, a number of countries were identified which the programme expects to focus on, at least in the first phase of the programme (with some also likely to be involved in extended engagement throughout the programme period). This includes Iraq, Afghanistan, Nigeria, Somalia, Morocco, Algeria, Lebanon, and Jordan. Drawing on a 2021 report from IOM focusing on comparative reintegration outcomes in forced and voluntary returns<sup>39</sup>, experiences of returnees from across different country contexts speaks to the significant diversity in relation to return, readmission and reintegration, in terms of the profile of returnees, their experiences and perceptions regarding return and reintegration, as well as the kinds of reintegration assistance provided.

In Afghanistan, approximately 58% of the returning nationals (out of 808 respondents) returned to the same community of their origin, after an average 15.8 years abroad. 86% of returnees resided in neighbouring countries, including Pakistan (56%) and the Islamic Republic of Iran (30%). In relation to the kinds of reintegration assistance which was received, 49 % of returnees were provided with microbusiness support, followed by training (26%), psychosocial support (15%), financial services (6%), and medical support (4%). 79% of all respondents reported being satisfied with their current economic situation, whereas 46% of forced returnees and 89% of female returnees reported being satisfied. This data reflects a number of broader trends pertaining to return and reintegration, including in relation to the importance of providing meaningful reintegration assistance. This is particularly critical in the context of assisted/forced returns, with 73% of forced returnees perceiving poor access to employment and training, compared to 43% overall, representing a significant disparity. The same is true in relation to psychosocial dimensions of reintegration. 90% of respondents reported feeling a sense of belonging to their community. The majority indicated that they feel like they have a supportive social network (65%), while this share is again lower among forced returnees (29%) and higher among female returnees (70%). In Nigeria, the study engaged with a total of 1,456 respondents, with an average duration of stay

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<sup>38</sup> IOM (2001), “Comparative Reintegration Outcomes between Forced and Voluntary Return and Through a Gender Perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

<sup>39</sup> IOM (2021), “Comparative reintegration outcomes between forced and voluntary return and through a gender perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

abroad of 1.72 years. While some returning nationals spent time in neighbouring countries (including Mali – 3.33%, and Niger – 3.19%), the majority were much further afield, including in Libya (70.33%), Germany (13.03%) and Saudi Arabia (7.86%). Upon returning, there was also a greater diversity in the kinds of reintegration assistance received, with microbusiness (36%) and training (25%) the most common, followed by a more even mix of other kinds of support, including medical support, financial services, and “other” kinds of support (which accounted for 25%).

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

A holistic and needs-based approach to reintegration will include the individual, community and structural levels. At the individual level, initiatives focus on addressing the specific needs and vulnerabilities of returnees and their families. This might include providing financial or in-kind assistance to help cover every day needs, finance housing and medical care, and support education and self-reliant livelihoods. Such measures are seen to be particularly critical in the context of facilitated returns, given current data suggests that reintegration is more sustainable for voluntary, rather than facilitated or “forced” return. The IOM study from 2021 also finds that voluntary returnees were economically more self-sufficient and socially stable. On the psychosocial dimension, forced returnees reported more challenges in reintegrating sustainably, as well as difficulties in accessing housing, health care, and documentation services.<sup>40</sup> This analysis has also informed the design of this programme, and particularly the focus on strategic objectives which seek to strengthen the capacities, systems, and policy frameworks of relevant authorities, while also tying this to the provision of reintegration services to returning individuals.

At the community level, the strengthening of social links and an increase of the absorption capacity of communities, particularly in regions with high levels of return are important e.g. in the form of

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<sup>40</sup> IOM (2001), “Comparative Reintegration Outcomes between Forced and Voluntary Return and Through a Gender Perspective”, available at: <https://migrantprotection.iom.int/en/resources/kmh-research-study-study/research-study-2-comparative-reintegration-outcomes-between>

facilitating community dialogues to foster better understanding and cooperation between returnees and long-term residents.

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

A longitudinal study conducted by Germany and IOM<sup>41</sup> surveyed close to 1,000 returnees, which had received financial, and in some cases, in-kind assistance to ease their reintegration. The findings underscore the importance of tailoring assistance programmes to the specific conditions and needs of different returnee groups. It highlights that structural reintegration is particularly challenging in societies with low political and economic stability, and that individual experiences of reintegration can vary significantly even within the same national context. For example, returnees in rural areas may face poorer access to public services compared to those in urban areas, and older returnees or women might have different needs and perceptions of security and belonging.

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

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<sup>41</sup> After Assisted Return from Germany: Long-term Reintegration StarthilfePlus Study II. Research Centre of the Federal Office for Migration and Refugees (BAMF), 20204.

## ANNEX 2: PARTNER ASSESSMENT

The following partner assessment aims to provide a comprehensive overview of the United Nations International Organization for Migration's (IOM) capacities in the realm of migration management, contributing to identifying the organization as the most appropriate stakeholder to lead the implementation of the “**IOM – Denmark Migration Management Programme**” (hereafter: **project**) which is **Pillar 1 of the Programme “CAPACITY – The Danish Migration Management Programme 2024-2029”**. IOM intends to continue building on its extensive experience, well-established working relationships with government stakeholders, use of rights-based approaches and alignment with its global mandate to support the targeted countries' management of migration within the CAPACITY Programme.

### Brief presentation of partner

As the leading intergovernmental organization in the field of migration, IOM develops effective and innovative responses to the shifting dynamics of migration. Guided by key global frameworks, notably the [2030 Agenda for Sustainable Development](#) and the [2018 Global Compact for Safe, Orderly and Regular Migration](#) (GCM), IOM is committed to promote humane and orderly migration for the benefit of migrants and societies. As a core member of the United Nations Sustainable Development Group and [Coordinator](#) of the United Nations Network on Migration, IOM supports Member States in developing well-managed national migration policies, enhancing their migration governance systems and ensuring effective, timely and coordinated UN system-wide support in accordance with UN Sustainable Development Goals (SDGs) target 10.7 and the GCM. The [IOM Strategic Plan 2024-2028](#) outlines how IOM will contribute to these global frameworks and achieve its vision. As an integral part of the strategy, IOM prioritizes whole-of-government and whole-of-society approaches to unleash the potential of migration by assisting States to establish, expand and enhance regular migration pathways, while advocating for the integration of migrants and migration across development planning and programming.

IOM is focused on providing context specific and conflict sensitive support to respond to the evolving needs on the ground. Working in fragile contexts places IOM in a unique position to contribute to the Humanitarian-Development-Peace Nexus (HDP)<sup>42</sup>. This is achieved through targeting initiatives that combine adaptive, flexible and rapid interventions with long-term development-oriented programming, sustained by comprehensive interagency planning. Additionally, IOM leverages its multisectoral capacity and 360-degree approach to human mobility, using data to bring relevant fields together.

Concurrently, IOM remains committed to fostering more equitable partnerships with and between international, national and local actors and advocating that they play a central role in developing and delivering migration-related policies and programming, ensuring that the right networks and entry points are in place. IOM is characterized by a decentralized structure with extensive field presence spread across six regional offices, overseeing, coordinating and supporting offices in 175 countries and 557 locations, and with the vast majority of its nearly 19,000 employees deployed at country level. The strong field presence allows IOM to maintain a thorough overview of migration dynamics, challenges and emerging trends to develop appropriate responses and contribute to regional and cross-regional strategies and planning.

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<sup>42</sup> IOM has developed a series of tools and guidance to support with streamlining conflict sensitivity as a core principle throughout all programs, units, and systems, in line with its commitment to the OECD-DAC Recommendation on the Humanitarian-Development-Peace Nexus (HDPN).

## Summary of partner capacity assessment

**IOM** is the main UN agency with global mandate for protection of migrants. It is a long-standing Danish partner (also core support). The most recent **MOPAN assessment** (October 2023) of IOM notes the organisation's rapid growth but that it remains largely project-funded and this presents certain organisational constraints. Nonetheless, the organisation is considered to be an agile performer in emergency settings, noting that IOM provides quality services and capacity-building support on migration issues, and tailoring its support to national needs and priorities.<sup>43</sup> The assessment found that IOM was partnership-oriented working with a broad range of partners at both global, regional and international level. The assessment went on to note that this focus results in 97% of its resources being earmarked for specific activities or locations. To rebalance its resourcing, IOM has negotiated a new financial framework with its funders, securing a commitment to increase the assessed contribution by USD 60 million over five years from 2023 (IOM, 2022). However, this will only marginally reduce its reliance on earmarked funding to 93%, and thus will not significantly change IOM's overall funding situation. In practice, this heavily earmarked financial framework, and its impact on the operating model, means IOM is geared towards the delivery of short-term projects – where it consistently delivers strong results.

It is also worth noting that, in terms of human resources, the MOPAN assessment notes that IOM's workforce has grown by 70% over the assessment period, to 32 000 people, including 7 000 non-staff and 5 000 consultants. Yet IOM's human resources functions are significantly under-resourced. Many key staff are on temporary contracts or graded lower than comparable positions in other UN agencies, contributing to poor staff retention and loss of institutional memory.<sup>44</sup>

The 2023 **Danish MFA's strategy assessment for IOM** also found that IOM's dependency on project funding limits the opportunity to engage in more strategic long-term collaboration with partners and that the area needs attention and joint donor support. Further, while IOM has significantly improved in terms of funding channelled through local partners over the past years, this is still an area for improvement. The assessment found that IOM's entry into the UN system represents a significant opportunity. While IOM faces several challenges, there is no doubt that work fits very well with key Danish priorities related to migration. With the increase in Danish funding to IOM, both in terms of project and unearmarked funding, the possibilities for synergies between Danish engagements with IOM have become more evident as well as the need for coordination.<sup>45</sup>

### IOM role within the project

The project adheres to the IOM Strategic Plan 2024-2028, and particularly its objective 3: *Facilitating pathways for regular migration*<sup>46</sup>. To achieve the objective, IOM will facilitate governments' access to key migration management technology, systems and procedures to achieve safer and seamless cross-border movement, enhance the protection of migrants and reduce irregular migration, including through technical assistance related to national civil registration, identity management systems and consular services. In countries requiring operational support, IOM will facilitate safe, dignified and the rights-based return, readmission and sustainable reintegration of migrants into their countries of origin, or third countries. For long-term impact, IOM will

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<sup>43</sup> IOM assessment, MOPAN, October 2023

<sup>44</sup> Ibid

<sup>45</sup> Strategy for Denmark's engagement with IOM, 2023-2026

strengthen its role as a facilitator of South–South and triangular cooperation, promoting South–South regional integration and interregional collaboration through the State-led inter-State consultation mechanisms on migration.

Under the supervision of IOM’s Deputy Director General for Operations, the Department of Mobility Pathways and Inclusion at Headquarters (HQs) in Geneva will provide policy and technical support to the development and implementation of the project to promote and streamline existing and novel institutional guidance – globally and regionally – and in line with the SDGs, GCM, and IOM’s Strategic Vision. The Department’s technical expertise encompasses a wide range of strategic areas, including immigration and border governance, labour mobility, migration health and resettlement and movement management. In particular, this project will be supported by IOM’s Immigration and Border Governance (IBG) Division that partners with Member States to enhance migration policies, legal frameworks, technical and administrative structures, and human resources required to effectively address the challenges and opportunities of migration and cross-border mobility. Interventions falling under the IBG umbrella are designed in partnership with governments and other relevant stakeholders, advancing IOM’s efforts to strengthening identity management architectures, including on visa and passport production, and broader digitalization efforts to promote regular migration pathways, encourage readmission cooperation, and ensure rights-based and coherent immigration measures.

### **Overview of key IOM’s Institutional Policies and Strategies**

- The [IOM Strategic Plan 2024-2028](#) serves at the overarching institutional strategy, outlining how IOM will achieve its vision and contribute to the achievement of the SDGs. As part of the Strategic Plan, IOM recognizes the importance of forging strategic partnerships with governments, UN agencies, civil society, the private sector and other stakeholders to address the multifaceted opportunities and challenges of migration. The Strategic Plan is complemented by [IOM's Strategic Results Framework \(SRF\)](#), which outlines the theory of change underpinning the Plan, and guides project development, implementation and systematic, standardized organization-wide reporting.
- The [IOM’s Policy on the Full Spectrum of Return, Readmission and Reintegration](#) articulates and communicates to all stakeholders IOM’s vision of a comprehensive, rights-based, sustainable development-oriented and coherent approach to well-managed return, readmission and sustainable reintegration, taking into account the health and well-being of individuals and communities.
- The [IOM’s Institutional Strategy on Legal Identity](#) aims to tackle several challenges related to people on the move and access to documentation, presenting an approach that will allow for legal identity to be addressed more consistently as part of existing and upcoming IOM interventions. It serves as a road map to support Member States, while reinforcing IOM’s goal to provide a global platform for the exchange and promotion of good practices to advance legal identity systems, with a focus on the nexus between migration, displacement, the protection of migrants, and universal access to legal identity.
- The [IOM’s Migration Data Strategy 2020-2025](#) maps out a path for IOM to improve the evidence base for good migration governance in support of sustainable development, effective humanitarian action and peaceful societies, as well as the implementation, monitoring and reporting of relevant stakeholders on their actions in support of relevant international frameworks.

### **Frameworks, Manuals and Tools for Policy Development**

- [Migration Governance Indicators \(MGI\)](#) helps governments to take stock of their migration policies and strategies to identify good practices and areas with potential for

further development. The MGI informs policy change and contributes to the development of migration policies that support good governance of migration by focusing on government ownership of the process. As such, the MGI is a key IOM tool for assisting governments to implement the GCM and the Sustainable Development Goals, as well as for tracking the implementation progress.

- The [Harnessing Data Innovation for Migration Policy](#) is a practitioners' handbook aimed at providing first-hand insights into why and how non-traditional data sources can contribute to better understanding migration-related phenomena. The Handbook aims to (a) bridge the practical and technical aspects of using data innovations in migration statistics, (a) demonstrate the added value of using new data sources and innovative methodologies to analyze key migration topics that may be hard to fully grasp using traditional data sources, and (c) identify good practices in addressing issues of data access and collaboration with multiple stakeholders (including the private sector), ethical standards, and security and data protection issues.
- The [Migration Governance Insights – Informing People-Centered Migration Policies](#), building on MGI Data from 100 countries and 69 local authorities, provides insights into how migration is governed worldwide, assess global trends in migration governances, propose recommendations and showcase examples of policy responses in different contexts as well as emphasizing potential complementarities across different policy areas and the centrality of local governments for shaping people-centered migration policies.

#### **Frameworks, Manuals and Tools on Return, Readmission and Reintegration**

- The [IOM's Framework for Assisted Voluntary Return and Reintegration](#) guides policymakers and practitioners in the design and implementation of assisted voluntary return and reintegration (AVRR)-related policies and programs. Based on IOM's long-standing experience on AVRR since 1979, the framework lays out a vision for dignified voluntary returns and sustainable reintegration, 7 principles to be adhered to, and 6 objectives to be pursued.
- [The IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse](#) is intended to support case managers, service providers, communities, humanitarian and development actors, States and other actors working to provide protection and assistance to migrants vulnerable to violence, exploitation and abuse.
- The [IOM's Reintegration Handbook](#) provides practical guidance on the design, implementation and monitoring of reintegration assistance for returnees. While reintegration is a process taking place in different return contexts (for example following spontaneous, forced or assisted voluntary returns, or internal displacement), the Handbook focuses on assistance provided to migrants unable or unwilling to remain in the host country. The Handbook has been conceived as a hands-on tool, targeting the various stakeholders involved in the provision of reintegration-related support at different levels and at different stages: project developers, project managers and case managers but also policy makers and other reintegration practitioners.
- [The Toolkit on Unaccompanied and Separated Children](#) addresses the specific needs and challenges faced by UASC, providing guidance and resources for practitioners working with UASC including key international instruments and guidelines, understanding the legal framework in different contexts, and measures for prevention and preparedness.

#### **Frameworks, Manuals and Tools on Identity Management, Document Examination, etc.**

- The [Introduction to Biometrics](#), developed under the auspices of the Preliminary Phase of the RELICA Global Programme, offers a fundamental operational guide for capturing, comparing, and assessing biometric data from populations as they move, emphasizing the utilization of technology for analyzing physical characteristics such as fingerprints, facial features, and iris scans. Additionally, it addresses ongoing concerns regarding vulnerabilities, threats, and the possible discriminatory use of biometrics, while advocating for ongoing scrutiny of emerging risks or injustices that may arise.
- The [Free Movement Zones: Guide for Issuance and Border Management](#) aims at providing comprehensive and technical guidance to national and international policy makers and practitioners when developing national ID schemes that can be used for international travels.
- The [Passport Examination Procedure Manual](#) has been developed in supporting governments to address the methodology of travel document/passport examination in a logical order, providing practical information on every step of the examination process.

## Summary of key partner features

Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
International Organization for Migration (IOM)	IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.	<p>The Project will contribute substantially to IOM's objective of fostering safe, humane and orderly migration by enhancing migration management capacities, including on identity management and return, readmission and reintegration, of government stakeholders, promote dialogue, coordination and partnership between countries of origin, transit and destination.</p> <p>Furthermore, the evidence-based approach of the Project along with the knowledge mobilization opportunities may contribute to inform IOM policy/strategy, including new programming development in the realm of return, readmission and reintegration and more broadly, on migration management and governance.</p>	<p>The outputs to be delivered by IOM through the Project have been specified in the agreement with the MFA.</p> <p>The presence of a Global Management and Technical Team in Denmark plays an important role in streamlining management, coordination and reporting to the donor on progress and results, allowing for partnership and alignment with donor's goals.</p> <p>IOM team in Copenhagen allows for exploratory and flexible interventions tailored on continuous discussions with the steering committee i.e regional/cross-regional meetings, seed interventions in countries of interest and soft engagement aimed at keeping momentum and discussions open.</p>	Through the Project, IOM contributes to strengthening robust identity management to enhance countries' ability to manage migration issues, including the facilitation of safe, dignified and the rights-based return, readmission and sustainable reintegration of migrants into their countries of origin, or third countries.	<p><b>Strength:</b> IOM's extensive experience, strong presence in countries of origin, well-established working relationships with government stakeholders and alignment with the global mandate in supporting migration management.</p> <p><b>Weaknesses:</b> The ability of implementing the project's outputs depend on the willingness of the government stakeholders in the targeted countries to actively engage and collaborate with IOM.</p> <p><b>Opportunities:</b> The Project management team's location in Copenhagen allows for a deeper and more engaged partnership with Danish government representatives. This proximity facilitates knowledge sharing and expertise mobilization that facilitates dialogue among Nordic countries, the EU and the broader international community positioning Denmark as a leading European Member State in return, readmission and reintegration processes.</p>	<p>The exit strategy will ensure that the positive impacts of the interventions implemented are sustained beyond the Project's conclusion</p> <p>The exit strategy seeks to gradually reduce dependence on external funding, ensuring that each component of the project can function independently and effectively</p>

### ICMPD:

The International Centre for Migration Policy Development (ICMPD) is an international organisation with 20 Member States and 498 staff members. Active in more than 90 countries worldwide, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes.

Priority regions include Africa, Eastern Europe and Central Asia, Mediterranean, Silk Routes, Western Balkans and Türkiye. Its approach to migration management – structurally linking policy & research, migration dialogues and capacity building – contributes to better migration policy development worldwide. The Vienna-based organisation has a mission in Brussels and is locally represented in 33 countries worldwide. ICMPD receives funding from its Member States, the European Commission, the UN and other multilateral institutions, as well as bilateral donors. Founded in 1993, ICMPD holds UN observer status and cooperates with more than 715 partners including EU institutions and UN agencies.

### Summary of partner capacity assessment.

The formulation team held discussion with ICMPD on operational/financial management issues. They revealed that ICMPD has adequate policies, procedures and systems in place to manage grants. This was confirmed during MIGSTAB’s partner assessment in May 2024, together with a finance monitoring visit to ICMPD’s country office in Lebanon. MIGSTAB also worked close with ICMPD during the detection and resolution of the fraud case in Jordan in 2023. During the partners assessment, MIGSTAB could follow up on the steps taken to strengthen systems, financial monitoring visits to country offices, capacity development to staff on financial management and developing of new polices and guidelines to ensure compliance. ICMPD is also working on a whistle blower feature which is absent now on their website but is to be established once the whistle blower policy is in place. ICMPD have 9 existing MFA grants under implementation and are thus used to MFA guidelines and formats in direct coordination between MIGSTAB, ICMPD’s HQ and implementing country offices. Localisation is an issue but ICMPD have examples where funds are going directly to partners. Based on experience with other MFA funded programmes, the MFA will include support on the budget to implement the ICMPD’s MEAL structure, SKY, as other donors. MFA will continue with regular financial monitoring visits at HQ and country offices during the implementation of the programme.

As noted in [this paper](#) by the EU (p. 20), ICMPD successfully passed the EU Commission’s ex-ante “pillar assessment” on its level of capacity of financial management and protection of financial interests and has been selected as the entity entrusted to implement EU projects based on its competence and successful implementation of previous programmes. Furthermore, ICMPD has established a strong network with EU Member States and partner countries relevant for migration engagement and has project-based offices in several partner countries. MIGSTAB is also in dialogue with ICMPD on implementing a Value for Money assessment to their activities.

The Dutch MFA has recently conducted an assessment of ICMPD with positive results according to ICMPD, but no report could be shared at the time of writing this assessment.

### Summary of key partner features

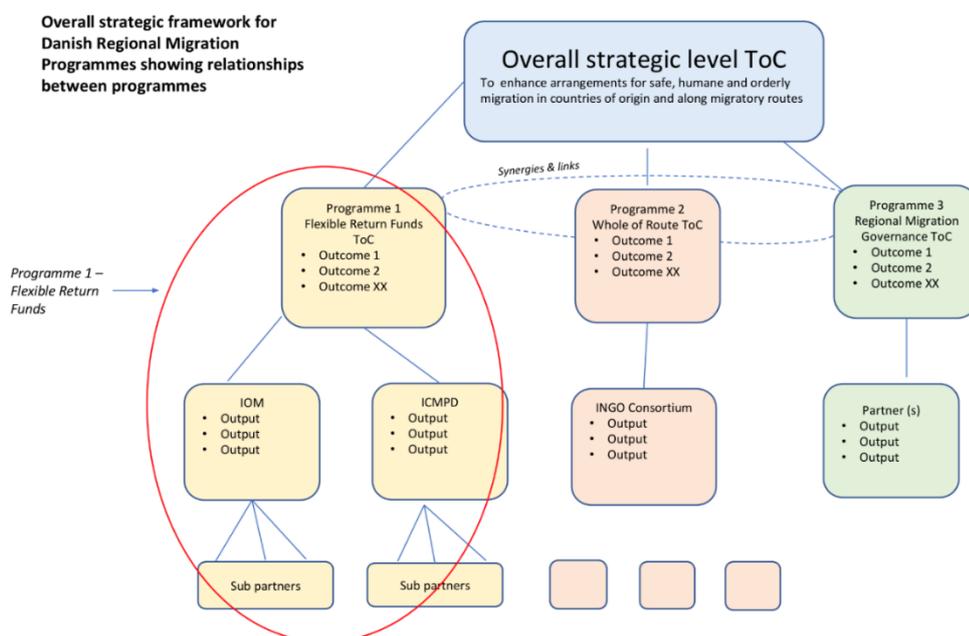
Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
International Centre for Migration Policy Development (ICMPD)	ICPDM migration management – structurally linking policy & research, migration dialogues and capacity building – contributes to	The Project will contribute substantially to ICPDM’s objective of strengthening migration management.	The outputs to be delivered by ICPDM through the Project have been specified in the agreement with the MFA.  The presence of a Global	ICDPMcontributes to strengthening robust identity management to enhance countries’ ability to manage migration issues, including the facilitation of safe, dignified and the rights-based return,	<b>Strength:</b> EU pillar assessed. ICPDM’s extensive experience, strong network, well-established working relationships with government	The exit strategy will ensure that the positive impacts of the interventions implemented are sustained beyond the Project’s conclusion

	better migration policy development		Management and Technical Team in Denmark plays an important role in streamlining management, coordination and reporting to the donor on progress and results, allowing for partnership and alignment with donor's goals.	readmission and sustainable reintegration of migrants into their countries of origin, or third countries.	stakeholders and alignment with the global mandate in supporting migration management.  <b>Weaknesses:</b> The ability of implementing the project's outputs depend on the willingness of the government stakeholders in the targeted countries to actively engage and collaborate with ICPDM.	The exit strategy seeks to gradually reduce dependence on external funding, ensuring that each component of the project can function independently and effectively
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## ANNEX 3: THEORY OF CHANGE, RESULTS FRAMEWORK, AND LESSONS LEARNED

### Tentative overarching Theory of Change for Denmark’s migration portfolio

Denmark is financing a broad range of engagements on migration 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. Due to the significant number of accumulated activities as well as the planned future multi-annual programmes, a strategic portfolio management framework for Danish migration engagements is established in order to ensure coordination, synergies and complementarities across the migration programmes and engagements. The linkages and complementarities across the three migration programmes are reflected in the chart below.



As the programmatic areas are highly interrelated, it would be advantageous to manage all the programmes under a common strategic portfolio framework and an overall theory of change (see annex 3) and utilise common administrative structures to enhance coordination, learning, monitoring and evaluation whilst ensuring value for money, transformative change and impact with regard to safe and orderly migration in developing countries and along the migration routes.

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

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

**IF** there is improved knowledge of the needs and perspectives of actual and intending migrants, and

**IF** national capacities, systems, legislative and policy frameworks within the selected partner countries relating to aspects of migration management – including visa handling and legal identity - as well as returns and readmission, and sustainable reintegration are strengthened, and

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

**IF** potential and intending migrants are reached and informed about the services available, and

**IF** evidence-based dialogue and cooperation amongst relevant immigration authorities and agencies within and between the selected priority countries is enhanced, and

**IF** returnees are prepared and get adequate tailored, gender-sensitive and rights-based support for sustainable local reintegration,

**THEN** countries of origin, transit and destination will have enhanced capacities and structures to manage migration within and across their own borders, and

**THEN** cooperation and coordination between partner countries, including South-South cooperation, will be stronger, and

**THEN** migration management including the return of irregular migrants will be more sustainable, effective, safe and orderly in the targeted countries of origin,

**EVENTUALLY CONTRIBUTING TO** more sustainable, effective and rights-based migration management and governance, including return, readmission and reintegration, as well as international cooperation on the issue, and reducing the risk that migrants end up in vulnerable situations upon their return.

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

**Contextual:**

- Governments of countries of origin are committed to implementing and enforcing migration management policies, and that the Government-to-Government dialogue undertaken through this programme is undertaken in a meaningful and constructive manner.
- In priority countries, there is a willingness of relevant authorities to pursue “whole of government” approaches to migration management, including in relation to return and readmission. In many countries, the insufficient coordination, cooperation and information exchange between migration stakeholders as well as the lack of adequate data constitutes an obstacle for a functioning migration management. It is assumed that targeted support in this field, e.g. in the form of capacity building, equipment and regulatory and operational frameworks, has a positive impact on evidence-based migration management, including risk analysis and strategic planning, and can at the same time facilitate migrants’ access to the national referral mechanisms or other required services.
- A number of countries of origin which may be the subject of this programme experience varying track records in relation democratic principles, rule of law and human rights. This is also likely to have an impact on the various categories of migrants’ human rights, reception and detention conditions and gender-based violence (GBV). In this way, the programme seeks to draw on the long-established Danish approach to development cooperation which has a focus on poverty eradication and empowerment of women and youth.

**Technical:**

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

**Summary of the results framework**

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

Programme	CAPACITY - Danish Migration Management Programme	
Programme Objective	To contribute to strengthened capacity and cooperation on migration management, including on return, readmission and sustainable reintegration in line with international human rights standards.	
Impact Indicators	% of returnees successfully reintegrated into their communities (disaggregated by age, gender, location); # of support and reintegration activities targeting women, youth and vulnerable groups; Improved quality and effectiveness of systems and procedures in place relating to migration management, in line with international human rights standards, and taking into account the needs of women, youth and vulnerable groups (perception surveys of duty bearers and rights holders)	
Baseline	To be determined (tbd).	
Specific Objective 1	Contribute to strengthened capacities of countries of origin to handle migration opportunities and challenges in line with international standards.	
Outcome 1.1	Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.	
Outcome indicators	% of trainees reporting increased knowledge (disaggregated by age, gender, location); # of provided equipment; % of provided material and equipment used as intended; # of identified and referred migrants in need of protection (disaggregated by age, gender, location); % of trainings and infrastructures taking the needs of women and vulnerable groups into account; enhanced trust between law enforcement authorities and the population.	
Baseline	2024	Tbd.
Target	2029	Tbd.

Outcome 1.2		Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders
Outcome indicator		# of information exchange and coordination mechanisms developed / strengthened; # of developed / updated policies and action plans in line with human rights and international standards and taking the needs of women and vulnerable groups into account ); % of implementation of policies; # of new / updated legislations, standard operating procedures in line with international standards and human rights;
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 1.3		Outcome 1.3: Enhanced South-South dialogue and cooperation on issues related to migration management.
Outcome indicator		# of instances of dialogue and cooperation between countries of origin and countries of transit, or between two or more countries of origin; # of concrete initiatives, joint activities, and follow-up actions implemented following dialogue/ exchange facilitated by the programme
Baseline	2024	Tbd.
Target	2029	Tbd.
Specific Objective 2		Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration of migrants.
Outcome 2.1		Relevant authorities have improved readmission and reintegration capacities, including through the provision of activities and services incl. gender- and trauma-sensitive reintegration assistance.
Outcome indicator		# of identified/established service providers; # of strengthened return authorities in countries of origin; % of returnees employed 6 months after their return; % of returnees confirming their intention to stay; % of returnees reporting a positive return experience (disaggregated by age, gender, location).
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 2.2		Returnees have enhanced access to the provision of gender- and trauma-sensitive support and activities to contribute to sustainable reintegration in countries of origin
Outcome indicator		% of returnees enrolled in reintegration programmes (disaggregated by age, gender, location) # of support and reintegration activities specifically targeting women, youth and vulnerable groups.
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 2.3		Enhanced South/South dialogue and cooperation relating to return, readmission and sustainable reintegration.
Outcome indicator		# of operational information sharing agreements and mechanisms on bilateral and regional level; # of established focal point networks; # of international conferences
Baseline	2024	Tbd.
Target	2029	Tbd.

## Summary of lessons learned

Topical area	Summarized recommendation by Review report	SM response
<b>Relevance and coherence</b>	Simplify the portfolio by reducing diversity across any or all of the dimensions of project themes, locations and activity types.	The programme focuses on selected number of thematic issues and outcome, thus seeking to strengthen coherence and consistency across country engagements.
	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 programme will seek to build on and respond to Government-to-Government dialogue, 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, given the focus on strengthening migration management capacities, systems, and policy frameworks.
<b>Project design and documentation</b>	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.
<b>Selection of partners and support modalities</b>	Consolidate support to IOM and ICMPD into fewer, bigger grants and increase the time and attention on donor coordination in relation these two organisations.	This will be achieved through coordination support and alignment with country priorities through an enhanced country to country dialogue.
	Focus support to ICMPD on regional cooperation where the organisation has its comparative advantage closer to Europe and avoid supporting ICMPD in countries further from Europe where it has little experience. The RT suggests confining Danish support to route-based cooperation and requiring tangible actions in the project design.	The programme's engagements with ICMPD are expected to focus on those countries where ICMPD has a particular comparative advantage and expertise.
	Focus Denmark's strategic engagement with IOM on: i) Organisational learning, ii) Beneficiary ownership, iii) Risk management based on a culture of learning, and iv) Value for money.	Funding of IOM funding aligned with this focus.
<b>Anti-Corruption and SEAH</b>	Address the risk of cases of misconduct including corruption and SEAH in a more systematic manner.	Will guide programming of individual projects.
<b>Value for Money</b>	Place more attention on Value for Money at project and portfolio level, ensure that this is discussed with partners, and that VfM considerations are systematically included in project design and documentation.	Will guide programming of individual projects.

<b>Organisation and management</b>	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 programme management arrangements intend to do that, also see annex 12.
<b>Monitoring, Evaluation, Accountability and Learning (MEAL) and Risk Management</b>	Develop a portfolio management framework for migration related engagements to ensure a coherent approach that will help: i) to meet strategic objectives by prioritizing thematic and geographic intervention areas, selecting appropriate partners and support modalities; and ii) to provide strategic oversight considering systematic monitoring of performance, risk management and learning to make informed decisions about adjustments in implementation and new resource allocations	The results framework, the management arrangements, including strengthening of MEAL architecture, and set-up of Steering Committees in Denmark and supported countries, also see annex 12
	Procedures for monitoring, evaluation, accountability and learning at project and at portfolio level should be formalized and systematized by specifying roles and responsibilities, available tools/ mechanisms, and documentation requirements	This will guide the set-up of the management arrangements and the programming of projects.

## ANNEX 4: RISK ASSESSMENT

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

### Contextual risks

Risk Factor	Likelihood	Impact	Risk response	Residual risk	Background to assessment
<b>Political</b>					
Risks of destabilisation in destination and transit countries (e.g. Lebanon, Egypt, Tunisia, Turkey), potentially including emergence, relapse, or escalation in violent conflict, or including increased tension between host communities and migrants	Likely	Major	The situation is continuously monitored through national staff and local partners. Adaptations to the project and revision of the planning according to the context will be made if necessary.	Where political changes cannot be mitigated, or no further cooperation is possible there is a residual risk.	Fragile areas imply countries or communities, which politically, economically, socially, environmentally and from a security perspective have limited capacity or resilience to prevent and tackle crises. However, the nature of the programme and the presence of partners in fragile regions and ability to act in countries facing enormous challenges, including conflict and large numbers of refugees and internally displaced people, entails a capability to continue activities even in a rapidly changing operational environment.
Lack of political will at highest level	Likely	High	Several IPs have a long history of partnership with Tunisian state actors and will seek to find support at middle level management.	There may still be a risk of delays or incomplete implementation of the project.	
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 and political situations. However, supplementary interventions of other programmes (national, EU, other) may help to stabilise the situation.
High level government turnover	Likely	High	Continue relationship-building and engaging with Tunisian stakeholders through existing related projects (IBG programmes), sharing information on planned activities and highlighting common interests and the value of Tunisian participation.	The Programme interventions cannot be expected to fully address this risk.	In a volatile context, high level government turnover may continue to take place.

Rapid Increase of number of migrants	Likely	High	This will also increase the likelihood of ill treatment and risks of vulnerable situations. IPs will thus strive to build a holistic 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.
<b>Economic and societal</b>					
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 mitigate some of the effects.	Livelihood activities cannot solve the full scale of potential problems.
<b>Environment</b>					
The international public health situation degrades significantly and restrictions on movement are put in place	Likely	Medium	For training-related activities, online and Hybrid formats will be held.		Resurgence of e.g. COVID
Climate change (deterioration of the environment, climate change and biodiversity with rise in drought, bushfires, floods and decline in rainfall) increases pressures in the countries.	Likely	Medium	Monitoring of the environmental situation through national staff and adaptation 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.
<b>Security</b>					
Undue emphasis on national security over protection	Likely	Significant	IPs will draw upon its global expertise to ensure that the required safeguards are in place, maintaining the centrality of protection throughout the transition to government ownership of systems. This will entail a significant focus on capacity-development of key government stakeholders to meet their obligations as signatory of the relevant Conventions, as well as a robust data-sharing agreement	IPs will continue to monitor and raise any implementation of the Asylum Law which is contrary to the GoE's commitment to the Refugee Convention.	IPs have had a long-standing relationship with several government bodies and the assessment is based on current joint discussions and joint planning with the relevant entities.

## Programmatic risks

<b>Risk Factor</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Risk response</b>	<b>Residual risk</b>	<b>Background to assessment</b>
Lack of cooperation between or responsiveness of targeted institutions and staff for capacity building activities.	Likely	Medium	The Action is designed to be fully modular, allowing the implementation of only those operational activities agreed by competent authorities. Continued dialogue with competent authorities will raise the interest for engagement in less sensitive cooperation areas.	IPs will continue to work closely with Danish Attachés, Embassies, and MIGSTAB counterparts, while also leveraging access to local authorities, with a view to facilitating and strengthening cooperation and responsiveness.	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.
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.

## Institutional risks

<b>Risk Factor</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Risk response</b>	<b>Residual risk</b>	<b>Background to assessment</b>
Inaccurate perceptions of the programme's objectives and the nature of the partnership over the return and readmission support	Medium	Moderate	Carefully tailored communication packages demonstrating the programme's achievements and successes, so to depict an overarching, coherent approach, and engagement.	Residual risk reduced through monitoring and adapting communications and outreach accordingly.	Return and Readmission policies and efforts often garner the greatest press/public attention – and political controversy. Experiences from former programming from IOM and ICMPD has demonstrated that two organisation's focus on the technical level of return and readmission processes has a depoliticization effect on otherwise sensitive subjects like return and readmission.
Fraud/ Corruption/	Likely	Moderate	In line with IPs Anti-Fraud Policy, operation aim to ensure a coordinated approach on the prevention and	The operation might face reputational risks as Fraud/corruption/SEA in project	IPs will monitor partners' compliance with PSEA requirements and provide support as needed.

Exploitation			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 IP's supervisory role.	implementation processes undermines accountability, credibility & confidence, therefore jeopardizing project implementation	
Sudden change in willingness of target countries (e.g., Iraq, Lebanon, Somalia) to cooperate or engage with the programme.	Medium	High	In case of government change or other external factors that may impact the government's level of willingness, IOM, ICMPD, MFA and UIM will leverage its strong relationships with the governments and hold regular discussions to underscore the importance of the programme.	Residual risk reduced through monitoring and ongoing dialogue with Government counterparts and programme partners.	IOM and ICMPD have established good relationships with governments in the targeted countries, who have been involved in the programme development phase and are currently willing and able to participate in the programme, hence, a sudden change in willingness is not expected.
High level of donor fragmentation regarding approaches, engagements and mechanisms	High	High	Potential for the programme to generate lessons learned and good practices to inform donor coordination, and to use the programme as a platform for broader dialogue amongst donors to limit fragmentation and pursue more coherent approaches.	Ongoing engagement with programme partners to identify opportunities to engage with other donors to strengthen coordination and cross-learning.	IOM and ICMPD, together with the MFA, are well placed to leverage the programme to convene and engage with other key donors in this area.

## ANNEX 5: BUDGET

Note: all partner budgets are tentative and will be finalised in the process leading up to the signing of the project agreement.

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

Activity/entity	2024	2025	2026	2027	2028	2029	Total
IOM	30	22	32,75	32	32	22	170,75
ICMPD	30	22	32,75	32	32	22	170,75
Unallocated		18	18	18	18	14	86
Reviews, evaluation etc.		0,5	0,5	0,5	0,5	0,5	2,5
External MEAL unit (pro rata) <sup>47</sup>			0	0	0	0	
<b>Total</b>	<b>60</b>	<b>62,5</b>	<b>84</b>	<b>82,5</b>	<b>82,5</b>	<b>58,5</b>	<b>430</b>

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<sup>47</sup> Costs associated with the external MEAL unit are to be centralized and covered by the “Whole of Route” programme.

## ANNEX 6: PLAN OF COMMUNICATION OF RESULTS

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

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

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

## ANNEX 7: PROCESS ACTION PLAN

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

# IOM – Denmark Migration Management Project (2024-2029)

<p><b>Key results:</b> The key results of the project are 1) to contribute to strengthened capacities of countries of origin to manage migration challenges in line with international standards, and 2) to contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.</p> <p><b>Justification for support:</b> The project responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration. The project positions Denmark to play a leading role in the use of development assistance to support longer-term, more sustainable approach to programming addressing migration challenges, and particularly in relation to migration management, as well as returns, readmission and sustainable reintegration.</p> <p><b>Major risks and challenges:</b> The main risks concern the scale of the challenges when compared to the funding available, exacerbated by a lack of collaboration within the priority or country of origin in relation to migration management capacities, systems, and policy frameworks. Other risks include the potential for negative conduct of law enforcement agencies benefitting from certain components within the programme. This is mitigated by a strong human rights and</p>	<b>File No.</b>	24/13275						
	<b>Country</b>	Based on continuous assessment						
	<b>Responsible Unit</b>	MIGSTAB						
	<b>Sector</b>	15190 Facilitation of orderly, safe, regular and responsible migration and mobility						
	<b>Partner</b>	IOM						
	<i>DKK million</i>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>Total</b>
	<b>Commitment</b>	50	42	35	43,75	0	0	170,75
	<b>Projected disbursement</b>	30	22	32,75	32	32	22	170,75
	<b>Duration</b>	11/2024 – 11/2029 (5 years)						
	<b>Previous grants</b>	IOM received previous grants under different projects						
	<b>Finance Act code</b>	§06.32.10.13						
	<b>Head of unit</b>	Nicolaj A. Hejberg Petersen						
	<b>Desk officer</b>	Andrea Bruhn Bové						
	<b>Reviewed by CFO</b>	YES: Antonio Ugaz-Simonsen						
<b>Relevant SDGs</b> <i>[Maximum 1 – highlight with grey]</i>								
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation			
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production			
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals				

**Objectives**

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

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

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
<b>IOM</b>	0	0	0	0
<b>Total green budget (DKK)</b>	0	0	0	0

**Justification for choice of partner:**

IOM is the main UN agency with global mandate for protection of migrants. It is a long-standing Danish partner (also core support). The organisation is considered to be an agile performer in emergency settings, noting that IOM provides quality services and capacity-building support on migration issues, and tailoring its support to national needs and priorities.

**Summary:**

This project document outlines the background, rationale and justification, objectives and management arrangements for the support concerning the “IOM - Denmark Migration Management Project”, which is Pillar 1 of the Programme “CAPACITY – The Danish Migration Management Programme 2024-2029”. The project aims to facilitate a longer-term engagement with prioritised partner countries and will be structured in a flexible manner, allowing for support of activities in priority countries in accordance with changing needs and priorities. The CAPACITY programme focus is on strengthening the capacity of migration authorities, including through infrastructure support, modernising the migration governance system, such as visa processing, digitalisation of immigration systems and return, re-admission, and re-integration.

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

Outcome 1: National Capacities for Migration Management	46,6
Outcome 2: Dialogue, Partnership and Coordination for better Migration Management	21,0
Outcome 3: Structures and Capacities for Rights-based Return, Readmission and Sustainable Reintegration	14,8
Operation and administration	75,4
Uallocated	1,95
Overhead and audit	11,0
<b>Total</b>	<b>170,75</b>

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

**IOM – Denmark Migration Management Project**  
**Programme Pillar I of “CAPACITY – The Danish Migration  
Management Programme 2024-2029”**

**Final draft**

## **1 Introduction**

The present project document outlines the background, rationale and justification, objectives and management arrangements for the support concerning the “IOM - Denmark Migration Management Project” (hereafter: the project), which is Pillar 1 of the Programme “CAPACITY – The Danish Migration Management Programme 2024-2029” (hereafter: the programme). The project aims to facilitate a longer-term engagement with prioritised partner countries and will be structured in a flexible manner, allowing for support of activities in priority countries in accordance with changing needs and priorities. Under this pillar, IOM may form partnerships with other UN organisations in relevant countries to support planning and implementation of activities.

## **2 Rationale and justification**

There is a pressing need to strengthen the capacity of countries of origin on migration management and especially on return, readmission and reintegration while ensuring that these abide by international human rights standards. Improvements in cooperation between countries are also a pre-requisite.

There are around 281 million international migrants in the world, which equates to 3.6 percent of the global population, estimated to generate 9.4 % of global GDP (including via remittances)<sup>1</sup>. The number of migrants and refugees is growing moderately yet faster than the global population growth, with around one third of global migration estimated to be irregular migration – defined by the EU as “movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries”<sup>2</sup>.

Supporting countries of origin to improve their capacities, systems, and policy frameworks for migration management not only enhances the potential of these countries to manage migrants effectively within their own borders (thus contributing to reducing irregular migration), but also boosts prospects for sustainable return and reintegration of their own readmitted nationals. Sustainable reintegration in turn enhances the returnees’ ability to be an active contributor to the socio-economic development in their countries of origin.

The ability of countries of origin to manage migrants within their own borders represents, however, a significant, complex, and multi-faceted challenge. It requires a broad set of institutional capacities, systems and policy frameworks, which typically span multiple line ministries both at national and at sub-national level. Recent migration trends suggest that many of these systems require significant revision and updating to respond effectively to the changing nature of migration, including effective management of migrants within their own borders.

## **3 Context and strategic considerations**

### **3.1 Context analysis**

Migration is multidirectional involving circular movements, including returns to countries of origin, often followed by back-and-forth movements or migration onwards new destinations. Concurrently, these migration flows are commonly mixed, consisting of regular as well as irregular

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<sup>1</sup> IOM World Migration Report 2024

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

migrants and refugees. These mobility patterns, determined by an evolving political and security landscape, climate change and protracted economic uncertainty, have placed increasing pressure on countries' capabilities to manage migration within and across its borders, resulting in legitimate concerns of national and international security that are yet to be balanced with the need for protection of human rights.

Against this backdrop, countries are facing increasing demands to step up efforts to strengthen migration management and governance to facilitate orderly, safe, regular, and responsible migration. This requires a broad set of institutional capacities, systems and frameworks which typically span multiple line ministries both at national and at sub-national level – with the immigration authorities at the forefront.

One of the key aspects of effective migration management and governance is the ability to establish and verify the identity of migrants. Indeed, safe and regular migration is conditional upon presenting documentation issued by relevant national authorities, and which is considered valid for admission and stay on the territory by foreign authorities<sup>3</sup>. The lack of valid identity<sup>4</sup> and travel documents is often cited as one of the reasons leading individuals to resort to more perilous, dangerous and irregular routes, leaving them exposed to further risks of exploitation, abuse and discrimination while being unable to access basic services and protection. For states, hindered identity management architectures limit their capacity to access accurate and reliable population and migration data, track the movement of individuals, or assess the impact of migration on their societies. Along the same line, the effectiveness of identification and security checks (e.g., detection of false or fraudulent documents) may be limited if not assisted by inter-operable identity management systems, trained frontline officers and efficient document examinations centers.

In the realm of return management, identity verification is crucial as returnees cannot be readmitted to their country of origin without valid identity documentation<sup>5 6</sup>, which is key to ensure a state's national security<sup>7</sup>. In the absence of valid documents, biometric data serve as an essential tool for verifying identity. However, the efficiency of these systems varies from country to country, influenced by factors such as personnel or technical capabilities<sup>8</sup>. When the capacity of a state to issue legal identification documents is constrained, its ability to efficiently identify their nationals abroad may be limited becoming a potential obstacle to safe and timely readmission processes. Against this backdrop, embassies may play a vital role, operating as crucial intermediaries between the country of origin and the host country, when provided with the means to operate identity verification procedures.

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<sup>3</sup> IOM Institutional Strategy on Legal Identity, PUB2021/190/R, 2021.

<sup>4</sup> Proof of identity includes, but is not limited to birth certificate, valid identity cards, digital identity certification, passports.

<sup>5</sup> Compendium of good practices in enabling access to legal identity for undocumented migrants, IOM, 2023, PUB2023/111/R\* available at: <https://publications.iom.int/books/compendium-good-practices-enabling-access-legal-identity-undocumented-migrants>

<sup>6</sup> Maurizio Ambrosini, Minke H.J. Hajer, Irregular Migration, IMISCOE Short Reader, Springer, 2023.

<sup>7</sup> *Ref.* External Evaluation Global Programme RELICA, Key Finding 5: The integration of legal identity advancements into the programme's design and implementation was crucial. It aligned with the importance of legal identity determination as a prerequisite for the operationalization of a robust readmission system, like the electronic Readmission Case Management System (eRCMS). To support this process, the RELICA team ensured that it leveraged lessons learned and best practices from complementary programmes.

<sup>8</sup> Compendium of good practices in enabling access to legal identity for undocumented migrants, IOM, 2023, PUB2023/111/R\*.

However, migration-related issues, including on return, readmission and reintegration, are too often managed with insufficient coordination among government agencies, limiting the effectiveness of processes and hampering horizontal and vertical policy coherence. Equally, given the inherently cross-borders nature of return and readmission, cooperation and coordination between countries of origin, transit and destination are crucial<sup>9</sup>.

Ensuring that migrants can be safely identified and readmitted to their countries of origin is not only a matter of security and efficiency, but also a precondition for fostering sustainable reintegration outcomes that benefit both the returnees and their communities. Indeed, reintegration can strain the socio-economic fabrics of countries of origin, especially when high numbers of returnees arrive within a short period of time. Similarly, returnees may struggle to readapt and rebuild their lives once back home because of economic, social and psychological factors. Communities may be unable to provide network and resources, making the experience of returning a risk factor for both the community and the returnees. Without a focus on sustainable reintegration processes, returnees may attempt to migrate again, often through irregular means, potentially ending up in vulnerable situations.

This evolving and complex migration environment has demonstrated a significant urgency among governments and frontline government agencies to improve national capacities in all components of migration management, starting from strengthening identity management architectures and enhancing physical border management structures and capacities, to increasing cooperation and coordination at national and international level – between countries of origin, transit and destination. Overall, the adoption of a comprehensive and holistic approach to migration management, tailored to each country and capacitated to address and respond to the dynamic and complex nature of mobility, is critical to strengthen border management, prevent irregular migration, and protect the right of migrants throughout the full migration continuum.

### **3.2 Geographical scope**

In terms of priority countries, the prioritisation has a factor of flexibility, with due consideration to Denmark's bilateral relations and ongoing dialogue with partner countries, in particular on issues related to return and readmission cooperation. The overall prioritisation will take place in the Programme Steering Committee consisting of the Danish Ministry of Foreign Affairs (MFA) and the Danish Ministry of Immigration and Integration (UIM), and implementing partners.

Taking this into consideration, the initial geographic focus of the project will be on **Iraq, Lebanon, Somalia, Nigeria, Morocco, and Algeria**. In line with the flexible approach of the overall programme, the geographical focus of the project is subject to adjustments according to the prioritisation by the Programme Steering Committee.

### **3.3 Strategic framework**

Migration is an integral part of the 2030 Agenda for Sustainable Development Goals (SDGs) and its target 10.7 to facilitate orderly, safe, regular and responsible migration and mobility of people, as well as the Global Compact for Safe, Orderly and Regular Migration (GCM)<sup>10</sup>. In line with

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<sup>9</sup> IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration. Available at: [IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration](#)

<sup>10</sup> Among others, the project aligns with the following GCM objectives: 1. Collect and utilize accurate and disaggregated data as a basis for evidence-based policies; 4. Ensure that all migrants have proof of legal identity and adequate documentation; 11. Manage borders in an integrated, secure and coordinated manner.; 14. Enhance consular

Article 45 of the GCM, IOM, as [Coordinator](#) of the UN Network on Migration, works to ensure effective and coherent system-wide support for implementation, including capacity-building mechanisms, as well as follow-up and review of the GCM, in alignment with the needs of Member States. The [IOM Strategic Plan 2024-2028](#) outlines how IOM will contribute to these global frameworks and achieve its vision. Accordingly, this project adheres to the Strategic Plan, and particularly its Objective 3: *Facilitating pathways for regular migration*<sup>11</sup>.

Consistent with the IOM Strategic Plan, the project also aligns with Danish priorities. According to Denmark's Strategy for Development Cooperation (2021-2025)<sup>12</sup> under the heading “*We create hope and help more people better where it is hardest*” and the related How-to Note for implementation on [Migration and a Fair and Humane Asylum System](#), Danish-funded interventions focus on i) preventing irregular migration by promoting legal pathways, ii) strengthen migration management along the irregular migratory routes, and iii) promote return and readmission. In particular, Denmark prioritizes capacity building of governments and relevant authorities for better migration management in full compliance with the international criteria for official development aid as defined by OECD<sup>13</sup>. Denmark's Development Cooperation is a cornerstone of Denmark's comprehensive global engagement alongside the Foreign and Security Policy Strategy from 2023<sup>14</sup>. A central indicator in the policy is for Denmark to build partnerships and alliances where the pressure of irregular migration poses a threat. Among other initiatives to achieve this, Denmark recently presented a new plan for its future strategic engagement in Africa with the aim of supporting stronger and more equal partnerships.

In line with above, the project also reflects Denmark's Organizational Strategy for IOM (2023-2026)<sup>15</sup> and its Priority Area 3: *Supporting capacity building of governments and relevant authorities for better migration management*. Accordingly, the project focuses on strengthening migration management in partner countries, also in relation to return, readmission and sustainable reintegration. More specifically, the project aims to enhance countries of origin's ability to manage migration challenges within their own borders, as well as their capacity to receive their own readmitted nationals, through capacity development and technical assistance in a whole-of-government approach. International partnership building, and in particular 'South-South dialogue' on migration issues is also supported within the scope of the programme.

### **3.4 Lessons learned, complementarities and IOM's capacity to address the identified issues**

IOM's extensive past and ongoing experience in advising and supporting governments on migration management issues, its positive and well-established rapport with stakeholders and its global mandate to promote safe, orderly and regular migration contribute to identifying the Organization as the most appropriate stakeholder to lead the implementation of CAPACITY Pillar 1.

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protection, assistance and cooperation throughout the migration cycle.; 21. Cooperate in facilitate safe and dignified return and readmission, as well as sustainable reintegration.; 23. Strengthen international cooperation and global partnerships for safe, orderly and regular migration.

<sup>11</sup> Further information on the project's alignment to IOM's Overall Strategic Plan are provided in Annex 2, Partner Assessment.

<sup>12</sup> [The World We Share](#)

<sup>13</sup> [The World We Share](#), Objective 2: *Denmark must fight irregular migration and help more people better along key migration routes*.

<sup>14</sup> [Foreign and Security Policy strategy 2023](#)

<sup>15</sup> DK organizational strategy for IOM (2023-2026): [International organisations \(um.dk\)](#)

Accordingly, this project leverages IOM's decentralized structure with extensive field presence in the Middle East and North Africa Region as well as the West and Horn of Africa Region to enhance government buy-in, coordination and cooperation for implementation. IOM's Country Offices' pre-existing familiarity with governments' internal priorities, operational methodologies and their extensive local expertise enhances significantly the quality of work conducted, including support to private-public partnerships<sup>16</sup>. IOM has long-standing positive rapport with relevant government institutions in the target countries and is well-positioned to continue leading technical dialogues and provide governments with needed technical support, including on highly politicized matters such as the readmission one.

In addition, the project builds on a number of lessons learned from the Organisation's broad experience working across migration-related issues, including with regard to return, and reintegration. In particular, the project aims at maximizing the investments made in ongoing/recently concluded programming, including bilateral Danish-funded projects in Algeria, Morocco, Somalia, and Lebanon. Along the same line, the project seeks to take on board lessons learned in the realm on migrant protection and Assisted Voluntary Return and Reintegration (AVRR) from the *EU-IOM Joint Initiative for Migrant Protection and Reintegration (JI/MPRR)* and the *EU-IOM Knowledge Management Hub*, implemented by IOM and funded by the EU Trust Fund (EUTF). Key recommendations from these projects and programmes include the importance of strengthening the technical migration management capacity of governments and authorities both in transit countries and countries of origin, and the importance of providing comprehensive and integrated reintegration support in a "whole of government" approach. More recent findings from the evaluation of the IOM Global Programme: *Enhancing Readmission and Legal Identity Capacities (RELICA)* also point to the value of introducing innovative technologies and approaches to manage migration, which can serve to enable and strengthen cooperation across government institutions with a view to facilitating a more coherent response to returns and reintegration. A comprehensive description of the project's incorporation of lessons learned from existing and former migration management initiatives can be found in Annex 2.

Similarly, to continue providing timely, appropriate and context-specific responses, the project points to leverage IOM's internal knowledge and expertise making best use of the broad range of IOM's manuals and relevant resources that provide guidance, tools and best practices on various aspects of migration policy and practice, spanning from migration governance, reintegration assistance, biometrics, identity document issuances and document examinations<sup>17</sup>.

To ensure effectiveness, efficiency and long-lasting impact of the project activities, synergies and complementarities with the *Cooperation on Migration and Partnerships to Achieve Sustainable Solutions Programme (COMPASS)*, the *European Readmission Capacity Building Facility (EURCAP)*, and the Danish-funded *Western Balkans Readmission Capacity Building Facility (WBCAP)* will be pursued.

The suggested interventions in this project are also tailored to complement other activities developed within the scope of Danish migration programmes funded under the Fund for Migration and Regions of Origin (*Nærområde- og Migrationsfonden, §06.32.10.*)<sup>18</sup>. Notably, IOM will

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<sup>16</sup> External Evaluation of the Global Programme RELICA, Key Finding 7: "The role of IOM COs was pivotal in coordinating efforts between government beneficiaries and external partners."; Key Finding 6: The programme's partnership selection process, combining in-house expertise and external partners, contributed to a wealth of experience and proficiency. COs played a pivotal role in coordinating efforts between government beneficiaries and external partners, leveraging their familiarity with internal priorities and operational methodologies.

<sup>17</sup> A comprehensive, yet non-exhaustive, list of existing toolkits, resources and policies is provided in Annex 2.

<sup>18</sup> [DK MFA Press Release: Preventing Irregular Migration](#)

ensure synergies and complementarity with the upcoming *Danish Regional Migration Governance Programme* (RMGP), where IOM, as one of the implementing partners, aims at promoting effective migration management through a data-driven, whole-of-government and whole-of-society approach in Tunisia, Egypt and neighbouring countries. The initiatives are expected to be running for the same timeframe allowing for the systematic targeting of different yet intertwined migration management challenges for mutually reinforcing results at the objective level.

### 3.5 ODA eligibility

The programme has been reviewed by MFA counterparts with expertise in relation to ODA eligibility. This is particularly important to consider given the inter-ministerial nature of the programme, coupled with the focus on migration-related programming, and specifically returns and reintegration. The programme design has been informed by OECD DAC's guiding principles, and these principles will continue to guide the programme implementation, including in relation to Government-to-Government dialogue, and MIGSTAB's cooperation with IOM. This oversight and responsibility will be a key function of the Programme Steering Committee. In addition, IOM has appropriate systems in place to ensure its programming contributes to positive development outcomes compliant with the OECD DAC migration code<sup>19</sup>. In this regard, IOM draws on the evidence-base and lessons learned to deliver better designed and targeted migration programming that demonstrates development impact<sup>20</sup>.

It is also important to emphasise that any reference to supporting “capacities” or the provision of “equipment” referenced throughout the project document, including in the indicative activities listed, relate exclusively to civilian functions and do not relate to military equipment or border control, in line with IOM's Immigration and Border Governance portfolio<sup>21</sup>.

### 3.6 HRBA, gender and other cross-cutting priorities

Four cross-cutting priorities articulate IOM's ways of working across all its endeavours, and are thus vital to integrate in the planning and implementation of the project:

**Integrity, Transparency and Accountability.** IOM's leadership promotes an organizational culture and internal systems that promote integrity, accountability and transparency. IOM measures programs and projects' progress against the clearly defined goals and objectives outlined in the IOM's Strategic Plan 2024-2028, which improves the visibility of results for Member States. Through the regular meetings with the Programme Steering Committee in the Project Steering Committee, IOM will facilitate transparent discussions about the project's results and take corrective actions where necessary.

**Equality, Diversity and Inclusion.** IOM is committed to ensuring that gender is mainstreamed through its programming, in line with its [Gender Equality Policy](#). This includes that programming is not only gender-sensitive, ensuring that gender equality is central to the activities IOM implements, but also gender-responsive, adjusting to the different impact programming may have on the basis of the gender, both in terms of the project's participants or its intended endline

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<sup>19</sup> [IOM Institutional Strategy on Migration and Sustainable Development | IOM Publications Platform](#), p. 36

<sup>20</sup> Following IOM's efforts to contribute to a comparable interpretation and application of the OECD-DAC code on migration, it is also worth noting that IOM and OECD have formalized their decades-long partnership to promote and reinforce cooperation on migration and sustainable development, building on IOM's global presence and OECD's advisory role with its Member States ([OECD and IOM to Jointly Promote Sustainable Development, Well-managed Migration Policies | International Organization for Migration](#))

<sup>21</sup> <https://www.iom.int/immigration-and-border-governance>

beneficiaries. For this project, the integration of a gender component is deemed pivotal. On the one hand, the activities will strive to ensure inclusivity in demographic and personal characteristics, including gender, functional roles and geographic distributions yet recognizing the contextual landscape where being implemented. On the other hand, additional assessment will be conducted to identify areas where training on human rights, gender pluralism or equity can enhance the overall identity and migration management components, contributing to a more comprehensive rights-based approach.

**Protection-centred.** 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 project 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 proof of identity. The project will conduct due diligence measures to ensure that it does not have an adverse impact on the rights of the affected population are not adversely affected and that activities are implemented in line with the principle of 'do no harm'.

**Environmental Sustainability.** The project will consider environmental sensitivity and sustainability to the extent possible in the implementation of all of its activities, in line with IOM commitments as an UN agency, its [Institutional Strategy on Migration, Environment, and Climate change 2021 - 2023](#), as well as priorities outlined by the Danish government in its organizational strategy for IOM.

#### 4 Project objective

At its core, the project focuses on enhancing technical, operational and legal frameworks and capacities of key target countries to address migration management, including return, readmission and sustainable reintegration processes.

Accordingly, the overall objective of the project is:

*To contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration, in line with international human rights standards.*

The project is grounded on the standpoint that a comprehensive and collaborative approach to enhance a country's national capacities—spanning from identity management and policy development to systems and infrastructure—and improve safe and dignified return, readmission and reintegration processes combined with dialogue and cooperation at bilateral, regional and international levels, is conducive towards better migration management and governance. This approach supports regular migration pathways, prevents irregular migration and protects the human rights of migrants.

#### 5 Theory of change and key assumption

In pursuance of its overall objective, the project's approach builds on the following theory of change:

**If** relevant authorities' capacities on identity management, migration policy development skills, and access to immigration infrastructures, equipment and systems are enhanced

**Assuming** endurance of an enabling environment and steady support from relevant government counterparts to integrate provided practices and equipment into day-to-day activities

*If* informed and evidence-based coordination and partnerships on migration opportunities and challenges, including on return and readmission, at regional, cross-regional and international level are consolidated

**Assuming** continued and sustained commitment of relevant governments counterparts to develop, implement and enforce migration management dialogues and initiative to advance good migration governance and management at all levels

*If* national institutions' structures and systems, and relevant authorities' capacities are strengthened in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration

**Assuming** sustained willingness and continued prioritization of relevant government counterparts to comprehensively address return, readmission and reintegration; and **assuming** conducive socio-political stable environment allowing for safe return and reintegration of migrants

**Then** countries of origin, transit and destination have enhanced institutional, legal and operational capacities and structures to manage and cooperate on migration within and across their own borders, in line with international standards

*Eventually leading to* sustainable, effective and rights-based good migration management and governance, including on return, readmission and reintegration.

## 6 Summary of the results framework

Recognizing the cross-regional challenges posed by migration, the expected results reflect a global strategy tailored to each specific context, covering a broad spectrum of migration management aspects to bolster collaboration, assistance and enactment of enduring activities in a flexible and adaptive manner. A detailed result framework is presented in Annex 3 and an indicative list of activities per country is outlined in Annex 4.

The activities will be implemented in a flexible manner, i.e. starting with few activities and building on with further activities depending on the actual needs and priorities from the partner country in question and with the steering from the Programme Steering Committee. Thus, the exact focus, scope and configuration of project interventions will be based on the specific needs and priorities of the recipient countries, as well as the broader on-going government-to-government dialogue on migration.

Summary of the result framework for the IOM project:

Project	Pillar I of "CAPACITY – The Danish Migration Management Programme 2024-2029"
Objective	To contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration, in line with international human rights standards.
Impact Indicator	3b4a # of government-led initiatives implemented through policies, strategies, or systems for enhanced immigration and border management to facilitate cross-border mobility and streamline immigration processes

	<p>3a4b # of government-led initiatives that are in place that promote the voluntary, safe and dignified return of migrants.</p> <p>3c4a # of new or revised migration-relevant and specific policies or laws developed with support from IOM</p>
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Outcome 1	Countries of origin and transit have enhanced capacity to effectively and efficiently manage migration within their own borders.		
Outcome indicator	<p>3a3a # of initiatives providing identity (and migration) related capacity development assistance to governments.</p> <p>2b2a # of security and law enforcement initiatives that actively engage with affected communities, with special attention to marginalized and vulnerable groups.</p> <p>3b3b # of government institutions, development or humanitarian actors involved in initiatives related to the collection, dissemination and use of mobility forecast data to inform decision-making on border management</p>		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Outcome 2	Strengthened partnerships and cross-border collaboration and coordination on migration management between countries of origin, transit and destination are enabled.		
Outcome indicator	<p>3c2b # of global initiatives that enable access to migration data, research or analysis for governments and other relevant stakeholders</p> <p>3c4d # of migration governance materials developed by regional or international policy coordination mechanisms</p> <p>3b3a # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies</p>		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Outcome 3	Rights-based return, readmission and sustainable reintegration processes are facilitated through strengthened institutional, legal and operational frameworks and capacities, as well as timely and tailored protection and assistance to migrants.		
Outcome indicator	<p>2c1c # and % of people satisfied with the movement assistance received (disaggregated by type of assistance): returns, relocations, local integrations, resettlement, complementary pathways.</p> <p>3a4a # and % of migrants who report they understood they could desist at any time, did not feel coerced, and felt they had sufficient time and information during the voluntary return process</p>		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>

Target	2029	Tbd	Tbd
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## 6.1 Summary of outcome areas

Through the implementation of capacity development activities and the provision of technical assistance, the project seeks to enable governments of countries of origin and transit through a whole-of-government approach to effectively and efficiently manage migration, including return, readmission and sustainable reintegration. The project operates on three distinct yet intertwined thematic components, corresponding to the three Outcomes presented above. More detailed information regarding baselines and targets will be defined during the project's inception period.

**Outcome 1. National Capacities for Migration Management.** Countries of origin and transit have enhanced capacity to effectively and efficiently manage migration within their own borders.

This component focuses on enhancing the ability of government of countries of origin and transit to effectively and efficiently manage migration within their own borders by targeting three key areas namely, i) identity management capacities, ii) infrastructure and systems, and iii) capacities for policies and strategies development.

Output 1.1. Identity Management for Migration Management. *Relevant authorities are equipped with tools, knowledge and skills to provide identity and travel documentation to migrants and the population at large, in alignment with international standards and best practices.*

The enactment and/or consolidation of comprehensive identity management systems at national level is deemed as a precondition for better migration management and governance. IOM seeks to support governments to enhance opportunities for individuals to access identity documents (e.g., birth certificates, identity cards, travel documents, digital identity certificates), in alignment with policy priorities for migration governance and development strategies of each national context. The activities encompass but are not limited to developing/reinforcing comprehensive and robust identity management systems (to enhance the issuance and production of trustworthy documents like birth certificates, identity and travel documents in country and at embassies/consulates located abroad) and enhancing the digitalization and modernization of national civil registration to overcome challenges such as outdated paper-based systems and inaccurate residents' records<sup>22</sup>.

Output 1.2. Infrastructure, Equipment and Systems for Migration Management. *Relevant authorities in countries of origin and transit have strengthened capacity and enhanced access to robust infrastructure, equipment and integrated digitalized systems for migration management.*

Facilitating the movement of people, including readmitting nationals, and safeguarding the legitimate interests of a state's national security are dependent upon robust infrastructure, digitalized systems and equipment. Physical structures, technological tools and digital infrastructures for migration management enable countries to manage borders, process migration application and ensure the safety and dignity of migrants. In this regard, it is essential to leverage existing tools and resources, while ensuring the provision of key infrastructure, equipment and

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<sup>22</sup> External Evaluation Global Programme RELICA, Key Finding 12: Embracing digitalization of administrative processes, such as civil registry documents, significantly enhances accessibility. This transition reduces barriers, including the need for extensive travel to obtain identification documents, making essential administrative services more accessible to all citizens.

systems in alignment with national priorities and identified needs. The activities encompass but are not limited to the following aspects:

- Strengthening document examination and fraud detection capacities for migration management encompassing inter-agencies collaboration, capacity development and specialized infrastructure, equipment and systems, drawing on existing IOM internal resources<sup>23</sup> (e.g., Passport Examination Procedure Manual III (PEPM) and Document Examination Laboratory Manual (DELMIE)).
- Enhancing production, printing and personalization of valid travel documents (including capturing of biometrics) in line with international standards and requirements to facilitate individuals' safe and orderly mobility (ICAO-compliant travel documents, e.g., visa, passports)<sup>24</sup>.
- Supporting the development of digitalized solutions aimed at strengthening interoperability and interconnectivity across databases, procedures and archive systems for the purpose of identity verification and better migration management.
- Providing technical and operational support for identification/strengthening regularization of irregular/long-term stays migrants within their own borders, including through the provision of identity documentation.

Output 1.3 Policy Development Capacities for Migration Management. *Relevant government stakeholders have relevant knowledge and skills to develop migration policies and frameworks in line with international standards.*

Effective migration management policies and strategies are essential for governments and key stakeholders at all levels to navigate the complexity of migration. In close collaboration and coordination with relevant stakeholders and governments counterparts, the project aims at strengthening relevant stakeholders' capacities to develop institutional policies and frameworks, to eventually contribute to good migration governance, in alignment with international standards (i.e. rights-based, gender-sensitive, privacy and data protection, etc.).

**Outcome 2. Dialogue, Partnership and Cooperation.** Strengthened partnerships and cross-border collaboration and coordination on migration management between countries of origin, transit and destination are enabled.

This component aims at fostering coordination and cooperation amongst countries of origin, transit and destination including through government-to-government, regional, and international mechanisms, initiatives and agreements to improve migration management<sup>25</sup>. Strategic planning at the country level can benefit from considering regional trends and challenges. This approach not only fosters a common language across the region but also enables countries to align their efforts with broader regional strategies, thereby enhancing the effectiveness of their interventions.

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<sup>23</sup> External Evaluation Global Programme RELICA, Key Finding 24: Prioritizing cost-effectiveness from the programme's outset, such as by effectively utilizing in-house resources, contributed to efficient budget control.

<sup>24</sup> [Travel documents | EMM2 \(iom.int\)](#).

<sup>25</sup> The enactment of the mentioned activities builds on the recommendations outlined on the External Evaluation of the Global Programme RELICA where the evaluators highlighted the unique position of the Programme Team to proactively foster knowledge sharing and knowledge mobilization among Nordic countries, the EU and the broader international community – in particular, to maintain and spotlight lessons learned and good practices on identity management and readmission through knowledge mobilization products and tools, launch of guideline, event and conference planning, community of practice among practitioners (page 73)

Output 2.1 Collaborative Platforms for Migration Management. *Policy dialogues, cooperation and coordination on migration management, including on return, readmission and reintegration, are supported through bilateral, regional and international platforms and initiatives.*

Policy dialogue, cooperation, and coordination are pivotal in migration management as they enable countries to address the inherently cross-border nature of migration challenges effectively. By fostering informed dialogue and cooperation at regional, cross-regional, and international levels, the project works to consolidate the target countries' efforts to manage migration challenges, including return and readmission. The activities encompass, but are not limited to, the following aspects:

- Strengthening bilateral and multilateral knowledge-exchange opportunities, in particular south-to-south dialogues to enrich a culture of knowledge sharing and active engagement among stakeholders. The provision of forums for stakeholders to exchange experiences (e.g., conferences and study visits) would allow countries to leverage and adapt successful strategies and good practices from one context to another and enable better support and coordination for addressing shared challenges at regional and cross-regional levels.
- Exploring partnership models, fostering cooperation approaches and initiating dialogues between government actors and relevant stakeholders to ensure enhanced rights-based and integrated migration management, including through existing regional platforms.

Additionally, in alignment with the global and flexible nature of the project and building on its extensive worldwide field presence, IOM seeks to propose the operationalization of scoping interventions in additional countries of interest, remaining relevant to donors' and countries of interest's priorities. The intention is to understand and assess governments' priorities in the realm of migration management components that are encompassed by the project, through soft engagement activities. The intention is also to expand the geographical scope of the project in a sustainable, risk-management and sensitive manner in a context subject to high-risks and continuous political developments. In turn, this may lead to enhanced opportunities for cooperation and partnership for Danish stakeholders, including the Ministry for Foreign Affairs and the Ministry for Immigration and Integration.

Output 2.2 Knowledge, Research and Data for Migration Management. *Access to migration information, research and reliable data analysis for informed dialogues on good migration governance at global, regional and national levels is improved.*

Quantifying and qualifying migration and mobility patterns are essential for the design, development and implementation of adequate migration strategies and policies. In alignment with the [IOM's Migration Data Strategy](#), the projects aims at conducting data collection and research to develop the capacities of target countries and relevant stakeholders to enhance the national, regional and global evidence base on migration trends, including on return and readmission processes, along key migration routes and corridors. Additionally, within the framework of a global project, IOM is well-positioned to harvest successful strategies and best-practices among the various country-level activities and support the development of comprehensive capacity development materials to ensure the provision of tailored technical support. To this end, the project seeks to elaborate a compiled and comprehensive roadmap to effectively and continuously monitor and evaluate the impact of the initiative to provide enhanced data and information to inform the project developments and discussions with relevant stakeholders, including relevant Danish counterparts.

**Outcome 3. Rights-based Return, Readmission and Sustainable Reintegration.** Rights-based return, readmission and sustainable reintegration processes are facilitated through strengthened institutional, legal and operational frameworks, as well as timely and tailored protection and assistance to migrants.

The third component is geared towards equipping governments of countries of origin and transit with the necessary institutional, legal and operational frameworks and capacities to facilitate rights-based return, readmission and sustainable reintegration management. Equally, this component works to provide safe, dignified and tailored return and reintegration assistance and services to migrants, including by leveraging IOM's existing Assisted Voluntary Return and Reintegration (AVRR) initiatives.

Output 3.1 Structures and Capacities for Rights-Based Return Management. *Government officials have enhanced knowledge, skills and resources to facilitate safe and dignified return and readmission and sustainable reintegration processes.*

Return and readmission are key aspects of migration management that entail the orderly and humane return of migrants who are not eligible to stay in their host countries followed by the acceptance by their countries of origin. In alignment with the IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration (RRR), IOM proposes an array of activities aimed at strengthening the technical, operational and legal return, readmission and reintegration frameworks and capacities of target countries, enabling them to operate returns in a safe and dignified manner. Recognizing the sensitivity of the readmission discourse in potential countries, it is deemed critical to allocate implementation time towards activities that can further build trust with government stakeholders. Tacking stocks from lessons learned and good practices of IOM programming, IOM seeks to continue the depoliticization of the readmission discourse in selected target countries by promoting a whole-of-government and whole-of-society approach to address technical challenges and enhance ownership along the full spectrum of the RRR continuum. In the realm of reintegration, the activities focus on capacitating national and local government authorities, fostering governments' ownership and sustainability, towards the gradual yet steady institutionalization of referral and reintegration practices within the public administration services, and the delegation of responsibilities according to the subsidiarity principle. Building on experiences and lessons learned from the EU-IOM JI/MPRR in Africa, the project seeks to develop and implement national capacity development plans jointly with relevant stakeholders based on assessment gaps, integrating existing platform, services and systems mitigating potential low uptake of technologies and equipment<sup>26</sup>.

Accordingly, the project encompasses, but is not limited to, the following aspects:

- Digitalization of migration management, including return and readmission processes and procedures to ensure a holistic, rights-based and sustainable-development oriented approach to migration management (including through deployment of digital platforms and systems).
- Depoliticization of the readmission discourse through technical engagement and support to relevant government of countries of origin and transit.
- Awareness-raising workshops on rights-based return management and sustainable reintegration.

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<sup>26</sup> [The EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa](#), Final Evaluation.

- Support to the establishment of National Referral Mechanisms to enhance government's ownership and sustainability.
- Strengthening the capacities of key institutional entities and stakeholders to integrate returnees in situations of vulnerability into their protection schemes and services, including by addressing health and mental health needs of migrants and returnees in vulnerable situations.

Output 3.2 AVRR and Direct Assistance. *Migrants, including those in situations of vulnerability, are provided with assistance at the various stages of their migration journey, including at pre-return, return and reintegration stages.*

Considering the complexity of reintegration, achieving sustainability requires the adoption of an integrated approach that addresses the needs of individual returnees as well as the communities in a mutually beneficial way while responding to the structural factors at play (e.g. cooperation between various government departments at the local and national levels, returnee-oriented policies and legal instruments, or access to employment and basic services). Accordingly, reintegration interventions should seek to enable returnees to reach levels of economic self-sufficiency, social stability within their communities and psychosocial well-being.

Under this project, assessments will be undertaken to provide tailored support, including to each migrant throughout the return and reintegration process in a gender- and age-sensitive manner. IOM-AVRR activities include outreach, screening, identification, referral to public services and counselling (including virtual) for possible AVRR, pre-departure assistance and targeted post-arrival and reintegration assistance. Cooperation between a variety of actors—government and non-governmental—will be ensured to enhance the range and quality of return assistance available to migrants, avoid duplication of efforts and foster the sustainability of reintegration processes.

## 7 Budget

Please refer to the budget in Annex 6. The funds will be managed in accordance with the Financial Management Guidelines of the Danish Ministry of Foreign Affairs.

## 8 Institutional and management arrangement

### 8.1 Roles of MFA, UIM, and IOM

The identification, selection and monitoring of the activities in the target Countries, that are negotiated and endorsed by the Programme Steering Committee (see below), rests with the MFA/MIGSTAB and UIM, with day-to-day oversight being undertaken by the Migration Unit in MIGSTAB.

Management and implementation of the project rests with IOM. The effective and successful implementation of this project relies on IOM's capacity to deliver flexible, evidence-based responses to the evolving needs and priorities throughout the implementation period. This places high demands on the project's management structure to be able to quickly react, coordinate and implement on the ground while ensuring the quality and relevance of the implemented activities. To achieve this, IOM has identified a centralized and adaptive management structure led by a **Management Team based with IOM Denmark** in Copenhagen.

- Programme Manager: Reporting to the Chief of Mission in IOM Denmark and the Immigration and Border Governance (IBG) Division in the IOM Headquarters (HQ), the Programme Manager will have the overall responsibility for project delivery and programmatic compliance. He or she will liaise closely with the IBG Division in HQ and

relevant country and regional offices. He or she will also be responsible for monitoring and addressing project risks, ensuring appropriate internal coordination, and liaising with the Programme Steering Group in Copenhagen.

- Programme Associates: Reporting to the Programme Manager, the Programme staff will support the overall implementation of the project. This includes coordinating and liaison with all stakeholders involved, monitoring data collected against set outcomes and outputs in line with IOM's Strategic Results Framework, and regular reporting to the donor.
- Continuously supported by communication, administration, HR & finance staff.

The Management Team is responsible for the effective implementation of the project across the target countries. This includes overseeing the monitoring and evaluation; coordinating the submission of narrative and financial reports to MFA; ensuring strategic liaison with stakeholders; and facilitating external communication and visibility of the project. The presence of the Team at the UN City premises in Copenhagen allows for deeper and more engaged partnership between IOM and Danish Government representatives from the Ministry of Foreign Affairs of Denmark and the Ministry of Immigration and Integration, including the Danish Return Agency and the Danish National ID Centre<sup>27</sup>.

The project Management Team will ensure synergies and coordination with other Danish-funded projects and programmes that share similar geographical or thematic focuses through improved information sharing and knowledge mobilization. This would allow IOM to provide evidence-based recommendations to the Project Steering Committee to inform the decision-making regarding the project's target countries and related workplans. The Management Team in Copenhagen will be complemented by field-based staff based on the agreed annual work plans in line with the Programme Steering Committee's decisions and the project's results framework and related activities.

## 8.2 Programme and project steering committees

The project forms part of the CAPACITY Programme and the overall governance arrangements for this will serve as the overarching framework for this project. This includes a **Programme Steering Committee** with the participation of relevant staff from the Danish Ministry of Foreign Affairs and the Danish Ministry of Immigration and Integration, which will jointly decide on priorities and country engagement selection for the entire programme on a biannual basis. IOM will also participate in this programme steering committee along with ICMPD, representing the two implementing partners. The role of the implementing partners in the steering committee will be to plan activities in line with the Programme Steering Committee's priorities and country selection as well as follow-up on the ongoing implementation of initiated activities. This will also include learning and adapting engagements through the project cycle, making the requisite adjustments in relation to the effectiveness, ownership and emerging outcomes of activities, while taking stock of ongoing dialogue with prioritised countries where activities are being implemented, as well as in contexts which could see activities implemented through the project. The implementing partners of the Programme Steering Committee are responsible for guiding the implementation of project, including through:

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<sup>27</sup> External Evaluation Global Programme RELICA, Key Finding 2: The Programme management team's location in Copenhagen allows for a deeper and more engaged partnership with Danish government representatives. This proximity facilitates knowledge sharing and expertise mobilization, positioning Denmark as a champion in legal identity and readmission processes.

- Tracking activity implementation, including operational aspects relating to financial management and MEAL.
- Provide regular updates regarding activity implementation progress and the status of ongoing government dialogue and participation, so as to ensure both tracks actively inform each other of progress, constraints, opportunities, challenges, and entry points going forward.
- Respond to proposals and recommendations from the Programme Steering Committee, identifying any adjustments required to existing country level engagements or follow-up required in relation to additional country level engagements.

**Project Steering Groups** will be established on local level in countries with activities, comprising of relevant members of the Programme Steering Committee and other relevant actors, i.e. relevant staff at Danish Embassies.

### **8.3 Cooperation and coordination with ICMPD**

Whilst recognizing that IOM and ICMPD are each responsible for one strand of the CAPACITY Programme (i.e. Pillar 1 and Pillar 2 respectively), coordination and information sharing is expected and, in some cases, cooperation will be envisaged. Ensuring alignment and complementarity between the two projects is deemed pivotal to generate mutually reinforcing results at the Programme objective level, ensure that donor support is channeled to partner countries in a coherent, visible and impactful manner, and overcome fragmented actions by eliminating gaps and overlaps. In contexts/countries where both implementing partners are present and/or operating, either under the auspices of the CAPACITY Programme or other initiatives, IOM will seek to ensure coordination through existing platforms, forums and mechanisms or newly established ones (if deemed beneficial to the activities implementation).

Additionally, on the basis of decisions by the Programme Steering Committee, IOM will be able to enter into partnership with other UN organizations as applicable, based on their comparative advantage and evaluation carried out in the framework of the several UN coordination instruments to be leveraged by the project.

### **8.4 Monitoring, evaluation, accountability and learning (MEAL)**

#### **8.4.1 CAPACITY Programme MEAL Approach**

An external MEAL unit will be set up within the strategic portfolio management framework overseeing a range of Danish supported migration related programmes. The financing for the external MEAL will be centralised and covered by the “Whole of Route” programme, while the unit itself will service and support the three migration-related programmes, including the CAPACITY Programme. The external MEAL unit’s role will be to monitor and oversee programme implementation of the programmes during the full programme period, harvest data across programmes, while also feeding into mid-term reviews undertaken by each programme. The external MEAL-unit will report to the inter-ministerial Migration Programme Steering Committee on findings and recommendations and will on a day-to-day basis report to the MIGSTAB-team.

In addition, the external MEAL provider is expected to work closely with MIGSTAB, IOM and ICMPD and, amongst other tasks, be responsible for maintaining and expanding mapping of key actors in the countries of focus and service providers (international and local NGOs, CSOs, governmental actors). This will be developed further during the inception phase and could also position Denmark and the consortia to make a valuable contribution to overall coordination.

Based on the recommendations of the external MEAL provider and IOM, the Programme Steering Committee may decide to evaluate the inclusion of thematic research to be undertaken under Outcome 2. This capacity could be used to research and better understand specific phenomena emerging in focus countries, case studies, lessons learned and/or best practices or to facilitate information exchange and learning. The research produced could also potentially be published and shared with other stakeholders, as deemed appropriate.

#### **8.4.2 IOM's Project MEAL Approach**

Monitoring is an integral and driving component of the project to continuously inform its implementation in an evidence-based manner, and to ensure responsiveness to lessons learned and alignment with [IOM's Global Strategic Plan](#), Danish priorities as well as national priorities.

In alignment with the IOM's Monitoring and Evaluation Guidelines, and the [IOM's Monitoring Policy](#) (IN/31), the project's Result Monitoring Framework (RMF) is focused on four key areas: i) activity monitoring; ii) results monitoring; iii) budget expenditure; and iv) risk monitoring. The monitoring framework aims at enabling a robust oversight of the project at a global level, while being able to capture and verify progress for each individual country. Regular monitoring of project activities at country and global levels will be performed. This includes, but is not limited to, regular communication with IOM Country Offices and government stakeholders, field missions (monitoring visits), activities feedback (surveys), reports on output indicators etc.

The project's RMF is aligned with IOM's recently launched [Strategic Result Framework](#) (SRF), with the goal of creating a standardized and centralized framework that yet can be adapted to diverse country contexts and corresponds to priority measures. The SRF is embedded in strategic priorities as expressed in the GCM, the SDGs, and IOM's Global Strategic Plan and Regional Strategies (for the respective regions). Accordingly, the evidence resulting from the project's RMF could be positively used to communicate on e.g., Denmark's comprehensive contribution to the SDG Agenda 2030 and GCM. To this purpose, and building on lessons learned, efficient and timely reporting with a more frequent feedback loop will be established to improve communication between IOM and the Programme Steering Committee. Regular briefings and field visits will be organized in partnership with Danish Embassies at country level to ensure that the Programme Steering Committee is fully briefed on the progress of the project and aware of the linkages and complementarities.

To track the project's success and take stock of key learnings, impact studies are incorporated as integral components of the project's design (including from a budget perspective). Particular attention will be given to in-person discussions and focus groups with key stakeholders<sup>28</sup>. At the closing of the project's implementation, an externally conducted evaluation is recommended to assess its achievement, impact and effectiveness.

The Department for Migration, Peace, and Stabilization (MIGSTAB) in the Ministry of Foreign Affairs of Denmark shall have the right to carry out any technical or financial supervision mission that is considered necessary to monitor the implementation of the project. After the termination

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<sup>28</sup> External Evaluation Global Programme RELICA, Key Finding 28: Incorporating formal evaluations as integral components of the programme's design is recommended to track programme successes and take stock of key learnings. These evaluations should ideally be planned into the programme design. In-person discussions and focus groups during evaluations were found to yield higher response numbers and valuable insights.

of the project support, the Danish Ministry of Foreign Affairs reserves the right to carry out evaluations in accordance with this article.

### **8.5 Financial management, planning and reporting**

The project budget is approved by MFA/MIGSTAB and UIM and is subject to revisions and adjustments as needed. The project funds are disbursed in instalments, based on the submission and approval of financial and narrative reports by the project partner, in accordance with the agreement. IOM will submit both narrative and financial report on annual basis, adhering to the deadlines specified in the agreement.

IOM is responsible for keeping accurate and complete records of all the project expenditures, and for adhering to the financial rules and procedures agreed upon in the partnership agreement. Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures, while respecting sound international principles for financial management and reporting.

## **9 Risk Management**

The project's risk assessment identifies a number of contextual, programmatic and institutional risk factors that could have impact on the implementation of the project, and thus requires IOM to prepare appropriate risk responses to plan accordingly. The main risk factors include a deterioration of the security situation and/or a worsening of the economic situation in the target countries (contextual risks), sudden change in willingness of governments to cooperate or engage with IOM (programmatic/political risk), inaccurate perceptions of the IOM-Denmark partnership over the return and readmission support (programmatic/political risk), and lack of synergy or coordination at different programmatic and stakeholder levels (institutional risk). A detailed risk assessment is included at Annex 5.

## **10 Closure**

### **10.1 CAPACITY Programme's Exit Approach**

Building on lessons learned from similar programming and the findings of the review, the programme will place a strong emphasis on developing country-specific exit strategies. As the programme's implementation at country level is premised on ongoing dialogue with Government authorities, the nature of the programme's exit will vary from country to country. In this way, IOM and ICMPD will be responsible for taking the lead in defining country-specific exit strategies, in close consultation with Danish Embassies, Migration Attachés (where applicable) and MIGSTAB counterparts. Ideally, Government counterparts will also be involved in such processes, given the importance of ensuring programme interventions can transition smoothly to local ownership. To the extent possible, programming interventions will be designed from the outset with a view towards feeding into and strengthening national ownership and capacity beyond the programme period. Country level exit strategies will be further defined during the inception period, based on the countries identified for the first phase of implementation.

### **10.2 IOM's Exit Strategy**

The exit strategy is a critical component of the project, ensuring that the positive impacts of the interventions implemented are sustained beyond the project's conclusion. By focusing on sustainability, government coordination and ownership, and consolidating platforms for regional and cross-regional cooperation, the project aims to create a lasting impact that will continue to benefit the target governments, migrants and populations at large, while contributing to the broader development goals of migration management and governance.

The project has been structured to build the capacities of government and local institutions, enabling them to maintain and expand upon the achievements made during the project's lifespan. This includes the development of robust policy frameworks, the strengthening of operational systems, and the enhancement of immigration officers' capabilities. The exit strategy seeks to gradually reduce dependence on external funding, ensuring that each component of the project can function independently and effectively. To achieve this, all interventions have been closely coordinated with government entities to align with national priorities and strategies. This coordination has facilitated the integration of project activities into existing government strategies, thereby ensuring continuity and consistency. At once, IOM consistently seeks to ensure that governments take ownership of the initiatives introduced by the project. This approach has involved engaging government stakeholders in the planning, implementation, and monitoring phases, thereby fostering a sense of responsibility and commitment to the project's objectives.

Overall, the project's exit strategy approach is grounded in 6 inter-related principles:

### **Principle 1 – Placing Bricks in The Wall, Not Drops in a Bucket**

The interventions suggested or undertaken are not incidental, but the result of carefully planned and strategic decisions, aligned with overarching objectives to ensure the most effective and impactful outcome. Specifically, the project supports interventions that all align with [IOM's Strategic Plan 2024-2028](#), reflecting the Organization's mandate to facilitate orderly and humane migration through contributions to national progress towards the Sustainable Development Goals. Additionally, the interventions contribute to the broader framework outlined by the overarching "CAPACITY – The Danish Migration Management Programme 2024-2029" that supports a longer-term, more sustainable approach to migration programming.

As such, all interventions, extending from seed interventions, soft engagements, provision of key infrastructure and long-term capacity-building activities, are aligned with overarching objectives, consolidated into governance structures and coordinated with other relevant stakeholders to achieve synergies among projects, governments and donors.

### **Principle 2 – Continuously Planning for Exit**

The principles of intervention should always include planning for the exit both during the project development period and through monitoring the sustainability of project results throughout implementation by regularly consulting and communicating with partners and stakeholders.

Given the flexible nature of the project and the challenging operational environments of the target countries, the exit strategy must continuously be assessed and adapted based on the evolving situation in the countries, the results achieved, and lessons learned, as well as the Steering Committee's decisions regarding the introduction of new activities and countries. When preparing detailed workplans for the implementation of interventions, the Management Team and IOM's Country Offices will consider the project closure requirements based on the specificity of the project activities. During the final project closure period, exit strategy activities will be reviewed, additional activities or tasks identified, timelines determined, and persons responsible specified. This additional information will also be included in the detailed workplan.

### **Principle 3 – Promoting Sustainable Programming**

IOM has a comprehensive approach to link migration with sustainable development and is constantly seeking to deliver high quality migration programming building on evidence and lessons

learned. An integral part of these efforts is to ensure that programmes and project contribute to a comparable interpretation and application of the OECD-DAC code on migration<sup>29</sup>.

As part of the exit strategy, it will also be a key task to assess whether suggested activities and approaches are likely to require substantial financial support after project conclusion to minimize possible substitution. Following this, an essential consideration from the outset of the implementation period is securing government ownership and assessing the willingness and capacity of relevant authorities to sustain commitments once the intervention ends.

#### **Principle 4 – Supporting Synergies, Complementarities and Resource Diversification**

To realise their full potential, interventions supported by the project may require complementary support or coordination with ongoing funding. Host governments benefit from a diversification of funding sources through reduced dependence on a single donor. The project supports this by seeking synergies and complementarities with other ongoing or developing projects/programmes and through close dialogue with other external entities.

#### **Principle 5 – Building Political Support**

Political support is crucial to the consolidation of project results and sustainability. Through the project, IOM engages with key decision-makers at national level to contribute to improved policy and legislative frameworks, and to create a positive spill-over to cross-cutting issues such as human rights and good governance. At a regional level, the project supports mutually reinforcing platforms for sharing of lessons learned, and joint initiatives for developing and implementing standards and policies informed by evidence, good practice and international legal frameworks.

#### **Principle 6 – Closing Well**

When the project closure period approaches, the Programme Manager is to review the already identified project closure activities and expand in breadth and detail all tasks required for project closure, as necessary. Each of these tasks will be added to the detailed workplan, a time frame for completion established, and a responsible party assigned to each task.

The final step towards exit involves the actual closure and handover of activities. An integral part of this process will be completion meetings with key counterparts to assess project results, the likelihood that these will be sustained, while also identify which activities can be taken forward by government and where additional external support is needed.

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<sup>29</sup> [IOM Institutional Strategy on Migration and Sustainable Development | IOM Publications Platform](#), p. 36

## Annexes:

### ANNEX 1: CONTEXT ANALYSIS

#### 1. Context Analysis

Today, more than ever, migration is multidirectional involving circular movements, including returns to countries of origin, often followed by back-and-forth movements or migration onwards new destinations. The latest available global estimate is that there were around **281 million** international migrants in the world in 2020, which equates to **3.6 per cent** of the global population<sup>30</sup>. Concurrently, migratory flows are commonly mixed, consisting of regular as well as irregular migrants and refugees holding different legal statuses that might change along the route, depending on diverse legal systems, manner of entry, or the validity of identity and travel documents. These mobility patterns determined by evolving political and security landscape, climate change and protracted economic uncertainty have placed increasing pressure on countries' capabilities to manage migration within and across its borders, resulting in legitimate concerns of national and international security that yet are to be balanced with the need for protection of human rights.

Against this backdrop, countries are facing increasing demands to step up efforts to strengthen migration management and governance to facilitate orderly, safe, regular, and responsible migration. This requires a broad set of institutional capacities, systems and policy frameworks which typically span multiple line ministries both at national and at sub-national level – with the immigration authorities at the forefront.

Managing the interplay across these state functions and capacities, while also addressing the inherently dynamic and fluid nature of migration, presents significant challenges to many countries. For instance, the move toward greater digitalization of migration management, including for visa services, border processing and identity management, will increasingly require potential migrants to be able to engage with authorities via digital channels. This poses significant obstacles for many people around the world, especially those without proof of identity (e.g., birth certificate, valid identity cards, travel documents, digital identity certification, passports among other forms of identity documents).

It is estimated that approximately **850 million** people still lack proof of identity, remaining invisible to states. The lack of identity is particularly concerning for individuals on the move, who may resort to more perilous, dangerous and irregular routes. Indeed, safe and regular migration is conditional upon presenting documentation issued by relevant national authorities, and which is considered valid for admission and stay on the territory by foreign authorities. Without proof of identity, migrants are at further risk of being exposed to exploitation, abuse and discrimination, and may be unable to access basic services and protection.

For resource-constrained countries or those recovering from conflicts, challenges in the establishment and management of national civil registration and identity systems include, among others, outdated paper-based systems, obstacles to the accurate maintenance of residents' records,

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<sup>30</sup> World Migration Report, IOM, 2024, page 20.

insufficient interoperability between systems, scarcity of financial and human resources, and non-comprehensive legal frameworks. These challenges have long hindered the development of comprehensive and digitalized identity management architecture, from issuing trustworthy documents that confirm identity such as birth certificates to producing secure and authentic identity and travel documents, thus representing one of the main constraints to effective migration management.

In the absence of robust identity systems, governments have also limited access to accurate and reliable population and migration data which, in turn, hampers the formulation of informed policies and evidence-based strategies for managing migration. For states, hindered identity and civil registration management architectures limit their capacity to access accurate and reliable population and migration data, track the movement of individuals, or assess the impact of migration on their societies. Along the same line, the effectiveness of identification and security checks at control points (e.g., detection of false or fraudulent documents) may be limited if not assisted by inter-operable identity management systems, trained frontline officers and efficient document examinations centers.

In the realm of return management, identity verification is crucial as returnees cannot be readmitted to their country of origin without valid identity documentation, which is key to ensure a state's national security<sup>31</sup>. In the absence of valid documents, biometric data serves as an essential tool for verifying identity. However, the efficiency of these systems varies from country to country, influenced by factors such as limited personnel or constrained technical capabilities. When the capacity of a state to issue legal identification documents is constrained, its ability to efficiently identify their nationals abroad may be limited, becoming a potential obstacle to safe and timely readmission processes. Against this backdrop, embassies may play a vital role, operating as crucial intermediaries between the country of origin and the host country, when provided with the means to operate identity verification procedures. Following this, return, readmission and reintegration underpinned by robust identity management systems has become a policy priority for migration governance and development strategies of many countries in recent years, including Denmark.

However, migration-related issues are too often managed with insufficient coordination among government agencies as well as between countries of origin, transit and destination, and on an international level. Equally, given the inherently cross-borders nature of return and readmission, cooperation and coordination between countries of origin, transit and destination is crucial to enhance the range of quality of return, readmission as well as reintegration assistance, ensure the protection of migrants' rights and avoid duplication of efforts<sup>32</sup>.

Ensuring that migrants can be safely identified and readmitted to their countries of origin is not only a matter of security and efficiency, but also a precondition for fostering sustainable reintegration outcomes that benefit both the returnees and their communities. Indeed, return and reintegration can strain the socio-economic fabrics for countries of origin, especially when high

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<sup>31</sup> *Ref.* External Evaluation Global Programme RELICA, Key Finding 5: The integration of legal identity advancements into the programme's design and implementation was crucial. It aligned with the importance of legal identity determination as a prerequisite for the operationalization of a robust readmission system, like the electronic Readmission Case Management System (eRCMS). To support this process, the RELICA team ensured that it leveraged lessons learned and best practices from complementary programmes.

<sup>32</sup> IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration. Available at: [IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration](#)

numbers of returnees arrive within a short period of time. Similarly, returnees may struggle to readapt and rebuild their lives once back home because of economic, social and psychological factors. Communities may be unable to provide network and resources, making the experience of returning a risk factor for both the community and the returnees. These challenges can be exacerbated by factors such as the returnee's gender and age, generating inequalities in access to services and protection. Without a focus on sustainable reintegration processes, returnees may attempt to migrate again, often through irregular means, potentially ending up in vulnerable situations.

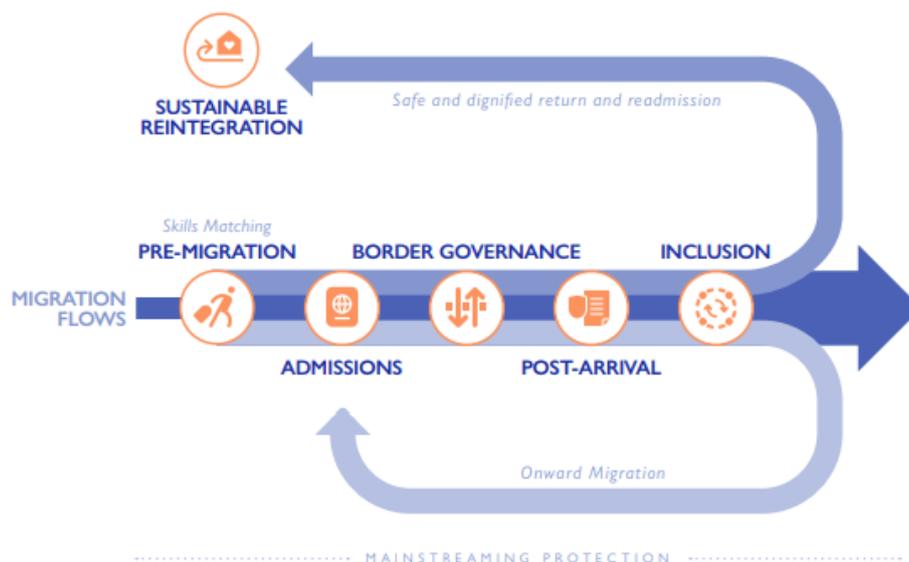


Figure 1: IOM's Objective 3 Process Overview, IOM's Global Appeal 2024.

This evolving and complex migration environment has demonstrated a significant urgency for increased capacity among governments and frontline government agencies to improve national capacities in all components of migration management, starting from strengthening identity management architectures and digitalization efforts to enhancing cooperation and coordination at cross-regional and international level – between countries of origin, transit and destination. In the realm of return and reintegration management, a coordinated approach that upholds the rights and dignity of migrants and promotes their socio-economic inclusion in their countries of origin is pivotal. In a similar manner, there is a wide-spread demand for strengthened capacities to collect, use and capitalize on migration data to contribute to informed policy-oriented efforts. When informed by high-quality, timely and reliable data, these migration management policies can effectively serve to facilitate pathways for regular migration, prevent irregular migration, protect the right of migrants and underpin efficient and rights-based return and readmission throughout the full migration continuum.

Overall, the adoption of a comprehensive and holistic approach to migration management, tailored to each country but capacitated to address and respond to the dynamic and complex nature of mobility, is critical to facilitate pathways for regular migration, prevent irregular migration, and protect the right of migrants throughout the full migration continuum

## 2. Geographical Scope

In terms of priority countries, the prioritization has a factor of flexibility, with due consideration to Denmark's bilateral relations and priorities with partner countries, in particular on issues related

to return and readmission cooperation. The overall prioritization will take place in the Programme Steering Board consisting of the Danish Ministry of Foreign Affairs and the Danish Ministry of Immigration and Integration, and through subsequent consultations in the Project Steering Committee under this project. A list of countries where these types of funds have been used to date are Armenia, Sri Lanka, Bangladesh, Iraq, Pakistan, Afghanistan, Jordan, Lebanon, Algeria, Morocco, Sudan, Somalia, Ghana and Nigeria.

Taking this into consideration, the initial geographic focus of the project will be on **Iraq, Lebanon, Somalia, Nigeria, Morocco, and Algeria**. In line with the flexible approach of the overall programme, the geographical focus of the project is subject to adjustments according to prioritization by the Programme Steering Board.

While each country has its unique set of challenges and contextual nuances, they often share common issues, linked by regional interconnected dynamics influenced by a multitude of factors, including political, economic, and social uncertainties. Addressing these challenges effectively requires a concerted effort that takes into account the inherently cross-border nature of migration challenges and the need for a coordinated response that leverages regional and international frameworks and partnerships.

## **2.1. Middle East & North Africa**

In the **Middle East and North Africa region**, Iraq, Lebanon, Algeria and Morocco serve as countries of origin, transit and destination in an unstable regional environment fraught with multiple threats such as climate change, protracted crisis and economic uncertainty. The countries in the North African subregion are confronted with protection challenges associated with irregular movements. In the Middle East, economic and political instabilities shape mobility where the largest group of displaced populations originates from the Syrian conflict. According to the data collected by IOM's Displacement Tracking Matrix (DTM), **292,985** migrants and refugees arrived in Europe by sea and land in 2023. Approximately **55%** of the arrivals occurred through the Central Mediterranean route, followed by the Eastern Mediterranean route. Throughout the region, a common thread has been recognized in the need for enhanced policies and operational tools for regular pathways and rights-based migration management and procedures.

### **2.1.1. Iraq**

Following years of devastating conflict and regional instability, Iraq continues to face complex migration management challenges, including a large number of internally displaced persons, the reintegration of returned Iraqis from abroad and the safe and effective management of its borders. Iraq is a country of origin for economic migrants and asylum seekers/refugees attempting to reach Europe, as well as a country of transit for irregular migrants from Iran, Syria, Bangladesh, Pakistan, the Philippines and other Asian countries. Iraq is also a destination country for more than **360,000** migrants, predominantly from the Middle East, and approximately **230,000** Syrian refugees.

This complex migration environment place great demands on the Iraqi Government to manage migration effectively, starting with providing citizens with functional ID that enables safe and orderly global mobility. Multiple challenges, encompassing inadequate infrastructure and equipment, outdated legislation, and lack of interoperability between government institutions' systems hinder the capacity of the Government to effectively register its citizens and issue reliable identification documents. This limits individuals' access to state public services where identification is required, including via consular services abroad, and serves as an obstacle to mobility pushing people to opt for longer, perilous and irregular routes.

In the realm of return management, this translates into difficulties when performing identity verification of individuals that are in a return position, which is pivotal for Iraq's national security objectives. The establishment of a customary return modality, aligned with national priorities and international principles remains a key priority on the Government's agenda in order to facilitate identity verification and reduce case processing times. As an example, within the framework of the Danish-funded RELICA – Preliminary Phase, the Government of Iraq formally requested IOM support for deepening the work on identification of nationals in return positions, including through the deployment of the electronic Readmission Case Management System (eRCMS).

Since 2022, IOM has been collaborating with the Government of Iraq to modernize and digitalize the civil registration and identity architecture, which is crucial for Iraqis residing both in the country and abroad. IOM Iraq has acquired a comprehensive and thorough understanding of the country's identity management architecture, including through a detailed assessment of Iraq's legal identity system conducted under the auspices of the Preliminary Phase of RELICA. Accordingly, IOM has supported the Government in its ongoing efforts to strengthen its identity architecture, in particular, the national ID Card Project. IOM's support has led to significant improvements, such as increasing the rate of Unified ID registration by providing essential equipment to registration offices and reducing the time required to print Unified IDs from months to just days.

As lead of the above initiatives, IOM Iraq is well positioned to manage implementation of country-specific activities, guaranteeing consistency and synergies across different donors' funding and channel efforts to enhance the quality and pace of the migration and return dialogue for all stakeholders. IOM Iraq currently manages **89** projects and counts around **1900** staff across each of the **18** governorates.

### **2.1.2. Lebanon**

Due to a sharp deterioration of public infrastructure, basic services and a significant rise in poverty, Lebanon is facing one of the largest waves of emigration in the country's history. The crisis that started in 2019 has prompted an increasing number of refugees, mainly from Syria but also from Lebanon, to try to depart by sea. These refugees often rely on smugglers to travel irregularly to Europe via the Eastern Mediterranean Route. Over **5,221** people attempted the journey in 2023, compared to 4,600 in 2022, 1,570 in 2021, 794 in 2020, and 270 in 2019. During the first quarter of 2024 alone, over **3,500** people attempted to migrate irregularly to Cyprus. Recent information also points at elaborate migrant smuggling schemes through Beirut Airport, using forged documents and double boarding. The lack of travel documents is cited as one of the reasons why Lebanese nationals resort to smuggling services to leave Lebanon through irregular migration, with all the risks that this entails<sup>33</sup>.

Lebanon lacks adequate infrastructure, equipment, human and technical capacities to enhance its operational performance for better migration management, in accordance with the country's digitalization priorities in particular at major land border crossings. Case in point, the country continues to face challenges with identifying and preventing identity and travel documents frauds, as well as with gathering, analyzing and sharing relevant data on mixed migration flows for evidence-based decision making and policies. Amid this complex situation, the Government has limited capacity to provide comprehensive and timely services to its citizens and migrants living on its territory including the issuance of passports and residency permits. The limited resources

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<sup>33</sup> IOM Study Lost Hopes, Lost Lives: Insights into Lebanese Irregular Migration, 2023

are hindering the issuance of secure national identity cards that, as of today, do not have an expiring date (leading people to keep them for decades) and which security features are inadequate, increasing the risks of counterfeiting and fraud.

Active in Lebanon since 2006, IOM is the primary intergovernmental organization dedicated to migration in the country, with around **160** staff stationed across key locations. Throughout the years, IOM has strengthened its presence in Lebanon, acquiring valuable expertise and experience in various areas related to immigration and border governance, migrant protection and assistance, community stabilization, and migration health. As an example, the organization has a proven track record of successful collaborations with government authorities, particularly the GSD. IOM has been involved in various initiatives, such as the construction of a training facility for GSD in Damour, the arrival terminal at the Aboudiyeh border crossing, and the establishment of a health facility at the current Masnaa border post.

With the goal of maximising the investments made with the ongoing project funded by Denmark, IOM will ensure synergies and complementarities, including, for instance, on initiatives related to the operationalization of the General Security's Training Academy, support to its production center for identity documents, as well as capacity-building activities and interagency Standard Operating Procedures.

### **2.1.3. Algeria**

As a country that lies between the Sahel region and Europe, Algeria plays a key role as a transit and destination country for migrants from Sub-Saharan Africa, especially from Niger, Mali and other countries in West and Central Africa. The country has witnessed high levels of mixed migration flows, posing challenges at country, regional and global levels with direct and indirect impact on national security and well-being for migrants and the population at large. The Government of Algeria has carried out returns of irregular migrants, through official and unofficial convoys, to their alleged entry point between Algeria and Niger. In 2023, **16,296** Nigerien nationals and **982** Third Country Nationals (TCNs) were returned through official convoys, while **18,268** TCNs were expelled to Niger.

Yet, an increasing number of migrants remain stranded in Algeria, often in vulnerable conditions and unable to continue their journey onwards or return to the country of origin. Their irregular status limits their access to legitimate forms of employment, education and social protection, exposing them to further risks and vulnerabilities. As an example, despite the Algerian Government's significant efforts to provide public-health care services to migrants, irrespective of their legal status, several barriers continue to prevent effective outreach, leaving migrants in precarious situations. Given this complex migration framework, fostering a coordinated and harmonized approach on migration management, including with neighboring countries and those in the regions, is essential to comprehensively respond to the magnitude of irregular migration in Algeria.

In July 2023, at the Rome Conference on International Migration and Development, President Tebboune stated that conflict and terrorism, poverty and climate change were the main drivers behind movements of people. The President acknowledged that a security approach was not a durable solution and called for international partners to work together to address the root causes of irregular migration and asylum, to work in favor of global solutions for stability and for development and better opportunities for young people.

IOM has been present in Algeria since **2016** and is continuously growing its in-country presence while strengthening its relationship with the Government., as demonstrated by the recent Algeria's request to IOM to scale up its Assisted Voluntary Return & Reintegration (AVRR) program. Along the same line, the Government has requested IOM support on capacity development activities including for the protection of migrants and the integration of foreign workers, representing a considerable potential for developing regular migration pathways.

#### **2.1.4. Morocco**

Besides migration flows within Africa, the extent of irregular migration towards Europe by maritime paths remains significant: in the last quarter of 2022, around **14%** of migrants' arrival in Europe were registered in Spain (and subsequently Europe) according to IOM's Displacement Tracking Matrix (DTM). The main countries of origin (CoO) reported at arrival in Spain were Morocco, followed by other North African and Sub-Saharan countries. The United Nations Department of Economic and Social Affairs (UNDESA) estimated that 102,400 international migrants were in Morocco in 2020, including irregular migrants, regular migrants, refugees and asylum seekers (UNDESA, 2020), mainly from Guinea, Nigeria, Mali, Côte d'Ivoire, Cameroon, and recently also from Sudan and Yemen.

Morocco's northern cities have a largely young, undereducated, underemployed population with little community involvement. Youth without economic and social prospects are particularly vulnerable to irregular migration attempts to the Spanish and European coasts, and to susceptible to extremist messaging and recruitment. Recent data also show that more and more migrants are in a situation of vulnerability in the southern regions of Morocco and there is also a continued influx of migrants arriving in Casablanca with unmet essential needs (last informal update from Protection Thematic Group in March 2024 describes a significant increase).

In Morocco, migration flows are largely irregular (whether entering or falling into irregularity when staying), entailing increased risks for migrants of violence, exploitation, abuse, and trafficking, which can consist of forced labor, sexual abuse, abduction, torture. Further, they face vital risks throughout their itineraries, especially while crossing seas and reaching the Spanish enclaves and subsequently heading to multiple other European countries through secondary displacements across Europe. 2023 has seen a resurgence of crossings towards Europe, whether through the Western Atlantic Route, the Western Mediterranean route, the Central Mediterranean Route as well as through Eastern Mediterranean route – all of which have witnessed migrants coming from Moroccan territory – whether Moroccans or international migrants. Overall, there was a **54%** increase in arrivals to Europe from all routes from 2022 to 2023 (268,284 in 2023 vs 172,853 in 2022).

Migrants with an irregular administrative situation still face many challenges, i.e., access to health and legal assistance, education, housing, and basic needs. Some migrants are particularly in need of assistance, e.g., victims of trafficking (VoT) and unaccompanied or separated children (UASC). The National Commission to Combat Trafficking in Persons reported that trafficking cases had increased by 200% in 2018, and 96% in 2019 (an increase observed also linked to increased awareness and detection mechanisms). The precise number of UASC in Morocco is yet to be assessed, however the project entitled "Protection and Assistance of Unaccompanied and Separated Children in Morocco" on its own, implemented by IOM since September 2018 – June 2023 and financed by the Ministry of Foreign Affairs of Denmark has identified over **9,000 UASC** in six different Moroccan regions (30% nationals and 70% foreign UASC). Also, 70% of all migrant children arriving in Europe were UASC in 2021 (IOM, UNHCR, UNICEF). Moroccans who decide to migrate are often also in situation of vulnerability, especially marginalized youth.

Indeed, Morocco faces integration challenges of youth, as half of the young aged between 15 to 29 years old do not study or work.

Due to the impossibility of crossing to Europe, finding work, and the difficult living conditions, thousands of migrants become stranded in Morocco and the voluntary return through the IOM AVRRE offers them a humane and dignified alternative solution. AVRRE is an indispensable part of a comprehensive approach to migration governance aiming at orderly and humane return and reintegration of migrants who are unable or unwilling to remain in host or transit countries and wish to return voluntarily to their countries of origin. Providing comprehensive support to the Kingdom of Morocco's efforts and initiative is pivotal to ensure an overarching framework for better migration management, encompassing assistance for return and reintegration of migrants as well as enhanced solutions for managing irregular migration within its border.

## **2.2. West and Horn of Africa**

Somalia and Nigeria, located in the **West and Horn of Africa region**, have long witnessed continuously shifting migration challenges, dynamics and needs fueled by unresolved conflicts, drought and socioeconomic difficulties resulting in high levels of internal displacement and regional cross-border movements. Against this background, there has been growing collaboration and exchange between stakeholders to promote migrant protection, facilitate cross-border collaboration and dialogue on regional integration. Amongst the identified priorities, identity management, digital registration and identification appear the way forward for facilitating pathways for regular migration, enhancing migration management and migrants' access to services. Given the current migration outlook, countries require operational support to facilitate safe, dignified and rights-based return, readmission and sustainable reintegration, especially through area-based community development approaches.

### **2.2.1. Somalia**

Somalia is a country witnessing shifting international migration flows, being a country of origin, transit and destination. It is a country of origin for Somalis seeking better livelihoods in the Middle East countries and elsewhere, and a country of destination and transit for migrants from Ethiopia, travelling on the Eastern Route<sup>34</sup>. Somalia's porous borders, including one of the longest coastal lines in Africa, represent a migration management challenge in the region. Every year, the thousands of Somalis who make hazardous journeys along regional migration routes are exposed to severe protection risks. Somalia witnesses high numbers of returning migrants, in particular from the Gulf States. The provided support upon return is limited due to the absence of tailored post-arrival and reintegration assistance<sup>35</sup>. Like IDPs, returnees face challenges to reintegrate as they often face difficulties accessing livelihood opportunities, housing and basic services.

With over **77%** of the Somali population lacking an official proof of identity, only 3% of under-5 birth registrations rate and without an official statistic on marriage or divorce registration, makes it difficult for the Government to inform different laws, policies, and strategies especially in relation to migration governance. Similarly, lack of identity would also affect citizens and other groups living in Somalia to access basic social services including access to travel documents to regularly migrate. Along the same line, paper-based identity documents and the absence of a

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<sup>34</sup> Regional Migrant Response Plan for the Horn of Africa and Yemen 2021-2024, p. 37. [Available here.](#)

<sup>35</sup> Regional Migrant Response Plan for the Horn of Africa and Yemen 2021-2024, p. 37. [Available here.](#)

centralized population registry add a layer of complexity to return management processes, which primarily depend on valid identification and travel documents.

Nevertheless, it is worth noting that, Somalia has made significant strides in improving its civil registration and legal identity systems, including the Identification and Registration of Persons Act No. 009 (NIRA, 2023) and the new Civil Registration Law expected to be ratified in 2024 (CRVS, 2024). Some of the initiatives that have supported these efforts are the seeds activities commenced under the RELICA Preliminary Phase as well as Danish-funded border management programming. These initiatives, along with others, have enabled IOM to closely collaborate with the Somali government to tackle key migration, identification, and digitalization challenges that the country faces.

IOM Somalia has been supporting the Federal Government of Somalia since 2006. In particular, immigration and border governance support has been possible by partnering with the Immigration and Citizenship Agency (ICA) through enhancing border management and migration governance structures, helping prevent irregular migration, mitigating security threats and upholding migrant rights. Additionally, IOM collaborates with the National Identification and Registration Authority (NIRA) and the Civil Registration Directorate under the Ministry of Interior, Federal Affairs & Reconciliation (MoIFAR) in building technical capacity and supporting infrastructural and technological enhancement to promote civil registration and facilitate access to proof of identity.

IOM Somalia will leverage this already established strong rapport with NIRA and the CRVS Directorate and capitalize on the existing IOM strategies, frameworks and years of presence and operational experience to deliver the proposed interventions. Along the same line, IOM Somalia, being a strategic partner to the Federal Government and the Federal Member States, is best positioned to continue supporting its efforts to address the nexus between protection of migrants and security concerns (e.g., border management).

### **2.2.2. Nigeria**

As Africa's leading economy and one of the fastest growing populations in the world, Nigeria plays a pivotal role in regional migration patterns, being a country of origin, transit and destination. Nigeria is characterized by regular and irregular migration flows with a myriad of drivers, including aspirations for better socio-economic opportunities, climate challenges and conflict-related security fears. Nigerian emigrants, in particular youth and professionals, have grown significantly from **987,165** in 2010 to approximately **1.7** million in 2022 (UNDESA 2022). In recent years, the country has also experienced an increasing number of migrants returning to Nigeria from Libya and other countries in the West African region, further intensified by the war in Sudan and the coup in Niger.

Due to this complex migration environment, the government of Nigeria has made commendable efforts to develop policies and legislation and to establish migration governance structures. The country has received extensive support from individual EU MSs and other development partners to address irregular migration and boosting alternatives thereof. At political level, the Nigerian Government and the EU have been holding discussions since 2016 with the aim of concluding an agreement which addresses the issues of return and readmission.

As part of promoting migration governance, IOM Nigeria works closely with the Nigeria Immigration Service (NIS) responsible for travel document issuance and border management in the country, as well as other government agencies who work on relevant topics such as identity management, to enhance their technical and operational capacities and facilitate inter-agency

cooperation to ensure safe and regular movements of persons. IOM's Migration Information and Data Analysis System (MIDAS) at the country's land, sea and air borders enables the collection of electronic traveler data and serves as a foundation for modernizing and improving traveler processing at borders as well as strengthening the national agencies' capacity in tackling irregular migration. IOM also provides technical solutions to the foreigner registration process which regularizes the status of migrants residing in the country.

## ANNEX 2: PARTNER ASSESSMENT

The following partner assessment aims to provide a comprehensive overview of the United Nations International Organization for Migration's (IOM) capacities in the realm of migration management, contributing to identifying the organization as the most appropriate stakeholder to lead the implementation of the **“IOM – Denmark Migration Management Programme” (hereafter: project) which is Pillar 1 of the Programme “CAPACITY – The Danish Migration Management Programme 2024-2029”**. IOM intends to continue building on its extensive experience, well-established working relationships with government stakeholders, use of rights-based approaches and alignment with its global mandate to support the targeted countries' management of migration within the CAPACITY Programme.

### 1. Brief presentation of partner

As the leading intergovernmental organization in the field of migration, IOM develops effective and innovative responses to the shifting dynamics of migration. Guided by key global frameworks, notably the [2030 Agenda for Sustainable Development](#) and the [2018 Global Compact for Safe, Orderly and Regular Migration](#) (GCM), IOM is committed to promote humane and orderly migration for the benefit of migrants and societies. As a core member of the United Nations Sustainable Development Group and [Coordinator](#) of the United Nations Network on Migration, IOM supports Member States in developing well-managed national migration policies, enhancing their migration governance systems and ensuring effective, timely and coordinated UN system-wide support in accordance with UN Sustainable Development Goals (SDGs) target 10.7 and the GCM. The [IOM Strategic Plan 2024-2028](#) outlines how IOM will contribute to these global frameworks and achieve its vision. As an integral part of the strategy, IOM prioritizes whole-of-government and whole-of-society approaches to unleash the potential of migration by assisting States to establish, expand and enhance regular migration pathways, while advocating for the integration of migrants and migration across development planning and programming.

IOM is highly focused on providing context specific and conflict sensitive support to respond to the evolving needs on the ground. Working in fragile contexts places IOM in a unique position to contribute to the Humanitarian-Development-Peace Nexus (HDPN)<sup>36</sup>. This is achieved through targeting initiatives that combine adaptive, flexible and rapid interventions with long-term development-oriented programming, sustained by comprehensive interagency planning. Additionally, IOM leverages its multisectoral capacity and 360-degree approach to human mobility, using data to bring relevant fields together.

Concurrently, IOM remains committed to fostering more equitable partnerships with and between international, national and local actors and advocating that they play a central role in developing and delivering migration-related policies and programming, ensuring that the right networks and entry points are in place. IOM is characterized by a decentralized structure with extensive field presence spread across six regional offices, overseeing, coordinating and supporting offices in 175 countries and 557 locations, and with the vast majority of its nearly 19,000 employees deployed at country level. The strong field presence allows IOM to maintain a thorough overview of migration

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<sup>36</sup> IOM has developed a series of tools and guidance to support with streamlining conflict sensitivity as a core principle throughout all programs, units, and systems, in line with its commitment to the OECD-DAC Recommendation on the Humanitarian-Development-Peace Nexus (HDPN).

dynamics, challenges and emerging trends to develop appropriate responses and contribute to regional and cross-regional strategies and planning.

### 1.1. Facilitating Pathways for Regular Migration

The project adheres to the IOM Strategic Plan 2024-2028, and particularly its objective 3: *Facilitating pathways for regular migration*<sup>37</sup>. To achieve the objective, IOM will facilitate governments’ access to key migration management technology, systems and procedures to achieve safer and seamless cross-border movement, enhance the protection of migrants and reduce irregular migration, including through technical assistance related to national civil registration, identity management systems and consular services. In countries requiring operational support, IOM will facilitate safe, dignified and the rights-based return, readmission and sustainable reintegration of migrants into their countries of origin, or third countries. For long-term impact, IOM will strengthen its role as a facilitator of South–South and triangular cooperation, promoting South–South regional integration and interregional collaboration through the State-led inter-State consultation mechanisms on migration.

Under the supervision of IOM’s Deputy Director General for Operations, the Department of Mobility Pathways and Inclusion at Headquarters (HQs) in Geneva will provide policy and technical support to the development and implementation of the project to promote and streamline existing and novel institutional guidance – globally and regionally – and in line with the SDGs, GCM, and IOM’s Strategic Vision. The Department’s technical expertise encompasses a

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IOM’s Long-Term Objectives	IOM’s Short-Term Objectives
<b>3A</b> Channels for regular migration are sustainable and responsive to current and emerging trends	<p><b>3A3</b> Migrants of all genders, ages, abilities and other diversities have access to legal identity solutions and receive relevant support to comply with visa procedures and admission, long-term stay and regularization requirements.</p> <p><b>3A4</b> Migrants of all genders, ages, abilities and other diversities are able to return to their homes voluntarily, safely and dignity.</p>
<b>3B</b> Migration flows and cross-border mobility are well managed, with measures to ensure well-being, including health, security and safety through the mobility continuum	<p><b>3B3</b> Government, development and humanitarian actors responsibly collect and use disaggregated data to inform mobility management systems, procedures, decisions and policies.</p> <p><b>3B4</b> Integrated, non-discriminatory border management policies, strategies and systems ensure the human rights, dignity and safety and security of all those on the move, including children and vulnerable migrants.</p>
<b>3C</b> Migration policy and legal frameworks are coordinated through a whole-of-government approach and are aligned with international standards	<p><b>3C2</b> The global evidence base on migration is strengthened and available to governments and other relevant stakeholders.</p> <p><b>3C3</b> Governments and relevant stakeholders responsibly collect, analyse, share and disseminate quality, timely, disaggregated and comparable migration-relevant data.</p> <p><b>3C4</b> Governments enact migration policies, coordination mechanisms and legal frameworks that support good migration governance in line with international standards.</p>

wide range of strategic areas, including immigration and border governance, labour mobility, migration health and resettlement and movement management. In particular, this project will be supported by IOM's Immigration and Border Governance (IBG) Division that partners with Member States to enhance migration policies, legal frameworks, technical and administrative structures, and human resources required to effectively address the challenges and opportunities of migration and cross-border mobility. Interventions falling under the IBG umbrella are designed in partnership with governments and other relevant stakeholders, advancing IOM's efforts to strengthening identity management architectures, including on visa and passport production, and broader digitalization efforts to promote regular migration pathways, encourage readmission cooperation, and ensure rights-based and coherent immigration measures.

Complementing the facilitation of inter-State return and readmission cooperation, and the provision of policy advice and technical solutions for return management, IOM has extensive knowledge, operational capacity and experience on assisted voluntary return and reintegration (AVRR), effectively connecting countries of origin, transit and destination, with associated comprehensive databases. Over the past 40 years, IOM has supported over 1.7 million people worldwide with AVRR. In 2022, IOM assisted 69,282 migrants in their safe, dignified and voluntary return, coupled with the provision of 170,714 reintegration services. IOM's AVRR [activities](#) are designed to safeguard migrants' rights by providing administrative, logistical and financial support, including reintegration assistance, to migrants unable to remain in the host/transit country, or who choose to return to their country of origin, but lack the financial means to return. Continuous attention is given to provide comprehensive and tailored assistance to migrants in situation of vulnerability or requiring specialized assistance and protection, particularly unaccompanied and separated children (UASC) and youth<sup>38</sup>. This work is supported by IOM's Protection Division (PXD) that provides institutional and technical support to promote and uphold migrants' rights and supports migrants and their communities to access and exercise those rights across entire return, readmission and reintegration continuum.

## **2. IOM's Existing Toolkits, Resources and Policies**

To support its Member States and other stakeholders in advancing migration governance at all levels, IOM has developed a range of manuals and relevant resources that provide guidance, tools and best practices on various aspects of migration policy and practice. The following list presents some of the key publications that IOM has produced over the years, covering topics such as migration policy and governance, return, readmission and reintegration, and identity management. These manuals and resources reflect IOM's comprehensive, rights-based, and sustainable development-oriented approach to well-managed migration and aim to enhance the capacity and knowledge of governments, practitioners, civil society and migrants themselves.

### **IOM's Institutional Policies and Strategies**

- The [IOM Strategic Plan 2024-2028 serves](#) at the overarching institutional strategy, outlining how IOM will achieve its vision and contribute to the achievement of the SDGs. As part of the Strategic Plan, IOM recognizes the importance of forging strategic partnerships with governments, UN agencies, civil society, the private sector and other

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<sup>38</sup> [Protection of Children in Migration | IOM Regional Office for the European Economic Area, the European Union and NATO](#)

stakeholders to address the multifaceted opportunities and challenges of migration. The Strategic Plan is complemented by [IOM's Strategic Results Framework \(SRF\)](#), which outlines the theory of change underpinning the Plan, and guides project development, implementation and systematic, standardized organization-wide reporting.

- The [IOM's Policy on the Full Spectrum of Return, Readmission and Reintegration](#) articulates and communicates to all stakeholders IOM's vision of a comprehensive, rights-based, sustainable development-oriented and coherent approach to well-managed return, readmission and sustainable reintegration, taking into account the health and well-being of individuals and communities.
- The [IOM's Institutional Strategy on Legal Identity](#) aims to tackle several challenges related to people on the move and access to documentation, presenting an approach that will allow for legal identity to be addressed more consistently as part of existing and upcoming IOM interventions. It serves as a road map to support Member States, while reinforcing IOM's goal to provide a global platform for the exchange and promotion of good practices to advance legal identity systems, with a focus on the nexus between migration, displacement, the protection of migrants, and universal access to legal identity.
- The [IOM's Migration Data Strategy 2020-2025](#) maps out a path for IOM to improve the evidence base for good migration governance in support of sustainable development, effective humanitarian action and peaceful societies, as well as the implementation, monitoring and reporting of relevant stakeholders on their actions in support of relevant international frameworks.

### **Frameworks, Manuals and Tools for Policy Development**

- IOM's flagship policy support tool is the [Migration Governance Indicators \(MGI\)](#). The MGI helps governments to take stock of their migration policies and strategies to identify good practices and areas with potential for further development. The MGI informs policy change and contributes to the development of migration policies that support good governance of migration by focusing on government ownership of the process. As such, the MGI is a key IOM tool for assisting governments to implement the GCM and the Sustainable Development Goals, as well as for tracking the implementation progress.
- The [Harnessing Data Innovation for Migration Policy](#) is a practitioners' handbook aimed at providing first-hand insights into why and how non-traditional data sources can contribute to better understanding migration-related phenomena. The Handbook aims to (a) bridge the practical and technical aspects of using data innovations in migration statistics, (a) demonstrate the added value of using new data sources and innovative methodologies to analyze key migration topics that may be hard to fully grasp using traditional data sources, and (c) identify good practices in addressing issues of data access and collaboration with multiple stakeholders (including the private sector), ethical standards, and security and data protection issues.
- The [Migration Governance Insights – Informing People-Centered Migration Policies](#), building on MGI Data from 100 countries and 69 local authorities, provides insights into how migration is governed worldwide, assess global trends in migration governances, propose recommendations and showcase examples of policy responses in different

contexts as well as emphasizing potential complementarities across different policy areas and the centrality of local governments for shaping people-centered migration policies.

### **Frameworks, Manuals and Tools on Return, Readmission and Reintegration**

- The [IOM's Framework for Assisted Voluntary Return and Reintegration](#) is meant to guide policymakers and practitioners in the design and implementation of assisted voluntary return and reintegration (AVRR)-related policies and programs. Based on IOM's long-standing experience on AVRR since 1979, the framework lays out a vision for dignified voluntary returns and sustainable reintegration, 7 principles to be adhered to, and 6 objectives to be pursued.
- The [IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse](#) is intended to support case managers, service providers, communities, humanitarian and development actors, States and other actors working to provide protection and assistance to migrants vulnerable to violence, exploitation and abuse.
- The [IOM's Reintegration Handbook](#) aims to provide practical guidance on the design, implementation and monitoring of reintegration assistance for returnees. While reintegration is a process taking place in different return contexts (for example following spontaneous, forced or assisted voluntary returns, or internal displacement), the Handbook focuses on assistance provided to migrants unable or unwilling to remain in the host country. The Handbook has been conceived as a hands-on tool, targeting the various stakeholders involved in the provision of reintegration-related support at different levels and at different stages: project developers, project managers and case managers but also policy makers and other reintegration practitioners.
- The [Toolkit on Unaccompanied and Separated Children](#) addresses the specific needs and challenges faced by UASC, providing guidance and resources for practitioners working with UASC including key international instruments and guidelines, understanding the legal framework in different contexts, and measures for prevention and preparedness.

### **Frameworks, Manuals and Tools on Identity Management, Document Examination, etc.**

- The [Introduction to Biometrics](#), developed under the auspices of the Preliminary Phase of the RELICA Global Programme, offers a fundamental operational guide for capturing, comparing, and assessing biometric data from populations as they move, emphasizing the utilization of technology for analyzing physical characteristics such as fingerprints, facial features, and iris scans. Additionally, it addresses ongoing concerns regarding vulnerabilities, threats, and the possible discriminatory use of biometrics, while advocating for ongoing scrutiny of emerging risks or injustices that may arise.
- The [Free Movement Zones: Guide for Issuance and Border Management](#) aims at providing comprehensive and technical guidance to national and international policy makers and practitioners when developing national ID schemes that can be used for international travels.

- The [Passport Examination Procedure Manual](#) has been developed in supporting governments to address the methodology of travel document/passport examination in a logical order, providing practical information on every step of the examination process.

### 3. Ongoing initiatives, past results and lessons learned

The project intends to integrate lessons learned from other programming in the area of migration management as well as return, readmission and reintegration, whilst placing a strong emphasis on national ownership, buy-in and enhanced partnership.

#### 3.1. Denmark's support to IOM and other implementing partners

Over the past years, Danish- and other donors-funded initiatives helped to ensure a diversified and comprehensive support on migration management. Taking stocks from existing and former initiatives, including bilateral Danish-funded projects in Iraq, Algeria, Morocco, Somalia and Lebanon, IOM seeks to continue addressing structural gaps in the governments' technical and operational capacity to achieve long-term institutional changes.

The project aims at maximizing the investments made in ongoing/recently concluded programming, fostering a seamless transition and continuity in migration management practices building on lessons learned and best practices. To this end, a comprehensive mapping of Denmark-funded initiatives in thematic/geographical areas of relevance has been conducted in order to draw synergies, complementarities and built on previous achievements obtained by IOM/ICMPD and other relevant stakeholders.

Thematic Area	Organization	Country	Project Period	Title	Objective
Immigration and Border Governance	IOM	Lebanon	2024-2026	Strengthening the capacity of national border management agencies to address irregular migration and uphold the rights of migrants in Lebanon	To support national efforts in strengthening national border governance capacity in Lebanon to better address migrant smuggling and irregular migration, while advancing the human rights and well-being of migrants.
Immigration and Border Governance	ICMPD	Lebanon	2022-2023	Improving migration data management capacities of national institutions in Lebanon II.	The overall objective of the project is to contribute to improved migration data handling capacities of MFA and SOC by preparing technical and operational expansions, while ensuring interim functionality in accordance with expected standards.
Immigration and Border Governance	ICMPD	Iraq and Pakistan	2022-2024	Rights-based Border Management in the Silk Routes Countries.	To implement sustainable, rights-based, border management practices in Iraq and Pakistan towards increasing border management and security and reducing irregular migration.
Immigration and Border Governance	IOM	Nigeria	2020-2023	IOM. Air Border Data Systems in Nigeria. 2020-2023.	Contribute to the Government of Nigeria enhancing border security and travel facilitation through centralized data architecture with the MIDAS platform and inter-agency cooperation.
Immigration and Border Governance	IOM	Somalia	2021-2023	IOM. Enhanced capacity of immigration's fraud detection units, passport enrolment centres, regional offices and border post in Somalia.	Contribute to improving the operational capacity of Somali immigration authorities for better immigration and border management.

Immigration and Border Governance	IOM	Global	2022-2024	IOM. Enhancing Readmission and Legal Identity Capacity (RELICA).	To enhance legal identity and readmission capacities in selected countries across the globe through ID management and assist them in improving their abilities to provide access to legal identity, thereby ensuring previously undocumented third-country nationals are better protected at home and on the move on the one hand, while facilitating the identification of irregular migrants in view of their readmission on the other.
Immigration and Border Governance	ICMPD	Nigeria	2021-2024	Modernizing immigration service workforce in Nigeria	The overall objective of the project is to support the Nigerian Immigration Service in its institutional reform effort to modernize its Human Resource Management System to increase internal efficiency, productivity, and fairness among its workforces.
Protection	IOM	Morocco	2024-2025	Strengthening child protection and assistance, particularly for unaccompanied and separated children (UASC) in selected regions in Morocco (Phase III)	The overall objective of the project (third phase) is to contribute to the strengthening of the child protection system and access to child protection services, particularly for unaccompanied and separated children (UASC), and children at risk of trafficking, exploitation and abuse in Morocco.
Protection	IOM	Algeria	2024-2025	With Youth Phase II - Enhanced Protection and Health Assistance for Migrants in Vulnerable Situations in Algeria	To contribute to the improvement of protection and well-being of vulnerable (UASC and youth) migrants in Algeria.
Protection	IOM	Northern Africa (Algeria, Egypt, Libya, Morocco and Tunisia)	2024-2025	Migrant Protection, Return and Reintegration in Northern Africa (MPRR-NA)	The overall objective is that vulnerable and stranded migrants from North Africa safely and voluntarily return to and from North Africa, and that returnees sustainably reintegrate into their countries of origin. Furthermore, the programme aims to facilitate and promote that partner countries and relevant stakeholders in North Africa increasingly exercise responsibility for and manage migrant return, readmission, and sustainable reintegration.
Stabilization	IOM	Somalia	2023-2025	Enhancing peace and community by supporting rehabilitation and reintegration of men and women formerly associated with armed groups	To promote peace and stability and contribute to stabilization and counter violent extremism in Somalia.
Stabilization	IOM	Somalia	2023-2026	Forging a Greener Peace in the Hirshabelle State of Somalia (Peace and Stabilisation Programme - Horn of Africa Phase IV)	Address the root causes of instability in Somalia and help mitigate the consequences and their destabilising impact on each other through transformation of attitudes, relationships, and infrastructures (structures, institutions, policies) that perpetuate the vicious cycle of environmental degradation, climate change and conflict.
Reintegration	ICMPD	Iraq	2023-2025	Capacity Partnerships and Access to Information for Sustainable Reintegration of Returnees in Iraq (CAIR II).	The overall objective of the project is to contribute to, through whole-of-government/whole-of-society and capacity partnerships approaches, to a sustainable reintegration of Iraqi returnees, individuals as well as families, in their communities of return in Iraq.
Durable solutions	DANIDA (multi-donor response, RDPP implements through partnerships)	Lebanon and Jordan	2023-2026	Regional Development and Protection Programme (RDPP) phase III	The overall objective of RDPP III is to support vulnerable refugees and local communities in Lebanon and Jordan to access rights and enjoy increased safety and enhanced self-reliance towards durable and sustainable solutions.
Emergency	IOM	Somalia	2024-2029	Adkeys-Resilient Cities: Enhancing Urban Resilience and Livelihoods in Somalia, 2024-2029 IOM Somalia	To enhance the resilience and sustainable livelihoods of internally displaced persons (IDPs) and vulnerable populations in urban and peri-urban areas, with a primary focus on transitioning these populations from dependency on emergency assistance to becoming economically self-reliant and productive economic agents in their own country in support of the Federal Government of Somalia.

Climate	IOM	North, East and West Africa	2024-2026	Capacity strengthening on migration management, migration, environment and climate change and migration data in East, West and North Africa	To address the combined challenges related to migration management, human mobility in the context of disasters, climate change and environmental degradation, as well as the knowledge and migration data gaps in North, East, and West Africa, this programme will as its main objective reduce the risk of displacement occurring, the risk of people remaining displaced, and the risk stemming from displacement in the context of disasters, climate change and environmental degradation in countries of origin, transit and destination along key migration corridors in North, East, and West Africa, through evidence based, sustainable capacity development.
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Table 1: Selection of Danish-funded migration-related engagements, primarily based on publicly available information from: [OpenAid \(um.dk\)](https://openaid.um.dk).

### 3.2. IOM’s Enhancing Readmission and Legal Identity Capacity (RELICA), Preliminary Phase

The Preliminary Phase of the Denmark-funded IOM Global Programme: *Enhancing Readmission and Legal Identity Capacities* (RELICA) was designed to enhance the identity capacities and address readmission and migration challenges of selected target countries (Target Countries: Iraq, Rwanda and Cabo Verde; Secondary Target Countries: Somalia, El Salvador, Viet Nam) by addressing structural gaps and technical capacities.

The Preliminary Phase has served as a cornerstone, providing pivotal and influential guidance that has played a crucial role in the development of this new project. In particular, the external evaluation of the Preliminary Phase has been essential to the formulation of the activities, shaping its direction, outcomes and structure. It has provided critical insights and recommendations that have served as a valuable guide, ensuring that the project is built on a solid foundation of proven practices and lessons learned. Amongst others, the following elements in the project build on the RELICA Preliminary Phase’s results:

- **National Capacities for Addressing Readmission Challenges.** The project’s Theory of Change builds and amplifies the RELICA Preliminary Phase’s design to support identity management capacity at technical, policy and operational levels, not only to empower national stakeholders to better govern their migration challenges in the short term, but also to navigate them in the foreseeable future<sup>39</sup>. This approach yielded tangible results within a relatively short timeframe due to the positive buy-in from selected beneficiary institutions, underscoring the development of robust tools and fostering of productive dialogue with government counterparts in implementing countries. Accordingly, the project seeks to continue maintaining a technical-focused capacity development approach aimed at facilitating and fostering dialogue and cooperation between relevant stakeholders, even on highly politicized discourses such as the readmission one.
- **Whole-of-Government and Whole-of-Society.** The RELICA Preliminary Phase’s commitment to a whole-of-society and whole-of-government approach contributed to its

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<sup>39</sup> External Evaluation of the Global Programme RELICA, Key Finding 8, page 29.

effectiveness in influencing policy and procedural changes<sup>40</sup>. With this regard, the project seeks to continue fostering collaboration among different government departments as well as amongst several actors (governments, migrants themselves, diaspora communities, civil society organizations, the private sector, and host communities) to ensure a unified response to migration challenges and influence on policy and procedural levels in beneficiary countries.

- **Evidence-Based Approach.** A key success that was noted under the RELICA Preliminary Phase was the thorough assessments and evidence-based designs tailored to each country's unique context.<sup>41</sup> This approach ensured a crucial element of flexibility, guaranteeing alignment with Government stakeholders' priorities, donors' goals, and maximized the Programme relevance and effectiveness. The project seeks to replicate and expand this practice, strengthening the degree of involvement of Government stakeholders, allowing needs assessment (new or conducted under RELICA, if deemed relevant) to guide the Project design and implementation.
- **Promoting dialogue and knowledge-sharing opportunities.** During the Preliminary Phase of RELICA, the Programme facilitated various regional and cross-regional platforms and learning opportunities through training, study visits and conferences. Building on this foundation, the Project will continue to promote regional and cross-regional dialogue, platforms and learning opportunities by organizing exchanges of experiences and insights among beneficiary institutions, and by promoting the sharing of best practices and lessons learned. This approach enables countries to adapt successful strategies from one context to another and strengthens dialogue, cooperation and coordination for addressing shared challenges, particularly in the areas of return and readmission management<sup>42</sup>.

### 3.3. The EU-IOM Joint Initiative for Migration Protection and Reintegration

Along the same line, the project seeks to take on board lessons learned in the realm on migration protection and sustainable reintegration from the EU-IOM Joint Initiative for Migration Protection and Reintegration (JI/MPRR), implemented by IOM and funded by the EU Trust Fund (EUTF). Recognizing the broad geographical focus of the JI, the project seeks to incorporate recommendations and lessons learned from one of the most recently conducted evaluation, namely the JI in North Africa<sup>43</sup>:

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<sup>40</sup> External Evaluation of the Global Programme RELICA, Key Finding 32, page 58.

<sup>41</sup> External Evaluation of the Global Programme RELICA, Key Finding 49, page 68.

<sup>42</sup> External Evaluation of the Global Programme RELICA, Recommendations, page 73.

<sup>43</sup> Embedded in the broader IOM AVRRC Programme, the JI-NA assisted voluntary return of migrants in Algeria, Egypt, Morocco and Tunisia to their countries of origin and, exceptionally the voluntary return of national of North African countries staying in other African countries. Under the IOM VHR program, IOM assisted in the return of stranded migrants from Libya. The JI-NA

- **Capacity development needs of Governments and other stakeholders.** Tackling stocks from the recommendations outlined in the final evaluation of the JI-NA<sup>44</sup>, the project activities are oriented to the reinforcement of local capacities to foster ownership at the operational and political level, including through strengthened opportunities for policy dialogue<sup>45</sup>.
- **Integration of cross-cutting approaches.** Given the peculiar relevance of integrating cross-cutting approaches related to human rights promotion, gender equality and children’s rights on mobility programming and governance, the project will give particular importance to actions and approach to promote migrants’ empowerment and/or establish mechanisms for the accountability of target population<sup>46</sup>. Similarly, specific measures and comprehensive strategies to counter gender stereotypes and promote gender equality will be developed under the auspices of this project.
- **Continued and holistic support to migrants’ return processes.** Leveraging the unique added value of IOM, being the sole organization capacitated to offer a whole-of-route support throughout the migration continuum<sup>47</sup>, the project seeks to continuing supporting migrants throughout their return process, regardless of the receiving countries involved, fostering guidance on reintegration when the migrants are on a return position.
- **M&E capacity and systems to identify good practices and lessons, facilitating learning for continuous programme adaptation and improvement.** A key determinant of success identified in the JI-NA was a comprehensive and effective M&E system that enabled the measurement of the achievement of results and their contribution to the overall objectives. Building on this, the project aims at developing a comprehensive M&E system, grounded on quantitative and qualitative approached, supported by regular monitoring meetings, cross-regional exchanges, and the sharing of experiences and

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also covered reintegration activities for North African nationals returning to their country of origin, and reintegration for migrants returning to their country of origin to countries where IOM do not develop other trust fund programmes to support reintegration or other EU-funded programmes that could support the reintegration of the person (non-EUTF countries).

<sup>44</sup> Final Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration – North Africa, Final Report, June 2023.

<sup>45</sup> Final Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration – North Africa, Final Report, June 2023, page 22: “Regarding the level of ownership, during fieldwork it became evident that institutional actors at the operational level exhibited a strong sense of ownership towards the programme, notably in the return procedures. However, ownership at the political level, particularly concerning protection and reintegration actions, was limited. Despite the strategic importance of AVR and VHR programmes regarding migration management in North Africa, policy dialogue, including within the JI-NA, could have been stronger”.

<sup>46</sup> Final Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration – North Africa, Final Report, June 2023, page 23

<sup>47</sup> Final Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration – North Africa, Final Report, June 2023, page 41.

qualitative assessment among IOM Teams, by allocating specific resources and expertise to ensure compliance<sup>48</sup>.

With reference to the M&E component, attention is given to incorporating lessons learned from the [EU-IOM Knowledge Management Hub](#), a complementary and synergized initiative to the JI. Given the global framework of the project, IOM seeks to harmonize and strengthen models of interventions, capacities and evidence-based approaches on return and readmission, complementing reintegration-relevant data, information and knowledge accumulated within the framework of the EU-IOM Knowledge Management Hub. To this end, the project seeks to capitalize on the opportunities for cross-regional coordination, encouraging cooperation between IOM offices and mutual learning, development of common approaches and methodologies for the implementation of return, readmission and reintegration programming, and the improvement of coordination between regions in both origin and destination countries.

### 3.4. Synergies and complementarities with ongoing IOM Initiatives

To ensure effectiveness, efficiency and long-lasting impact of the Project activities, synergies and complementarities with ongoing IOM initiatives will be ensured. Given the thematic and geographical relevance of the project, coordination and cooperation with the following ongoing Programs will be ensured:

The **Cooperation on Migration and Partnerships to Achieve Sustainable Solutions (COMPASS)** is designed to protect people on the move, combat human trafficking and smuggling and support dignified return and sustainable reintegration. Funded by the Ministry of Foreign Affairs of The Netherlands, COMPASS, currently at its second phase of implementation, is active in 14 countries worldwide. In the context of Iraq, Lebanon, Algeria, Morocco and Nigeria, attention will be given to synergized and complementary ongoing activities, including in the realm of identity management.

The **European Readmission Capacity Building Facility (EURCAP)**, launched in April 2016, aims at contributing to an effective and efficient cooperation in migration governance between the EU and its partner countries through capacity building initiatives. The EURCAP Facility is funded by the European Commission's Directorate-General for Migration and Home Affairs. The positive cooperation and concrete results achieved on return and readmission with partner countries, in particular Afghanistan, Bangladesh and Pakistan, has been underlined within the framework of the European Agenda for Migration.

The **Western Balkans Readmission Capacity Building Facility (WBCAP)**, envisaged as a four-year framework intervention funded by Denmark, aims at comprehensively addressing the deficiencies of national migration management systems related to readmission and provide sustainable and protection-sensitive solutions to the challenges identified by the WB administrations and the EU. The WBCAP Facility provides sufficient flexibility to tailor country specific approaches to arising trends, priorities and needs with a geographical coverage

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<sup>48</sup> Final Evaluation of the EU-IOM Joint Initiative for Migrant Protection and Reintegration – North Africa, Final Report, June 2023, page 55.

encompassing Albania, Bosna and Herzegovina, Montenegro, North Macedonia, Serbia and Kosovo<sup>49</sup>.

### **3.5. Synergies and complementarities with the Regional Migration Programme for the Mediterranean (RMPG)**

The suggested interventions in this Project are tailored to complement other activities developed within the scope of the Danish migration programs funded under the Fund for Migration and Regions of Origin (*Nærområde- og Migrationsfonden, §06.32.10.*)<sup>50</sup>. Notably, IOM will ensure synergies and complementarity with the upcoming Danish Regional Migration Governance Programme (RMGP), where IOM, as one of the implementing partners, aims at promoting effective migration management through a data-driven, whole-of government and whole-of society approach in Tunisia, Egypt and neighboring countries.

The initiatives are expected to be running for the same timeframe allowing for the systematic targeting of different yet intertwined migration management challenges for mutually reinforcing results at the objective level. IOM is well-positioned to support coordination amongst the various stakeholders, fostering opportunities for regional and cross-regional border cooperation and knowledge-sharing. Additionally, IOM seeks to enhance the harmonization of collected and analyzed data and information, characterizing both interventions, to comprehensively deliver resources that are thematically and geographically relevant.

## **4. Summary of IOM comparative advantages**

The present document has presented IOM's mandate, capacities and presence as well as extensively drawn on examples of ongoing initiatives to demonstrate that the organization is best positioned to lead the implementation of CAPACITY's Pillar 1. Overall, key comparative advantages can be summarized as follows:

**Evidence-based approach, ownership and sustainability.** Embracing a comprehensive, tailored and evidence-based approach, IOM has the capacity to leverage short-term results to build towards long-term development objectives enhancing national capacities and partnerships for migration management and returns. IOM's development initiatives are targeted at ensuring sustainability, ownership and effectiveness to enhance countries' ability to effectively manage migration. In particular, IOM seeks to ensure synergies and complementarities with existing and future Danish and other donor funded migration engagements contributing to overall response efforts and ensuring economies of scale.

**Strategic partnerships and honest-broker position.** IOM has long-standing positive rapport with Government stakeholders and is well-positioned to continue leading technical dialogues and provide Governments with needed technical support, including on highly politicized matters such as the readmission one. IOM pursues a comprehensive approach aimed at building trust and buy-

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<sup>49</sup> This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

<sup>50</sup> [DK MFA Press Release: Preventing Irregular Migration](#)

in from various stakeholders, contributing to the establishment of equal partnerships for greater cooperation on key migration challenges, including on return and readmission<sup>51</sup>.

**Data and evidence.** IOM promotes and substantiates the development of evidence-based policy by generating, analyzing, and disseminating data related to migration. Through its Global Data Institute, IOM pursues this objective by increasing the availability of and access to migration data, improving data quality, helping to address data gaps, supporting follow-up of relevant global processes, championing data protection and data innovation, and acting as a convener for data actors. These efforts are undertaken, where relevant, in the context of the UN Network on Migration and in line with wider data-related efforts of the United Nations and other inter-agency efforts.

**Flexibility.** IOM has a strong reputation for flexibility, efficiency, and strong logistical and operational capacity, enabling it to deliver valued services to its Member States. The Multilateral Organisation Performance Assessment Network (MOPAN)'s assessment from 2023<sup>52</sup> described IOM as “an agile, responsive, entrepreneurial organization”. While acknowledging the organizational challenges that follow this flexible and projectized structure of IOM, it will allow the project to adapt and respond to the development of comprehensive and evidence-based migration policies that are in line with international human rights standards. IOM's flagship policy support tool is the [Migration Governance Indicators \(MGI\)](#).evolving contexts of the implementation and ensure the continued relevance to its objectives, Denmark's priorities and country-specific needs.

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<sup>51</sup>IOM collaborates and coordinate with other actors and through its operations, whenever relevant, as well as with mechanisms or existing platforms such as the Inter-Agency Standing Committee, the UN Sustainable Development Group, the UN Development System, the UN Joint Steering Committee to Advance Humanitarian and Development Collaboration, and the OECD/DAC-UN Nexus group. On a more technical level, IOM is a member of three [International Civil Aviation Organization \(ICAO\)](#) working groups: the Implementation Capacity-building Working Group, the New Technologies Working Group, and the Technical Advisory Group. At the country-level, IOM collaborates with the UN Country Teams, the cluster system and in working with joint humanitarian appeals, as well as on Common Country Analysis and UN Sustainable Development Cooperation Frameworks.

<sup>52</sup> [MOPAN | Multilateral Organisation Performance Assessment Network \(mopanonline.org\)](#)

## 5. Summary of key partner features

Name of Partner	Core business	Importance	Influence	Contribution	Capacity	Exit strategy
International Organization for Migration (IOM)	IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.	The Project will contribute substantially to IOM's objective of fostering safe, humane and orderly migration by enhancing migration management capacities, including on identity management and return, readmission and reintegration, of government stakeholders, promote dialogue, coordination and partnership between countries of origin, transit and destination. Furthermore, the evidence-based approach of the Project along with	The outputs to be delivered by IOM through the Project have been specified in the agreement with the Ministry of Foreign Affairs of Denmark.  The presence of a Global Management and Technical Team in Denmark plays an important role in streamlining management, coordination and reporting to the donor on progress and results, allowing for partnership and alignment with donor's goals.  IOM team in Copenhagen allows for	Through the Project, IOM contributes to strengthening robust identity management to enhance countries' ability to manage migration issues, including the facilitation of safe, dignified and the rights-based return, readmission and sustainable reintegration of migrants into their countries of origin, or third countries.	<b>Strength:</b> IOM's extensive experience, strong presence in countries of origin, well-established working relationships with government stakeholders and alignment with the global mandate in supporting migration management.  <b>Weaknesses:</b> The ability of implementing the project's outputs depend on the willingness of the government stakeholders in the targeted countries to actively engage	The exit strategy will ensure that the positive impacts of the interventions implemented are sustained beyond the Project's conclusion  The exit strategy seeks to gradually reduce dependence on external funding, ensuring that each component of the project can function independently and effectively

		<p>the knowledge mobilization opportunities may contribute to inform IOM policy/strategy, including new programming development in the realm of return, readmission and reintegration and more broadly, on migration management and governance.</p>	<p>exploratory and flexible interventions tailored on continuous discussions with the steering committee i.e regional/cross-regional meetings, seed interventions in countries of interest and soft engagement aimed at keeping momentum and discussions open.</p>		<p>and collaborate with IOM.</p> <p><b>Opportunities:</b> The Project management team's location in Copenhagen allows for a deeper and more engaged partnership with Danish government representatives. This proximity facilitates knowledge sharing and expertise mobilization that facilitates dialogue among Nordic countries, the EU and the broader international community positioning Denmark as a leading European Member State in return, readmission and reintegration processes.</p>	
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## ANNEX 3: THEORY OF CHANGE, SCENARIOS AND RESULTS FRAMEWORK

### 1. Theory of Change

*If* relevant authorities' capacities on identity management, migration policy development skills, and access to immigration infrastructures, equipment and systems are enhanced

*Assuming* endurance of an enabling environment and steady support from relevant government counterparts to integrate provided practices and equipment into day-to-day activities

*If* informed and evidence-based coordination and partnerships on migration opportunities and challenges, including on return and readmission, at regional, cross-regional and international level are consolidated

*Assuming* continued and sustained commitment of relevant governments counterparts to develop, implement and enforce migration management dialogues and initiative to advance good migration governance and management at all levels

*If* national institutions' structures and systems, and relevant authorities' capacities are strengthened in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration

*Assuming* sustained willingness and continued prioritization of relevant government counterparts to comprehensively address return, readmission and reintegration; and conducive socio-political stable environment allowing for safe return and reintegration of migrants

*Then* countries of origin, transit and destination have enhanced institutional, legal and operational capacities and structures to manage migration within and across their own borders, in line with international standards

*Eventually leading to* sustainable, effective and rights-based good migration management and governance, including on return, readmission and reintegration.

## 2. Results Framework for the IOM Project<sup>53</sup>

Project	Pillar I of “CAPACITY – The Danish Migration Management Programme 2024-2029”
Project Objective	To contribute to strengthened capacity and cooperation on migration management as well as return, readmission and reintegration, in line with international human rights standards.
Impact Indicator	<p>3b4a # of government-led initiatives implemented through policies, strategies, or systems for enhanced immigration and border management to facilitate cross-border mobility and streamline immigration processes</p> <p>3a4b # of government-led initiatives that are in place that promote the voluntary, safe and dignified return of migrants.</p> <p>3c4a # of new or revised migration-relevant and specific policies or laws developed with support from IOM</p>

Project Title	<b>National Capacities for Migration Management<sup>54</sup></b>
Outcome 1	Countries of origin and transit have enhanced capacity to effectively and efficiently manage migration within their own borders.
Outcome indicator	3a3a # of initiatives providing identity (and migration) related capacity development assistance to Governments.

<sup>53</sup> The list of indicators is indicative and will be finalized upon completion/finalization of the project activities.

<sup>54</sup> *Ref.* DMRP **Outcome 1.1:** Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.; DMPR **Outcome 1.2** Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders.

		2b2a # of security and law enforcement initiatives that actively engage with affected communities, with special attention to marginalized and vulnerable groups.	
		3b3b # of government institutions, development or humanitarian actors involved in initiatives related to the collection, dissemination and use of mobility forecast data to inform decision-making on border management	
Baseline	2024	<i>Tbd</i> <sup>55</sup>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 1.1	<i>Identity Management for Migration Management</i>		
	Relevant authorities are equipped with tools, knowledge and skills to provide identity and travel documentation to migrants and the population at large, in alignment with international standards and best practices.		
Output indicator	3a31a # of government institutions with enhanced capacity to verify the integrity of documents submitted for immigration and visa purposes.		
	3a32a # of government officials who have increased capacity related to digitalization, issuance of documentation or registration of vital events (disaggregated by level of government)		
	3a34a # of initiatives facilitating access to consular assistance		
	3b32b # of immigration and border officials trained on identity management and the responsible use of biometrics		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>

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<sup>55</sup> Detailed numeric and narrative cumulative baselines and targets will be provided upon consolidation of the country-specific activities, following ad-hoc baseline exercises during the inception phase. Cumulative progress reporting is applicable, detailed country-specific baseline/targets will be provided as part of the narrative reporting, to the extent deemed relevant.

Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 1.2	<i>Infrastructure, Equipment and Systems for Migration Management</i>		
	Relevant authorities in countries of origin and transit have strengthened capacity and enhanced access to robust infrastructure, equipment and integrated digitalized systems for migration management.		
Output indicator	<p>3b42a # of authorities provided with new or upgraded infrastructure or equipment for border management in air, on land or at sea</p> <p>3b32a # of immigration and border officials trained on document authenticity and/or document fraud detection</p> <p>3b43a # of immigration and border management officials, frontline or transit facility staff trained on the protection of vulnerable migrants.</p> <p>3b31b # and % of borders within country equipped with MIDAS</p>		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 1.3	<i>Policies and Strategies Capacities for Migration Management</i>		
	Relevant government stakeholders have relevant knowledge and skills to develop migration policies and frameworks in line with international standards.		

Output indicator		3b41a # of immigration and border officials trained on developing inclusive immigration or border management policies	
		3b41b # of immigration and border officials who have capacities to deliver inclusive immigration or border management policies.	
		3c43b # of government officials and other stakeholders trained on the development of migration policies or legal frameworks contributing to good migration governance	
		2b22b # of law enforcement officials who have capacities for community engagement	
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Project Title	<b>Dialogue, Partnership and Cooperation</b> <sup>56</sup>
Outcome 2	Strengthened partnerships and cross-border collaboration and coordination on migration management between countries of origin, transit and destination are enabled.
Outcome indicator	3c2b # of global initiatives that enable access to migration data, research or analysis for governments and other relevant stakeholders
	3c4d # of migration governance materials developed by regional or international policy coordination mechanisms

<sup>56</sup> Ref. DMRP **Outcome 1.3** Enhanced South-to-South Dialogue and Cooperation on issues related to migration management; DMRP **Outcome 2.3** Enhanced South-to-South Dialogue and Cooperation on issues related to return, readmission and sustainable reintegration

		3b3a # of governments, development and humanitarian actors who collect and use disaggregated data to inform mobility management systems, procedures, decisions or policies	
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 2.1	<i>Collaborative Platforms for Migration Management</i>		
	Policy dialogues, cooperation and coordination on migration management, including on return, readmission and reintegration, are supported through bilateral, regional and international platforms and initiatives.		
Output indicator	3c41a # of government officials or key stakeholders who have capacity to engage in evidence-informed dialogue or learning exchange on policies and processes for good migration governance.		
	3c22c # of processes and initiatives supported to facilitate regional cooperation on migration data for evidenced-base policy development.		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 2.2	<i>Knowledge, Research and Data for Migration Management</i>		
	Access to migration information, research and reliable data analysis for informed dialogues on good migration governance at global, regional and national levels is improved.		

Output indicator		3c22a # of whole-of-government coordination mechanisms developed and maintained with IOM support to improve migration data collection, management, sharing, harmonization and use.	
		3c21c # of new outputs related to migration data, research and analysis or migration data capacity development, contributing to the knowledge and evidence base in the field of migration.	
		3c41b # and % of government officials or other stakeholders who report having access to migration research or reliable data analysis to inform good migration governance.	
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Project Title	<b>Rights-based Return, Readmission and Sustainable Reintegration<sup>57</sup></b>
Outcome 3	Rights-based return, readmission and sustainable reintegration processes are facilitated through strengthened institutional, legal and operational frameworks and capacities, as well as timely and tailored protection and assistance to migrants.

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<sup>57</sup> *Ref.* DMRP **Outcome 2.1** Relevant authorities have improved readmission and reintegration capacities, including through the provision of activities and services for reintegration assistance.; DMRP **Outcome 2.2** Returnees have enhanced access to the provision of support and activities to contribute to sustainable reintegration in countries of origin

Outcome indicator	2c1c # and % of people satisfied with the movement assistance received (disaggregated by type of assistance): returns, relocations, local integrations, resettlement, complementary pathways).		
	3a4a # and % of migrants who report they understood they could desist at any time, did not feel coerced, and felt they had sufficient time and information during the voluntary return process		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 3.1	<i>Structures &amp; Capacities for Right-based Return Management</i>		
	Government officials have enhanced knowledge, skills and resources to facilitate safe and dignified return and readmission and sustainable reintegration processes.		
Output indicator	3a44a # of government institutions supported by IOM to enhance capacities for rights-based return, readmission, or sustainable reintegration of migrants.		
	3a44b # of government officials who received capacity building support from IOM to enhance their knowledge and capacities for safe and dignified return, readmission, or sustainable reintegration.		
	3d42a # of specialized protection services delivered to individuals in situations of vulnerability		
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

Output 3.2		<i>AVRR and Direct Assistance</i>	
		Migrants, including those in situations of vulnerability, are provided with assistance at the various stages of their migration journey, including at pre-return, return and reintegration stages.	
Output indicator		2b63a # of persons supported with reintegration assistance (disaggregate by type of assistance: rental assistance, fuel or energy)	
		2b63c # of individuals supported with sustainable settlement solutions to (re)integrate returning migrants into the communities they choose (disaggregated by type of solution)	
		3a52a # of migrants reached with appropriate and gender-sensitive pre-departure, post-arrival or return assistance and counselling	
		3b21a # of government institutions and health providers supported with tools and resources to deliver health care services to migrants	
Baseline	2024	<i>Tbd</i>	<i>Tbd</i>
Target	2025	<i>Tbd</i>	<i>Tbd</i>
Target	2026	<i>Tbd</i>	<i>Tbd</i>
Target	2027	<i>Tbd</i>	<i>Tbd</i>
Target	2028	<i>Tbd</i>	<i>Tbd</i>
Target	2029	<i>Tbd</i>	<i>Tbd</i>

**ANNEX 4: INDICATIVE ACTIVITIES IN TARGET COUNTRIES<sup>58 59</sup>**

**Project Objective**

To contribute to strengthened capacity and cooperation on migration management as well as return, readmission and sustainable reintegration, in line with international human rights standards

**Outcome 1 National Capacities for Migration Management**

Countries of origin and transit have enhanced capacity to effectively and efficiently manage migration within their own borders.

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
<b>Iraq</b>	<p><i>Unified ID</i></p> <p>1.1.1. Support the Government of Iraq (GoI) to enhance interoperability between birth certificate system and Unified ID System for the purpose of identity verification through the establishment of robust digitized procedures and optimized communication amongst relevant government agencies, fostering standardization</p>	<p><i>Document Examination and Fraud Detection</i></p> <p>1.2.1 Conduct an assessment of capacities and needs on document examination and fraud detection, followed by development of a training plan (and its validation).</p> <p>1.2.2 Support the development of institutional specialized expertise on document examination through the launch of a comprehensive, multi-level, long-term training program (Basic Document Examination;</p>	<p><i>Policy Development Capacities</i></p> <p>1.3.1 Conduct a training for government officials from both KRI and GoI on migration management, including topic such regular and irregular migration management, identity management, data collection and analysis, as well as data protection, to support the development of policies for better migration governance.</p>

<sup>58</sup> The activities are only indicative, further details and completed list of initiatives will be provided upon completion of dialogue with relevant governments counterparts and coordination with IOM Country Offices.

<sup>59</sup> There are no activities within the project that intercept or return migrants with the main objective to restrict migration to Denmark.

<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
<p>in processes to support centralized systems effectively.</p> <p>1.1.2. Support the GoI's efforts in progressively establishing digitalized, high-quality identification documentation in alignment with international standards, through the development of e.g., SOPs and a comprehensive strategy and action plan (including the engagement with ICAO).</p> <p>1.1.3. Support to the enhancement of the government's operation and physical capacities to provide training on civil registration and on the Unified ID, including through the establishment of training center in KRI.</p> <p><i>Mobile Registration &amp; Verification</i></p> <p>1.1.4 Support to strengthening the capabilities and infrastructures on mobile registration and verification to enhance the registration processes in remote areas and camps, in collaboration with MOI.</p>	<p>Advanced Document Examination, Document Examination handbooks/guidance documents).</p>	

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
	<p><i>Consular Support</i></p> <p>1.1.5 Support the development of technical solutions for consular services to verify and/or issue civil registration, ID citizenship certificates (which could support issuance of travel documents and/or contribute to improved return processes).</p>		
<b>Lebanon</b>	<p><i>Identity Management Assessment</i></p> <p><b>1.1.1</b> In close cooperation with relevant Government counterparts, conduct a comprehensive legal and technical assessment of the complex and fragmented identity infrastructure in Lebanon.</p> <p><i>Identity Documents' Standards, Production</i></p> <p><b>1.1.2</b> In alignment with identified needs (technical assessment) support the provision of technical infrastructures and equipment for the efficient issuance of reliable documents in alignment with international standards at central and regional levels.</p>	<p><i>Technical &amp; Operational Support</i></p> <p><b>1.2.1</b> Provision of infrastructure and equipment at key Syrian border crossing point (Masnaa, Arida, Aboudiyeh) to improve the operational capacity of relevant authorities to administer movements at points of entry and safeguard the rights of individuals, particularly migrants.</p> <p><b>1.2.2</b> Provision of technical assistance aimed at fostering cooperation and data sharing between border management agencies (building on the ongoing bilateral Danish-funded project).</p> <p><b>1.2.3</b> Technical and operational support to government authorities to identify and/or strengthen</p>	

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
	<p><b>1.1.3</b> Provide technical assistance and capacity development training to Lebanese authorities to strengthen their capacity to issue identity documents in accordance with international standards, in a timely and seamless manner (e.g., passport and identity cards, residency permits).</p> <p><b>1.1.4</b> Initiate a pilot programme to modernize and streamline biometrics in the national ID management system</p>	<p>pathways for regular and long-term stay and regularization of irregular migrants within their own borders, including through the provision of adequate identity documents.</p> <p><b>1.2.4</b> Based on the existing e-visa software developed by IOM, implement a testing phase for an e-visa and pre-travel authorization electronic system to streamline entry-exit procedures and centralize migration data.</p>	
<b>Somalia</b>	<p><i>Civil Registration</i></p> <p><b>1.1.1</b> Support the establishment and operationalization of NIRA's Mobile Team for Mass Registration to promote and increase mobile registration of different migrant groups including returnees.</p> <p><b>1.1.2</b> Support the improvement of legal expertise and development of legal instruments at the Ministry of Interior, Federal Affairs and Reconciliation (MoIFAR) for NIRA and CRVS, Ministry of Internal Security (MoIS) for ICA, including legal experts for NIRA, CRVS and ICA for 12 months.</p>	<p><i>Document Examination</i></p> <p><b>1.2.1</b> Conduct document examination and fraud detection capacity development training for ICA and NIRA, CRVS officers using the PEPM III as a training document, to strengthen migration management capacities.</p> <p><b>1.2.2</b> Conduct document examination and fraud detection capacity development training for Somaliland immigration (SIBC) and National ID and civil registration agencies.</p> <p><b>1.2.3</b> Support to the improvement of operational and physical capacities of relevant government officials on</p>	<p><i>Capacities for Policy Development</i></p> <p><b>1.3.1</b> Support the review and drafting of technical strategies, policies and SOPs, relevant to migration management processes as foundational frameworks to their operationalization (i.e. rights-based, gender-sensitive, privacy and data protection, etc.), in line with international law.</p> <p><b>1.3.2</b> Conduct an interagency capacity development training on transnational organized crimes (TOC) for ICA, border police, border health and other stakeholders.</p>

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
	<p><b>1.1.3</b> Support CRVS with the necessary administrative and operational capacities in setting up a digital CRVS system through the support of 8 focal points stationed at various CRVS FMS branches, with a mentor overseeing to ensure efficient and effective service delivery.</p> <p><b>1.1.4</b> Hire a mentor to ensure efficient and effective service provision of the 8x focal points based at CRVS FMS branches.</p> <p><i>Awareness Raising on Civil Registration</i></p> <p><b>1.1.5</b> Design and release a sensitization/awareness raising campaign using animated advertisements to promote the importance of birth registration and other relevant vital events.</p> <p><b>1.1.6</b> Support the development and implementation of an awareness raising campaign on identity for NIRA.</p>	<p>document examination and fraud detection through the purchase and translation of the IOM PEPM III.</p> <p><b>1.2.4</b> Support to the improvement of operational and physical capacities of relevant government officials on document examination and fraud detection through procurement of Fraud Detection equipment for identified SIBC PoEs (in addition to the purchase of the IOM PEPM III – <i>see above</i>)</p> <p><i>Passport Enrollment Centre and Regional Offices</i></p> <p><b>1.2.5</b> Provision of infrastructure and equipment for the establishment of a passport enrolment centre to improve the Government’s capacity to provide identity documentation (e.g., databases, biometric readers, signature pads, etc.).</p> <p><b>1.2.6</b> Conduct a training session on travel documents issuance processes.</p>	<p><b>1.3.3</b> Conduct one TOT and 1 roll-out training courses on data management and data protection policies in reference to national and international regulations for relevant stakeholders. (NIRA, CRVS, ICA, NCRI, DPA).</p>
<b>Nigeria</b>	<p><i>Identity Management</i></p> <p><b>1.1.1</b> Support the Federal Government of Nigeria [FGoN] to conduct a comprehensive technical</p>	<p><i>Document Examination</i></p> <p><b>1.2.1</b> Conduct technical assessment for expansion of Migration Information and Data Analysis</p>	<p><i>Capacities for Policy Development</i></p> <p><b>1.3.1</b> Support NIS to draft an SOPs on Counter Migrants Smuggling</p>

<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
<p>assessment of the current Foreigner’s registration system in the country.</p> <p><b>1.1.2</b> Provide FGoN with technical and capacity building support to establish, equip and upgrade Foreigner registration centres in the country (also ensuring the system inter-operability with MIDAS).</p> <p><b>1.1.3</b> Technical consultation on legal identity and assistance to FGoN in registration and issuance of identity documents and conduct awareness raising in communities for civil registration targeting returnees and migrants.</p> <p><i>Consular Support</i></p> <p><b>1.1.4</b> Conduct a capacity needs assessment of consular services deployed at targeted foreign missions [Niger, Libya] to identify the training gaps and needed equipment required to improve operational efficiency in</p>	<p>System (MIDAS)<sup>60</sup> to 3 new Points of Entry (PoE).</p> <p><b>1.2.2</b> Support with provision of MIDAS equipment, solar systems, associated accessories and border facilities improvements for MIDAS installation ensuring connectivity with the headquarters, enabling real-time collection, processing, storing and analysis of traveler information.</p> <p><b>1.2.3</b> Improve MIDAS data integration and synchronization through strengthening border infrastructure at POEs and conduct capacity building trainings to border officials on data management</p> <p><b>1.2.4</b> Conduct capacity building/trainings for FGoN border officials on irregular migration including rights-based approaches, document examination, and fraud detection</p> <p><b>1.2.5</b> Provide targeted Ports of Entry with specialized secondary inspection equipment and tools to improve detection of fraudulent document cases (e.g. identity</p>	<p><b>1.3.2</b> Conduct capacity building of border officials to deter, prevent and fight smuggling of migrants [SoM], and create public awareness about SoM in targeted communities.</p> <p><b>1.3.3</b> Support for ongoing development of API policy framework in Nigeria through advocacy and strategic engagement of various security agencies.</p> <p><b>1.3.4</b> Support the ongoing drafting and advocacy meetings for the cross-border MoUs on international cooperation on information sharing in addressing transnational organized crime (e.g. Niger and Nigeria).</p> <p><b>1.3.5</b> Promote community social mobilization forums and initiatives between border officials and community stakeholders to improve trust building to address organized crime.</p> <p><b>1.3.6</b> Support capacity development interventions (technical meetings, trainings, development of joint</p>

<sup>60</sup> [MIDAS | International Organization for Migration \(iom.int\)](http://MIDAS | International Organization for Migration (iom.int))

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
	<p>registration and identification process of migrants.</p> <p><b>1.1.5</b> Conduct inter-agency training targeting consular support services and provide equipment to support with registration, document authentication and issuance of emergency travel documents.</p>	<p>management, document verification)</p> <p><b>1.2.6</b> Support for Passenger Information Unit (PIU) through capacity building of border officials and equipping of the facilities for improved border security to acceptable international standards in Advance Passenger Information (API/PNR) data processing protocols.</p>	<p>ToRs) to enhance coordination and information sharing between different border agencies to better address transnational organized crimes [at the national and at the targeted POEs].</p> <p><b>1.3.7</b> Conduct training for law enforcement officials (data protection officers) on the provision of the 2023 Data Protection Act in line with their operational context especially in handling migration data (TOT and Step-down)</p>
<b>Morocco</b>		<p><i>Infrastructures &amp; Equipment</i></p> <p><b>1.2.1</b> Support and operationalize existing reception structures for vulnerable and migrant populations to ensure detection, care and referrals to appropriate services.</p> <p><b>1.2.2</b> Provide equipment to immigration management authorities to support care, referral and stabilization of vulnerable communities at-risk, or impacted by, border crossings at and close to border areas -ensuring the protection of migrants' rights.</p>	<p><i>Capacities for Policy Development</i></p> <p><b>1.3.1</b> Support and strengthen the capacities of the migrant information and referral desk systems pertaining to vocational training services established in 2023 in key cities.</p> <p><b>1.3.2</b> Support Ethical recruitment initiatives through updating the "Manual for Recruiting a Foreign Employee in Morocco_2018".</p> <p><b>1.3.3</b> Organization of awareness-raising and information sessions to present and operationalize the updated "Manual for Recruiting a Foreign Employee in Morocco"</p>

	<b>Output 1.1</b> <i>Identity Management for Migration Management</i>	<b>Output 1.2</b> <i>Infrastructure, Equipment and Systems for Migration Management</i>	<b>Output 1.3</b> <i>Policy Development Capacities for Migration Management</i>
			<b>1.3.4</b> Support the mainstreaming of migrant protection and integration within local governance systems (local authorities, local actors, border officials, etc.) through organizing three trainings and/or training of trainers with government officials and stakeholders (including civil society organizations).

## Outcome 2 Dialogue, Partnership and Coordination for Migration Management

Strengthened partnerships and cross-border collaboration and coordination on migration management between countries of origin, transit and destination are enabled.

	<b>Output 2.1</b> <i>Collaborative Platforms for Migration Management</i>	<b>Output 2.2</b> <i>Knowledge, Research and Data for Migration Management</i>
<b>Cross-regional</b>	<p><i>Global Initiatives</i></p> <p><b>2.1.1</b> Conduct 1 inception meeting for the launch of the Global Project in Cairo (or any other location deemed relevant at the time of the initiation of the activities).</p> <p><b>2.1.2</b> Conduct activities aimed at strengthening bilateral and multilateral relations and agreements amongst countries to support to circular migration systems, including through existing regional platforms like the African Union, Arab League etc.</p>	<p><i>Monitoring &amp; Knowledge Management</i></p> <p><b>2.2.1</b> Establish and implement a Monitoring, Evaluation, Accountability &amp; Learning (MEAL) Framework for the Project.</p> <p><b>2.2.2</b> Monitor and manage information pertaining to the Project implementation to generate lessons learnt relevant at national and regional level.</p> <p><b>2.2.3</b> Organize knowledge-sharing workshops to disseminate results, information and lessons-learnt during the</p>

<b>Output 2.1</b> <i>Collaborative Platforms for Migration Management</i>	<b>Output 2.2</b> <i>Knowledge, Research and Data for Migration Management</i>
<p><i>South-to-South</i></p> <p><b>2.1.3</b> Initiate the development of dialogue-oriented platforms to support inter- and intra-regional cooperation and coordination, including south-to-south, on migration management, including on return and readmission.</p> <p><b>2.1.3.1 E.g. Somalia:</b> Support and facilitate the participation of OSE/RRTF, NIRA, CRVS, ICA and other stakeholders in regional, cross-regional and international meetings to promote regular migration and voluntary and rights-based return mechanisms.</p> <p><b>2.1.4</b> Conduct beneficiary-level knowledge-exchange activities by encouraging sharing of best practices on migration management amongst countries' immigration authorities, to the extent deemed relevant and in alignment with the development of the initiatives at countries level.</p> <p><b>2.1.4.1 E.g. Iraq:</b> Conduct study-visits in another country (e.g., document examination lab) to identify best practices relevant to the Iraqi context with Iraqi stakeholders (e.g., first-line, second-line border officers).</p> <p><b>2.1.4.2 E.g. Somalia:</b> Conduct a study visit for Somalia's government officials to expose them to international best practices, fostering knowledge exchange in relation to CRVS (including identity management, data management, data protection and document examination).</p> <p><b>2.1.5</b> Conduct joint regional training sessions (including on effective, gender- and protection sensitive, and rights-</p>	<p>implementation (and to inform phased approach and steering committee's decisions).</p> <p><b>2.2.4</b> Develop tailored (and/or on-demand) capacity development materials to ensure the continued provision of technical support to target countries, in close collaboration with relevant units/division at IOM HQ/ROs.</p> <p><i>Evaluation &amp; Impact Assessment</i></p> <p><b>2.2.5</b> Conduct a mid-term/final evaluation of the CAPACITY Pillar 1 – IOM Project.</p> <p><b>2.2.6</b> Conduct impact studies aimed at measuring the effectiveness and sustainability of the actions and the overall intervention.</p> <p><i>Research and Data</i></p> <p><b>2.2.7</b> Monitoring data collection at regional/cross-regional levels relevant to return, readmission and reintegration, based on harmonized indicators and tools developed within the framework of the Project.</p> <p><b>2.2.8</b> Support small-scale demand-driven research on return, readmission and reintegration (at regional/national level).</p> <p><b>2.2.9</b> Support the cross-regional harmonization of M&amp;E activities, to ensure the availability of reliable data for evidence-based programming and comparative analysis across regions.</p>

<b>Output 2.1</b> <i>Collaborative Platforms for Migration Management</i>	<b>Output 2.2</b> <i>Knowledge, Research and Data for Migration Management</i>
<p>oriented return and readmission) for strengthened migration governance.</p> <p><i>Flexible Engagement</i></p> <p><b>2.1.6</b> Support initiation of dialogue and engagement at bilateral/regional level on migration management and governance to foster coordination and cooperation amongst partner countries.</p> <p><b>2.1.7</b> Support the identification of further opportunities for collaboration on migration management, eventually followed by the initiation of preliminary capacity development activities in “new” pilot/complementary countries to continue positioning the Programme as globally relevant, whilst maintaining a collaborative approach/model involving active participation from various stakeholders (ref. Steering Committee).</p> <p><i>Knowledge Exchange</i></p> <p><b>2.1.8</b> Conduct knowledge- exchange opportunities with Danish private and public sectors stakeholders with target countries (e.g., National ID Centre).</p>	

**Outcome 3 Rights-based Return, Readmission and Sustainable Reintegration**

Rights-based return, readmission and sustainable reintegration processes are enabled through strengthened institutional, legal and operational frameworks, as well as timely and tailored protection and assistance to migrants.

	<b>Output 3.1</b> <i>Structures &amp; Capacities for Rights-based Return Management</i>	<b>Output 3.2</b> <i>AVRR and Direct Assistance</i>
<b>Iraq</b>	<p><i>Capacity Development</i></p> <p><b>3.1.1</b> Conduct technical capacity development activities, technical dialogues and knowledge mobilization platforms to consolidate the Government of Iraq’s knowledge, confidence and understanding on readmission management (including SoPs) and its digitalization opportunities.</p> <p><b>3.1.2</b> Upon completion of the establishment of the National ID Operation Centre (see below), launch of a pilot initiative on digitalized nationality verification including on return purposes at the Embassy in Copenhagen</p> <p><i>National ID Operation Centre</i></p> <p><b>3.1.3</b> Provide support to the improvement of physical and operational capacities of a centralized support center (National ID Operation Centre) capacitated to increase access to ID verification and coordination between MoI and other governmental entities and host a digitalized readmission case management system and/or eRCMS and act as a conjunction point in indication, referral and solving of cases.</p>	
<b>Somalia</b>	<p><i>Return &amp; Readmission</i></p> <p><b>3.1.1</b> Organize a consultative workshop to build trust among senior government officials from Office of Special Envoy/Return and Readmission Taskforce (OSE/RRTF), NIRA, CRVS, ICA, NCRI, DPA and others on migration governance and promote strengthened interagency partnership towards identity and return management.</p>	

	<b>Output 3.1</b> <i>Structures &amp; Capacities for Rights-based Return Management</i>	<b>Output 3.2</b> <i>AVRR and Direct Assistance</i>
	<p><b>3.1.2</b> Organize a workshop with government representatives of agencies working on identity and other UN agencies to improve collaboration and partnership to exchange ideas, gain technical assistance, secure co-funding and share best practices.</p> <p><b>3.1.3</b> Conduct a needs assessment of Somali consulates deployed in the Nordic region to identify knowledge gap or need for supporting in providing proof of legal identity and revise and roll out the Returnee SOP in close collaboration with ICA, NIRA and CRVS Directorate.</p>	
<b>Morocco</b>	<p><i>Reintegration</i></p> <p><b>3.1.1</b> Strengthen the capacities of the relevant entities of the Ministry of Solidarity, Social integration and Family to integrate Moroccans returnees in situation of vulnerability into their protection schemes and services.</p> <p><b>3.1.2</b> Support to key institutional stakeholders' capacities to address health and mental health needs of migrants and returnees in vulnerable situations.</p>	<p><i>AVRR &amp; Direct Assistance</i></p> <p><b>3.2.1</b> Provide technical and financial support to civil society organizations to strengthen direct assistance and protection of unaccompanied and separated children.</p> <p><b>3.2.2</b> Strengthen the delivery of specialized psychosocial care and non-specialized mental health care</p> <p><b>3.2.3</b> Strengthen outreach, pre-departure and post arrival counselling for potential migrants, migrants, and returnees</p> <p><b>3.2.4</b> Provide short (1 week in average) professional, life and soft skills trainings to targeted migrants prior to the AVR.</p>

## INDICATIVE ACTIVITIES PER COUNTRY

### IRAQ

#### **Outcome 1.** National Capacities for Migration Management

##### **Output 1.1** *Identity Management for Migration Management*

- 1.1.1.** Support the Government of Iraq (GoI) to enhance interoperability between birth certificate system and Unified ID System for the purpose of identity verification through the establishment of robust digitized procedures and optimized communication amongst relevant government agencies, fostering standardization in processes to support centralized systems effectively.

With UNICEF's support, the GoI has digitalized the birth certificate issuing process, but the system that UNICEF helped develop is still not linked to the unified ID system, and there is no coordination between the Ministry of Health, in charge of issuing the birth certificate, and the Ministry of Interior on this issue. IOM will organize a workshop with IOM, MOH, UNICEF (approx. 20 participants) and the National Data Center under the General Secretariat for Council of Ministries. The workshop will improve the coordination between the MOH and MOI with the goal to set up a pilot for 20 selected unified ID Registration Centers (based on consultation with MOI). IOM will provide needed equipment and infrastructure for the pilot to connect the new birth registration system and the unified ID, after getting the approvals from the General Secretariat for Council of Minister, which controls the new birth certificate system, and the Minister of Interior.

- 1.1.2.** Support the GoI's efforts in progressively establishing digitalized, high-quality identification documentation in alignment with international standards, through the development of e.g., SOPs and a comprehensive strategy and action plan (including the engagement with ICAO).

In collaboration with ICAO and the IOM-Legal Identity Unit, IOM will bring an expert to assess the Iraqi unified ID, passport, and visa, in coordination with the Iraqi Ministry of Interior. The consultant will identify any gaps and suggest possible improvements and developments to meet international standards. He/She will prepare a comprehensive report on the assessment results, including the gaps and suggestions. The consultant will also conduct a workshop with MOI officials from the unified ID, passport, and residency department, and provide advice on the international standards for ID and passport. The expert will develop the workshop materials and present the assessment findings and recommendations for future development.

- 1.1.3.** Support to the enhancement of the government's operation and physical capacities to provide training on civil registration and on the Unified ID, including through the establishment of training center in KRI.

From the assessment conducted under the RELICA Preliminary Phase, the IOM team learned that the MOI lacks the capacity to train staff on the Unified ID System. In phase one, IOM provided equipment to set up a training center, but it only covered the south and central regions of Iraq, excluding KRI. During the implementation of the RELICA project, MOI officials who work at the registration centers in KRI reported that they have to travel to the south or central regions of Iraq to receive training on any updates on the system, or for new staff to be trained. They also mentioned that due to the limited number of training centers, the waiting time for a free seat can be long, which sometimes affects the operation of

the registration centers in KRI, as new staff may wait for months to get trained. Moreover, the training center in KRI will increase the number of female officers who will receive training, as many female officers avoid traveling due to cultural barriers. Furthermore, many officers who work at the unified ID registration office do not speak Arabic and only speak Kurdish, so having training centers in KRI will make it easier for them to be trained by their Kurdish colleagues. Therefore, IOM will collaborate with MOI to provide specialized equipment to establish two training centers in KRI, one in Erbil and one in Sulaymaniyah. The training centers will act as small registration centers to help the officers simulate the registration process before going to the field.

- 1.1.4** Support to strengthening the capabilities and infrastructures on mobile registration and verification to enhance the registration processes in remote areas and camps, in collaboration with MOI.

IOM will provide 2 Unified ID registration mobile units that will have 1 unified ID mobile workstation and related necessary equipment for the registration such as printers and scanners. The van will function as a mobile office to access distant areas like IDP camps and villages that are far from the Registration Offices. It can also be used to reach those individuals who are elderly or sick and cannot go to the registration offices. This will help MOI to enhance its mobile registration capacity.

- 1.1.5** Support the development of technical solutions for consular services to verify and/or issue civil registration, ID citizenship certificates (which could support issuance of travel documents and/or contribute to improved return processes).

### **Output 1.2** *Infrastructure, Equipment and Systems for Migration Management*

- 1.2.1** Conduct an assessment of capacities and needs on document examination and fraud detection, followed by development of a training plan (and its validation).

In coordination with the MOI at the federal level and KRI, IOM will conduct a capacity assessment of government officials on document examination and fraud detection. After the assessment is completed, a one-day workshop will be held to verify the assessment results and present the plan for implementation. The workshop will include officials from MOI (unified ID, passport and residency department), INIS and MoFA (consular services).

- 1.2.2** Support the development of institutional specialized expertise on document examination through the launch of a comprehensive, multi-level, long-term training program (Basic Document Examination; Advanced Document Examination, Document Examination handbooks/guidance documents).

IOM will conduct 1 TOT Advance Document Examination training followed by 4 cascading training for officials from unified ID, passport, residency department, and MoFA (consular services) and INIS. The TOT will be delivered in coordination with the Legal Identity Unit at IOM HQ, by introducing the newly developed Passport Examination Procedure Manual (3rd edition).

### **Output 1.3** *Policy Development Capacities for Migration Management*

Conduct a training for government officials from both KRI and GoI on migration management, including topic such regular and irregular migration management, identity management, data collection

and analysis, as well as data protection, to support the development of policies for better migration governance.

IOM will provide training for government officials from both (KRI and GoI) on migration management and will include topics such as regular and irregular migration management, identity management, data collection and analysis, as well as data protection. IOM will also organize workshops on regular/irregular migration trends and data collection, to identify the root causes of migration where multiple stakeholders will be invited to present what are challenges of migration data collection, analysis and dissemination for evidence base policy making and programmatic aspects. Based on the findings of the workshop, a policy will be developed to guide the GoI to better understand the irregular migration data collected building strategies for combating irregular migration.

### **Outcome 3. Rights-based Return, Readmission and Sustainable Reintegration**

#### **Output 3.1 *Structures & Capacities for Rights-based Return Management***

- 3.1.1** Conduct technical capacity development activities, technical dialogues and knowledge mobilization platforms to consolidate the Government of Iraq's knowledge, confidence and understanding on readmission management (including SoPs) and its digitalization opportunities.
- 3.1.2** Upon completion of the establishment of the National ID Operation Centre (see below), launch of a pilot initiative on digitalized nationality verification including on return purposes at the Embassy in Copenhagen.
- 3.1.3** Provide support to the improvement of physical and operational capacities of a centralized support center (National ID Operation Centre) capacitated to increase access to ID verification and coordination between MoI and other governmental entities, and host a digitalized readmission case management system and/or eRCMS and act as a conjunction point in indication, referral and solving of cases

## LEBANON

### **Outcome 1.** National Capacities for Migration Management

#### **Output 1.1** *Identity Management for Migration Management*

- 1.1.1** In close cooperation with relevant Government counterparts, conduct a comprehensive legal and technical assessment of the complex and fragmented identity infrastructure in Lebanon.

Since 2023, dialogue has been initiated with relevant counterparts from the Lebanese General Security Directorate (GSD) in the realm of identity management. In particular, following the participation of the Head of the Biometrics Department and the Head of the Human Rights Department, senior GSD Officers, to the Legal Identity and Rights-Based Return Management Conference in Copenhagen (October 2023), further interests and requests for support have been presented to IOM. Since then, IOM Lebanon has started providing support through the ongoing Danish-funded bilateral initiative. Yet, the ID Management in Lebanon goes well-beyond GSD, involving a multiplicity of actors and sectors with critical needs – spanning from the community level of civil registration (mukhtars) to issuing and printing ID documents. As an example, the national ID card, while lacking essential security and key features, continue to remain the main identity document requested by Lebanese citizens given the high cost of the passport and its frequent shortages. Accordingly, recognizing the complexity of the ID Management landscape in Lebanon, a thorough assessment is deemed pivotal to maximize the efficiency and effectiveness of current and future interventions.

- 1.1.2** In alignment with identified needs (technical assessment) support the provision of technical infrastructures and equipment for the efficient issuance of reliable documents in alignment with international standards at central and regional levels.
- 1.1.3** Provide technical assistance and capacity development training to Lebanese authorities to strengthen their capacity to issue identity documents in accordance with international standards, in a timely and seamless manner (e.g., passport and identity cards, residency permits).
- 1.1.4** Initiate a pilot program to modernize and streamline biometrics in the national ID management systems.

Recognizing the ongoing efforts of other agencies and institutions, including ICMPD, IOM will ensure coordination and communication to strengthen results and outcomes.

#### **Output 1.2** *Infrastructure, Equipment and Systems for Migration Management*

- 1.2.1** Provision of infrastructure and equipment at key Syrian border crossing point (Masnaa, Arida, Aboudiyeh) to improve the operational capacity of relevant authorities to administer movements at points of entry and safeguard the rights of individuals, particularly migrants.
- 1.2.2** Provision of technical assistance aimed at fostering cooperation and data sharing between border management agencies.

The ongoing bilateral Danish-funded presents a component targeted at enhancing data sharing between border management agencies, with a specific focus on disembarkation. Recognizing the complexity of the matter, it is deemed essential to continue building on this data sharing component across projects, leveraging IOM's institutional expertise on migration data. In the realm of this activity, synergies and coordination with ICMPD will be ensured.

- 1.2.3** Technical and operational support to government authorities to identify and/or strengthen pathways for regular and long-term stay and regularization of irregular migrants within their own borders, including through the provision of adequate identity documents.
- 1.2.4** Based on the existing e-visa software developed by IOM, implement a testing phase for an e-visa and pre-travel authorization electronic system to streamline entry-exit procedures and centralize migration data.

## SOMALIA

### **Outcome 1. National Capacities for Migration Management**

The activities under this outcome aim to support Somali immigration authorities and officers through enhancing its operational capability and improving its technological capacity to better manage its borders, thereby better manage mobility flows. Having proof of identity plays a major role in any migrants' journey. The lack of identification can be a huge detrimental factor for effective and timely return procedures. The activities are intended to support NIRA in enhancing its service delivery and operational capacity. Civil registration is the starting point that lays the ground for strong identity systems, access to social services and obtaining travel documents, including reliable passports.

#### **Output 1.1 *Identity Management for Migration Management***

- 1.1.1 Support the establishment and operationalization of NIRA's Mobile Team for Mass Registration to promote and increase mobile registration of different migrant groups including returnees.
- 1.1.2 Design and release a sensitization/awareness raising campaign using animated advertisements to promote the importance of birth registration and other relevant vital events.

This approach is intended to further expand the reach of information and highlight the importance of civil registration and its subsequent benefits to access services, including travel documents.

#### **Output 1.2 *Infrastructure, Equipment and Systems for Migration Management***

The following activities are intended to support the Somali immigration authorities of ICA and SIBC with training sessions on document examination and fraud detection procedures and imposter identification techniques using the PEPM III. Hard copies of the PEPM III would be translated to the local language. Lastly, to further supplement the capacity development, fraud detection equipment would be purchased to improve the technological capacity and operational capability of frontline officers to detect fraudulent travel/ID documents.

- 1.2.1 Conduct document examination and fraud detection capacity development training for ICA and NIRA, CRVS officers using the PEPM III as a training document, to strengthen migration management capacities.
- 1.2.2 Conduct document examination and fraud detection capacity development training for Somaliland immigration (SIBC) and National ID and civil registration agencies.
- 1.2.3 Support to the improvement of operational and physical capacities of relevant government officials on document examination and fraud detection through the purchase and translation of the IOM PEMP III.
- 1.2.4 Support to the improvement of operational and physical capacities of relevant government officials on document examination and fraud detection through procurement of Fraud Detection equipment for identified SIBC PoEs.
- 1.2.5 Provision of infrastructure and equipment for the establishment of a passport enrolment centre to improve the Government's capacity to provide identity documentation (e.g., databases, biometric readers, signature pads, etc.).

#### **Output 1.3 *Policy Development Capacities for Migration Management***

Building on previous positive feedback from the Government through other projects, the below activity intends to bring together various stakeholders working around migration management in an integrated manner and capacitate by establishing a common understanding and highlighting the importance of joint interventions, so that concerted efforts from different agencies yield better results.

- 1.3.1** Support the review and drafting of technical strategies, policies and SOPs, relevant to migration management processes as foundational frameworks to their operationalization (i.e. rights-based, gender-sensitive, privacy and data protection, etc.), in line with international law.
- 1.3.2** Conduct an interagency capacity development training on transnational organized crimes (TOC) for ICA, border police, border health and other stakeholders.
- 1.3.3** Conduct one TOT and 1 roll-out training courses on data management and data protection policies in reference to national and international regulations for relevant stakeholders. (NIRA, CRVS, ICA, NCRI, DPA).

These trainings would also engage the recently established Somali Data Protection Authority (DPA) responsible for implementing the Data Protection Act no.005 which was passed in March 2023. Such a platform would facilitate all stakeholders involved to bring forth the data privacy and protection component of citizen and migrant data storing and processing, in line with international standards.

### **Outcome 3. Rights-based Return, Readmission and Sustainable Reintegration**

#### **Output 3.1 *Structures & Capacities for Rights-based Return Management***

In order for RRR mechanisms to be rights-based, effective and efficient, the responsible government counterparts working in civil registration, identity and travel document must have strong systems and procedures that capture the required data of the Somali population and others living in Somalia. In the process, other partners would also be approached to extend their assistance and best practice ideas in identity and return management.

- 3.1.1** Organize a consultative workshop to build trust among senior government officials from Office of Special Envoy / Return and Readmission Taskforce (OSE/RRTF), NIRA, CRVS, ICA, NCRI, DPA and others on migration governance and promote strengthened interagency partnership towards identity and return management.
- 3.1.2** Organize a workshop with government representatives of agencies working on legal identity and other UN agencies to improve collaboration and partnership to exchange ideas, gain technical assistance, secure co-funding and share best practices.
- 3.1.3** Conduct a needs assessment of Somali consulates deployed in the Nordic region to identify knowledge gap or need for supporting in providing proof of legal identity and revise and roll out the Returnee SOP in close collaboration with ICA, NIRA and CRVS Directorate.

## **NIGERIA**

In Nigeria, IOM's implementation and activities are closely coordinated with ICMPD, being both part of the Migration Stakeholders' Forum convened by the Government of The Netherlands, UN Agencies, donors and other development partners. The forum is a key opportunity to outline ongoing and future migration-related projects and initiatives with the goal of strengthening coordination and collaboration, whilst avoiding duplication of efforts. As an example, the IOM's Project for an NIS Personnel Training Resource Centre (PTRC), featuring an e-learning platform, is closely coordinated with ICMPD in order to share insights on this initiative including on the capacity development plans with regards to NIS. Additionally, Nigeria hosts a National Migration Coordination Mechanism, led by the Government of Nigeria, to which IOM regularly partakes in order to align efforts and initiatives with the country's migration policy and priorities. Finally, the ongoing EU-funded FMM Project supporting ECOWAS is jointly implemented by IOM and ICMPD, both part of the Steering Committee.

### **Outcome 1. National Capacities for Migration Management**

#### **Output 1.1 *Identity Management for Migration Management***

IOM Nigeria implemented a Migrants/Foreigner Registration System at two locations in Nigeria, and the Federal Government of Nigeria adopted the program, expanding it to 38 more sites across all 36 states. This initiative was launched following an executive order by then president aimed at documenting migrants/foreign nationals living in the country. Although the systems are currently operational, there is room for enhancement given that it's a preliminary version of the software implemented nationwide. Identified issues necessitate system upgrades and other measures. Moreover, in the latest project development meeting with NIS, system enhancement continues to be a critical concern as maintaining comprehensive and precise records of foreign nationals in Nigeria remains a government priority.

#### *Identity Management*

- 1.1.1** Support the Federal Government of Nigeria [FGoN] to conduct a comprehensive technical assessment of the current Foreigner's registration system in the country.
- 1.1.2** Provide FGoN with technical and capacity building support to establish, equip and upgrade Foreigner registration centers in the country – also ensuring the system inter-operability with MIDAS.
- 1.1.3** Technical consultation on identity and assistance to FGoN in registration and issuance of identity documents and conduct awareness raising in communities for civil registration targeting returnees and migrants.

#### *Consular Support*

- 1.1.4** Conduct a capacity needs assessment of consular services deployed at targeted foreign missions [Niger, Libya] to identify the training gaps and needed equipment required to improve operational efficiency in registration and return process for migrants.
- 1.1.5** Conduct inter-agency training targeting consular support services and provide equipment to support with registration, document authentication and issuance of emergency travel documents.

#### **Output 1.2 *Infrastructure, Equipment and Systems for Migration Management***

### *Document Examination*

Technical and operational support to relevant authorities to strengthen Border Management Information Systems and document examination and consequently enhance Integrated Border Management as follows:

- 1.2.1 Conduct technical assessment for expansion of Migration Information and Data Analysis System [MIDAS] to 3 new POEs
- 1.2.7 Support with provision of MIDAS equipment, solar systems, associated accessories and border facilities improvements for MIDAS installation ensuring connectivity with the headquarters, enabling real-time collection, processing, storing and analysis of travelers' information.
- 1.2.2 Improve MIDAS data integration and synchronization through strengthening border infrastructure at POEs and conduct capacity building trainings to border officials on data management
- 1.2.3 Conduct capacity building/trainings for FGoN border officials on irregular migration including rights-based approaches, document examination, and fraud detection
- 1.2.4 Provide targeted Ports of Entry with specialized secondary inspection equipment and tools to improve the detection of fraudulent cases (e.g. identity management, document examination equipment).
- 1.2.5 Support capacity development interventions (technical meetings, trainings, development of joint ToRs) to enhance coordination and information sharing between different border agencies to better address transnational organized crimes [at the national and at the targeted POEs].
- 1.2.6 Support for Passenger Information Unit [PIU] through capacity building of border officials and equipping of the facilities for improved border security to acceptable international standards in Advance Passenger Information (API/PNR) data processing protocols.

### **Output 1.3** *Policy Development Capacities for Migration Management*

- 1.3.1 Support NIS to draft an SOPs on Counter Migrants Smuggling
- 1.3.2 Conduct capacity building of border officials for deter, prevent and fight smuggling of migrants [SoM], and create public awareness about SoM in targeted communities.
- 1.3.3 Support for ongoing development of API policy framework in Nigeria through advocacy and strategic engagement of various security agencies.
- 1.3.4 Support the ongoing drafting and advocacy meetings for the cross-border MoUs on international cooperation on information sharing in addressing transnational organized crime e.g. Niger and Nigeria.
- 1.3.5 Promote community social mobilization forums and initiatives between border officials and community stakeholders to improve trust building to address organized crime.

## MOROCCO

### **Outcome 1.** National Capacities for Migration Management

#### **Output 1.2** *Infrastructure, Equipment and Systems for Migration Management*

##### **1.2.1** Support and operationalize existing reception structures for vulnerable and migrant populations to ensure detection, care and referrals to appropriate services

IOM intends to support and equip existing and/or new civil society-led reception structures to be able to better guide vulnerable and migrant populations towards appropriate care. Moreover, in order to build on current programming and existing facilities throughout the country, the project intends to support the refurbishment of existing public and social services, such as the Entraide Nationale centres, multifunctional centres for women and/or medical structures. Overseen and operated by the Kingdom of Morocco and civil society, and supported by IOM and other relevant UN agencies, such reception structures/facilities support the "emergency reception system" and can have the following (non-exhaustive) function of:

- Pre-identify and register target people.
- Assess the specific needs of these persons, notably in terms of mental and physical health, accommodation, food and non-food items etc., and refer them as applicable to existing services.
- Identify people in need of international protection and refer them to asylum authorities.
- Identify individuals who wish to benefit from voluntary return and reintegration in countries of origin (AVRR).
- Identify victims of trafficking and refer them to national and civil society protection services, in close collaboration with the National Commission for the Coordination of Measures to Combat and Prevent Trafficking in Human Beings.
- Identify unaccompanied and separated children and refer them to existing national and civil society systems, as outlined in the Standard Operating Procedures for the Care of Children in Migration, launched in April 2023.
- Identify, refer, and support people who can benefit from family reunification.
- Support the orientation and provision of information on rights and access to services in Morocco (basic services, socio-economic opportunities according to status, etc.).

Equipment will be purchased based on assessment and donated to selected reception facilities, in order to enhance their capacities to address the most urgent needs of migrants in a situation of vulnerability, notably in terms of safe and dignified accommodation.

##### **1.2.2** Provide equipment to immigration and border management authorities to support care, referral and stabilization of vulnerable communities at-risk, or impacted by, border crossings at and close to border areas.

Depending on needs identified with the Government of Morocco through initial assessment, IOM will aim to provide material/equipment related to; 1) information material (multi-lingual signs, brochures and pamphlets); 2) support to human resources and protection services (material for interpreters and translators, legal aid services, additional social workers and counselors, material to NGOs); 3) Emergency

and health supplies (first aid kits, emergency blankets, food and water supplies, personal hygiene kits, etc.); 4) Legal and procedural documentation (asylum, AVRRE application forms, legal rights information); 5) Coordination and communication tools (inter-agency collaboration platforms, crisis management coordination mechanisms); 6) Training and capacity building material (migrant/refugee case management training manuals, cultural sensitivity manuals, emergency response training) for all relevant stakeholders/actors as well as professional training institutions.

### **Output 1.3** *Policy Development Capacities for Migration Management*

**1.3.1** Support and strengthen the capacities of the migrant information and referral desk systems pertaining to vocational training services established in 2023 in key cities.

Consultation meetings will be organized to enhance services and ensure well-governed access of migrants, refugees, and asylum seekers to job information opportunities and subsequently contribute to their integration in Morocco.

**1.3.2** Support Ethical recruitment initiatives through updating the "Manual for Recruiting a Foreign Employee in Morocco 2018".

The guide was developed in collaboration with the Department of Employment of the Ministry of Minister of Economic Inclusion, Small Business, Employment and Skills, The National Agency for the Promotion of Employment and Skills (ANAPEC), and directorate of migrations affaires of ministry of foreign affairs. This manual is the only existing guide that helps migrants navigate the procedures for easy access to jobs. It should be updated to reflect the new procedures and changes introduced by Morocco in recent years.

**1.3.3** Organization of awareness-raising and information sessions to present and operationalize the updated "Manual for Recruiting a Foreign Employee in Morocco"

This will enhance the employability of migrants at the regional level, in collaboration with the Ministry of Minister of Economic Inclusion, Small Business, Employment and Skills, The National Agency for the Promotion of Employment and Skills (ANAPEC), and directorate of migrations affaires and other UN Agencies (such as UNHCR).

**1.3.4** Support the mainstreaming of migrant protection and integration within local governance systems (local authorities, local actors, border officials, etc.) through organizing three trainings and/or training of trainers with government officials and stakeholders (including civil society organizations)

This will take place in different regions on migration and the local/regional development plan of local governments, and the links between human rights and the protection of migrants, contributing to enhance their ownership and understanding of migration governance and protection.

### **Outcome 3.** Rights-based Return, Readmission and Sustainable Reintegration

#### **Output 3.1** *Structures and Capacities for Rights-Based Return Management*

- 3.1.1** Strengthen the capacities of the relevant entities of the Ministry of Solidarity, Social integration and Family to integrate Moroccans returnees in situation of vulnerability into their protection schemes and services.

This activity will involve key initiatives aimed at enhancing the capacity of local organizations, future social workers, and staff to address the needs of vulnerable populations. It includes conducting specialized workshops, training sessions, and Training of Trainers (TOT) programs for the staff of the Social Development Agency and Entraide Nationale on best practices for protecting migrants, returning Moroccan nationals in vulnerable situations, and unaccompanied and separated children. These efforts aim to build a comprehensive and sustainable framework for the protection of populations in vulnerable situations. This initiative will also benefit students at the National Institute of Social Work, preparing them for their future roles in social work interventions. Additionally, some organizations will receive financial and technical assistance, guidance on case management, child protection policies, and support network development, along with regular monitoring and evaluation sessions. Collaboration and networking will be encouraged among CSO, government agencies, and educational institutions through events and forums to share experiences and best practices.

- 3.1.2** Support to key institutional stakeholders' capacities to address health and mental health needs of migrants and returnees in vulnerable situations.

Targeted stakeholders from referral structures – including specialized medical structures - will benefit from operational (including small donations) to strengthen their response capacities; and/or of trainings (for front line staff) on intercultural communication tools, and on the health and psychosocial needs of migrants and returnees, with specific modules for those with specific needs (children – especially UASC; women; persons with disabilities; persons with various SOGIESC etc.).

### **Output 3.2** *AVRR and direct assistance*

- 3.2.1** Provide technical and financial support to civil society organizations to strengthen direct assistance and protection of unaccompanied and separated children.

This activity aims to continue the direct assistance provided to UASC in the framework of the UASC phase III Danish-funded project, building on best practices identified, and ensuring the continuity of care for those most in needs.

- 3.2.2** Strengthen the delivery of specialized psychosocial care and non-specialized mental health care in key locations for migrants and/or returnees in vulnerable situations, including through training of trainers to already identified community leaders, working closely with migrant and host communities.
- 3.2.3** Strengthen outreach, pre-departure and post arrival counselling for potential migrants, migrants, and returnees

Outreach material and pre-departure counselling material will be developed and/or enhanced, including through the use of social media tools; virtual counselling will be implemented; specific materials will be developed to better equip case workers with resources related to psychosocial care for potential migrants, host communities and returnees in vulnerable situation.

**3.2.4** Provide short (1 week on average) professional, life and soft skills training to targeted migrants prior to the AVR.

Under this activity, IOM will integrate best practices into the program by replicating the successful experiences of the German-funded “FORAS - Enhancing Reintegration Opportunities” project implemented in Morocco since 2017. This includes a reinforced pre-reintegration approach, where selected migrants receive skills training, enhancing their capabilities to reintegrate sustainably upon return.

To support migrants returning to their home countries, a one-week training program will be implemented, focusing on professional, life, and soft skills. IOM will assess each participant's background and goals to create a tailored curriculum. Training will cover vocational skills relevant to their home countries, such as agriculture and small business management, along with life skills like financial literacy, health, wellness, time management, problem-solving, and soft skills such as communication, teamwork, leadership, adaptability, and cultural awareness. Sessions will be accessible, with necessary materials provided, and include both theoretical and practical components. Transportation, meals, and accommodation will be available if needed. Pre- and post-training assessments will measure skill acquisition and confidence, and feedback will be used to improve this initiative.

## CROSS-REGIONAL

### Outcome 2. Dialogue, Partnership and Coordination

#### Output 2.1 *Collaborative Platforms for Migration Management*

- 2.1.1 Conduct 1 inception meeting for the launch of the Global Project in Cairo (or any other location deemed relevant at the time of the initiation of the activities).
- 2.1.2 Conduct activities aimed at strengthening bilateral and multilateral relations and agreements amongst countries to support to circular migration systems, including through existing regional platforms like the African Union, Arab League etc.
- 2.1.3 Initiate the development of dialogue-oriented platforms to support inter- and intra-regional cooperation and coordination, including south-to-south, on migration management, including on return and readmission.
  - 2.1.3.1 **Somalia:** Support and facilitate the participation of OSE/RRTF, NIRA, CRVS, ICA and other stakeholders in regional, cross-regional and international meetings to promote regular migration and voluntary and rights-based return mechanisms.
- 2.1.4 Conduct beneficiary-level knowledge-exchange activities by encouraging sharing of best practices on migration management amongst countries' immigration authorities, to the extent deemed relevant and in alignment with the development of the initiatives at countries level.
  - 2.1.4.1 **Iraq:** Conduct study-visits in another country (e.g., Document examination lab) to identify best practices relevant to the Iraqi context with Iraqi stakeholders (e.g., first-line, second-line border officers).

A selected document examination lab will host 15 officials from MOI and INIS who will visit the lab and get a document examination training there and will see how the document examination of the first and second line works and what steps are taken to identify false ID documents, a suggested country will be suggested based on the coordination with the legal identity department at IOM HQ in Geneva.
  - 2.1.4.2 **Somalia:** Conduct a study visit for Somalia's government officials to expose them to international best practices, fostering knowledge exchange in relation to CRVS (including identity management, data management, data protection and document examination).
- 2.1.5 Conduct joint regional training sessions (including on effective, gender- and protection sensitive, and rights-oriented return and readmission) for strengthened migration governance.

#### *Flexible Engagement*

- 2.1.6 Support initiation of dialogue and engagement at bilateral/regional level on migration management and governance to foster coordination and cooperation amongst partner countries.
- 2.1.7 Support the identification of further opportunities for collaboration on migration management, eventually followed by the initiation of preliminary capacity development activities in "new" pilot/complementary countries to continue positioning the Programme as globally relevant, whilst maintaining a collaborative approach/model involving active participation from various stakeholders (ref. Steering Committee).

### *Knowledge Exchange*

- 2.1.8** Conduct knowledge- exchange opportunities with Danish private and public sectors stakeholders with target countries (e.g., National ID Centre).

### **Output 2.2** *Knowledge, Research and Data for Migration Management*

- 2.2.1** Establish and implement a Monitoring, Evaluation, Accountability & Learning (MEAL) Framework for the Project.
- 2.2.2** Monitor and manage information pertaining to the Project implementation to generate lessons learnt relevant at national and regional level.
- 2.2.3** Organize knowledge-sharing workshops to disseminate results, information and lessons-learnt during the implementation (and to inform phased approach and steering committee's decisions).
- 2.2.4** Develop tailored (and/or on-demand) capacity development materials to ensure the continued provision of technical support to target countries, in close collaboration with relevant units/division at IOM HQ/ROs.

### *Evaluation & Impact Assessment*

- 2.2.5** Conduct a mid-term/final evaluation of the CAPACITY Pillar 1 – IOM Project.
- 2.2.6** Conduct impact studies aimed at measuring the effectiveness and sustainability of the actions and the overall intervention.

### *Research and Data*

- 2.2.7** Monitoring data collection at regional/cross-regional levels relevant to return, readmission and reintegration, based on harmonized indicators and tools developed within the framework of the Project.
- 2.2.8** Support small-scale demand-driven research on return, readmission and reintegration (at regional/national level).
- 2.2.9** Support the cross-regional harmonization of M&E Activities, to ensure the availability of reliable data for evidence-based programming and comparative analysis across regions.

## ANNEX 5: RISK MANAGEMENT

Summary of risk analysis and risk response for contextual, programmatic, and institutional risk factors:

<b>Risk Factor</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Risk response</b>	<b>Residual risk</b>	<b>Background to assessment</b>
Deterioration of the security situation in the target countries (e.g., Iraq, Lebanon and/or Somalia) ( <i>contextual risk</i> )	Medium	Major	A serious security deterioration in the targeted countries will require additional assessments of the situation to determine the possibilities of implementing project activities and guide the decision of potentially suspending ongoing interventions that are affected. IOM will follow all UNDSS security guidance to ensure the safety of IOM and partner staff members deployed to at-risk areas.	Although staff's safety is ensured, the deterioration of country/countries' security situation will potentially put the project activities on hold until further notice.	Fragile areas imply countries or communities, which politically, economically, socially, environmentally and from a security perspective have limited capacity or resilience to prevent and tackle crises. However, IOM's established presence in fragile regions and ability to act in countries facing enormous challenges, including conflict and large numbers of refugees and internally displaced people, entails a capability to continue activities even in a rapidly changing operational environment.
Sudden change in willingness of target countries (e.g., Iraq, Lebanon, Somalia) to cooperate or engage with IOM on the project	Low	Major	In case of government change or other external factors that may impact the government's level of willingness, IOM will leverage its strong relationships with the governments and hold regular discussions to underscore the importance of the project.	Should the suggested risk response fail to be effective and subsequent continuation and implementation of project activities can become difficult, if not, impossible.	IOM has established good relationships with governments in the targeted countries, who have been involved in the project development phase and are currently willing and able to participate in the project, hence, a sudden change in willingness is not expected.

<i>(programmatic/ political risk)</i>					
Inaccurate perceptions of the IOM-Denmark partnership over the return and readmission support <i>(programmatic/ political risk)</i>	Medium	Medium	Carefully tailored communication packages demonstrating the project's achievements and successes, so to depict an overarching, coherent, multidisciplinary and specialized image of the IBG Division's initiatives which encompass protection, development, humanitarian action, rule of law and facilitation, avoiding political associations and commentaries.	If risk mitigating efforts are not sufficient, IOM will encourage cooperation with Danish and beneficiary government counterparts to find solutions and strengthen an evidence- and rights-based narrative on return and readmission.	Return and Readmission policies and efforts often garner the greatest press/public attention – and political controversy. Experiences from former programming, e.g. the RELICA programme, has demonstrated that IOM's focus on the technical level of return and readmission processes has a depoliticization effect on otherwise sensitive subjects like return and readmission.
No synergy or coordination <i>(institutional risk)</i>	Low	Medium	Detailed planning prior to implementation, including a mapping of Danish migration-related development engagements to identify gaps, opportunities and synergies. The setup of a centralized management team in Copenhagen will ensure ongoing coordination and synergies among the various country-levels activities as well as other programming at national and regional levels, including through regular follow up on progress of	Any residual risks are at acceptable level after mitigation measures outlined on the left have been put in place.	The presence of a management team in Copenhagen is deemed pivotal to enable better support and coordination for addressing shared challenges and facilitating complementary actions at regional, cross-regional and international levels. This is a key comparative advantage vis-à-vis similar technical programming carried out solely at the national level.

			activities with the Danish government/the Steering Committee.		
Worsening economic situation in the target countries limits access to currency needed to implement the project ( <i>contextual economic risk</i> )	Low	Medium	Like other organizations present in countries defined by economic instability, IOM will adapt its financial procedures to keep operating even in case of difficulties in accessing the banking system.	There remains a residual risk of further economic decline, however this is outside of IOM's ability to influence.	The occurrence of an economic crisis in some targeted countries, e.g., Lebanon, has been ongoing for several years now, and IOM Country Offices have demonstrated adaptability and resilience to the economic crisis and banking restrictions.



## Annex 6: Budget Details

Note: the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

### **DRAFT Template output- based engagem ent budget**

#### **Identifying information - grant and partner**

Engagement	Flexible Return Funds
Partner	IOM
File no.	MFA file no.
Engagement period	01.12.2024-30.11.2029
Budget currency	DKK
Original outcome (total budget/grant)	170,750,000 DKK
Date	dd.mm.yyyy (date of preparation of budget)
Prepared by	name of person responsible for preparing budget

Exchange rate (DKK/other currency)														
	Unit	Unit Cost	Qua ntity	Budget	Year 1 (Q1- Q2)	Year 1 (Q3- Q4)	Year 2 (Q1- Q2)	Year 2 (Q3- Q4)	Year 3 (Q1- Q2)	Year 3 (Q3- Q4)	Year 4 (Q1- Q2)	Year 4 (Q3- Q4)	Year 5 (Q1- Q2)	Year 5 (Q3- Q4)
<b>Total Outcome 1-3 + Operation and admin</b>				<b>157,78</b>	18,01	18,01	18,01	18,01	16,97	14,47	13,56	13,56	13,56	13,56
				<b>9,219</b>	7,832	7,832	7,832	7,832	2,610	2,885	8,098	8,098	8,098	8,098
<b>A. Outcome 1 - National Capacities for Migration Management</b>														
Output 1.1 - Identity Management for Migration Management (Iraq)														
	opera tion mont h	120, 845	30	3,625,3 36	725,0 67	725,0 67	725,0 67	725,0 67	725,0 67					
Output 1.1 - Identity Management for Migration Management (Nigeria)														
	opera tion mont h	51,6 30	36	1,858,6 80	309,7 80	309,7 80	309,7 80	309,7 80	309,7 80	309,7 80				

Output 1.1 - Identity Management for Migration (Somalia)	operation month	144,839	30	4,345,181	869,036	869,036	869,036	869,036	869,036				
Output 1.1 - Identity Management for Migration (Lebanon)	operation month	103,333	30	3,100,000	620,000	620,000	620,000	620,000	620,000				
Output 1.2 - Infrastructure, Equipment and Systems for Migration (Morocco)	operation month	29,652	24	711,642	177,911	177,911	177,911	177,911	177,911				
Output 1.2 - Infrastructure, Equipment and Systems for Migration (Iraq)	operation month	32,271	30	968,124	193,625	193,625	193,625	193,625	193,625				
Output 1.2 - Infrastructure, Equipment and Systems for Migration (Nigeria)	operation month	64,155	36	2,309,582	384,930	384,930	384,930	384,930	384,930	384,930			

Output 1.2 - Infrastructure, Equipment and Systems for Migration Management (Somalia)	opera tion mont h	85,3 62	30	2,560,8 48	512,1 70	512,1 70	512,1 70	512,1 70	512,1 70
Output 1.2 - Infrastructure, Equipment and Systems for Migration Management (Lebanon)	opera tion mont h	302, 068	30	9,062,0 50	1,812, 410	1,812, 410	1,812, 410	1,812, 410	1,812, 410
Output 1.3 - Policies and Strategies for Migration Management (Morocco)	opera tion mont h	21,4 45	24	514,67 0	128,6 68	128,6 68	128,6 68	128,6 68	128,6 68
Output 1.3 - Policies and Strategies for Migration Management (Iraq)	opera tion mont h	16,9 10	30	507,30 0	101,4 60	101,4 60	101,4 60	101,4 60	101,4 60
Output 1.3 - Policies and Strategies for Migration Management (Nigeria)	opera tion mont h	35,0 13	36	1,260,4 60	210,0 77	210,0 77	210,0 77	210,0 77	210,0 77

Output 1.3 - Policies and Strategies for Migration Management (Somalia)	operation month	27,536	30	826,080	165,216	165,216	165,216	165,216	165,216					
Output 1.3 - Policies and Strategies for Migration Management (Lebanon)	operation month	6,667	30	200,000	40,000	40,000	40,000	40,000	40,000					
<i>Unallocated - Flexible Y3-Y5 to be allocated in coordination with SC</i>	operation month	492,667	30	14,780,000						2,956,000	2,956,000	2,956,000	2,956,000	2,956,000
				-	-	-	-	-	-					
<b>Total direct cost Outcome 1</b>				<b>46,629,954</b>	6,250,349	6,250,349	6,250,349	6,250,349	5,943,771	3,860,787	2,956,000	2,956,000	2,956,000	2,956,000
<b>Total budget Outcome 1</b>				<b>46,629,954</b>	6,250,349	6,250,349	6,250,349	6,250,349	5,943,771	3,860,787	2,956,000	2,956,000	2,956,000	2,956,000
<b>B. Outcome 2 - Dialogue, Partnership and Coordination for better</b>														

Migration Management														
Output 2.1 - Collaborative Platforms for Migration Management (Regional, Cross-regional, National)	operation month	283,333	60	17,000,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000	1,700,000
Output 2.2 - Knowledge, Research and Data for Migration Management (Regional, Cross-regional, National)	operation month	66,667	60	4,000,000	400,000	400,000	400,000	400,000	400,000	400,000	400,000	400,000	400,000	400,000
<b>Total direct cost Outcome 2</b>				<b>21,000,000</b>	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000
<b>Total budget Outcome 2</b>				<b>21,000,000</b>	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000	2,100,000
<b>C. Outcome 3 - Structures and</b>														

Capacities for Rights-based Return, Readmission and Sustainable Reintegration														
Output 3.1 - Structures & Capacities for Rights-based Return Management (Iraq)	operation													
month	55,5		1,665,5	333,1	333,1	333,1	333,1	333,1						
hours	19	30	80	16	16	16	16	16						
Output 3.1 - Structures & Capacities for Rights-based Return Management (Somalia)	operation													
month	17,2		516,30	103,2	103,2	103,2	103,2	103,2						
hours	10	30	0	60	60	60	60	60						
Output 3.1 - Structures & Capacities for Rights-based Return Management (Morocco)	operation													
month	34,4		826,01	206,5	206,5	206,5	206,5	206,5						
hours	17	24	1	03	03	03	03	03						
Output 3.2 - AVRR and direct assistance (Morocco)	operation													
month	88,6		2,128,5	532,1	532,1	532,1	532,1	532,1						
hours	90	24	67	42	42	42	42	42						

<i>Unallocated - Flexible Y3-Y5 to be allocated in coordination with SC</i>	operation month	320,667	30	9,620,000						1,924,000	1,924,000	1,924,000	1,924,000	1,924,000
<b>Total direct cost Outcome 3</b>				<b>14,756,458</b>	1,175,021	1,175,021	1,175,021	1,175,021	436,376	1,924,000	1,924,000	1,924,000	1,924,000	1,924,000
<b>Total budget Outcome 3</b>				<b>14,756,458</b>	1,175,021	1,175,021	1,175,021	1,175,021	436,376	1,924,000	1,924,000	1,924,000	1,924,000	1,924,000
<b>C. Operation and administration</b>														
Staff International (HQ/DK)	month	311,313	60	18,678,769	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877	1,867,877
Staff national (HQ/DK)	month	237,280	60	14,236,814	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681	1,423,681
Staff International (Field)	month	237,404	30	7,122,111	1,424,422	1,424,422	1,424,422	1,424,422	1,424,422					
Staff National (Field)	month	283,760	30	8,512,807	1,702,561	1,702,561	1,702,561	1,702,561	1,702,561					

Unallocated Staff and Office (Field)	mont h	339,333	30	10,180,000						2,036,000	2,036,000	2,036,000	2,036,000	2,036,000
Office costs (HQ/DK)	mont h	56,219	60	3,373,160	337,316	337,316	337,316	337,316	337,316	337,316	337,316	337,316	337,316	337,316
Office costs (Field)	mont h	135,564	30	4,066,905	813,381	813,381	813,381	813,381	813,381					
Travel cost (Global)	mont h	54,599	60	3,275,926	327,593	327,593	327,593	327,593	327,593	327,593	327,593	327,593	327,593	327,593
MEAL (Global and target countries)	mont h	83,333	60	5,000,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000	500,000
Visibility (Global and target countries)	mont h	15,939	60	956,315	95,632	95,632	95,632	95,632	95,632	95,632	95,632	95,632	95,632	95,632
<b>Total direct cost Operations and administration</b>				<b>75,402,807</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>
<b>Total direct cost Operations and administration</b>				<b>75,402,807</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>8,492,463</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>	<b>6,588,098</b>

<b>Total direct cost</b>		<b>157,78</b>	<b>18,01</b>	<b>18,01</b>	<b>18,01</b>	<b>18,01</b>	<b>18,01</b>	<b>16,97</b>	<b>14,47</b>	<b>13,56</b>	<b>13,56</b>	<b>13,56</b>	<b>13,56</b>
		<b>9,219</b>	<b>7,832</b>	<b>7,832</b>	<b>7,832</b>	<b>7,832</b>	<b>7,832</b>	<b>2,610</b>	<b>2,885</b>	<b>8,098</b>	<b>8,098</b>	<b>8,098</b>	<b>8,098</b>
<b>D. Indirect cost</b>													
Administrative costs (max. 7% of direct cost)	month	60	11,045,245	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525	1,104,525
Contingency	Lump sum		1,915,536										
<b>Total indirect cost</b>			<b>12,960,781</b>	<b>1,104,525</b>									
<b>Total budget</b>			<b>170,750,000</b>	19,122,357	19,122,357	19,122,357	19,122,357	18,077,134	15,577,410	14,672,623	14,672,623	14,672,623	14,672,623

NOTE: See Chapter 3 for further guidance on administrative costs and contingency

## ANNEX 7: PLAN FOR COMMUNICATION OF RESULTS

In alignment with objective of the CAPACITY - Danish Migration Management Programme, the communication activities will be rooted upon highlighting the Project's contribution to fostering collaborative approaches, enhancing dialogues and strengthening equal partnerships models for better and more effective migration management, including rights-based return and readmissions, between Denmark and countries of origin. In this regard, the communication will aim at positioning IOM as a proactive, responsive and relevant inter-governmental actor, with emphasis on the Immigration and Border Governance (IBG)'s portfolio.

- **Key Message(s).** The communication strategy will be aligned with the Project's objective and outcomes, and more broadly with the strategic priorities outlined in Denmark's Organizational Strategy for IOM (2023-2026), the IOM Strategic Plan 2024-2028, and IBG's Communication Strategy. Focus will be given to:
  - Shaping perceptions on migration, migration management and governance, promoting a value- and evidence-based public discourse, ensuring the dissemination of accurately sourced and fact-checked information through a simple, precise and readable language.
  - Engaging effectively with relevant stakeholders and diverse target audience to enhance impact, encourage positive and constructive dialogue, and increase awareness of key thematic areas including return, readmission and reintegration, whilst avoiding political commentaries and revealing political stands.
  - Demonstrating the Project's achievements and successes, so to depict an overarching, coherent, multidisciplinary and specialized image of the IBG Division's initiatives which encompass protection, development, humanitarian action, rule of law and facilitation.
- **Timing.** During the Project lifecycle, a tailored dissemination plan will be developed to ensure continued external communication responsive to the workplan and the activities developments. As an example, a social media calendar with scheduled publication dates will be put in place and will be used as the main internal planning tool, ensuring coordination between IOM Country Offices (COs), Regional Offices (ROs) and Headquarter (HQ).
- **Mechanisms.** The Project will make use of existing IOM communications channels at national, regional and global levels, ensuring mutual reinforcements (e.g, hyperlinks, embedded publications). With pertinence to relevant inter-organizations/institutions publications, including press releases, audiovisual publications and visual reports, coordination will be encouraged with the Ministry of Foreign Affairs of Denmark and/or relevant Danish embassies. Today's available platforms include:
  - **IOM Global Online Platforms** for dynamic and engaging written text that enhances public, government, donor, media and private sector interest on migration ([Migration News Desk & Media Briefing News Desk](#); [IOM Global Website](#); [Storyteller](#); [IOM Medium](#); [Migration Blog](#); [YouTube](#)).
  - **IOM National and Regional websites/Social Media Platforms** including [IOM Denmark's Website](#).
  - **IOM Global Social Media Platforms** ([X/Twitter](#); [Facebook](#); [Instagram](#); [LinkedIn](#)).

- [Events to promote multilateral dialogues on migration management, including rights-based return and readmissions management, fostering collaboration among various stakeholders, exchanging experiences, challenges and opportunities at country, regional and global levels.](#)

Additional instruments that will be considered, if deemed relevant, are newsletter, media engagement (e.g., journalists, editors, media operators), reports and publications.

- **Audiences.** Through its social media platforms, IOM is strategically positioned to reach a diverse audience and different target groups. For this initiative, the following **primary audience** will be targeted:
  - **Public**, to encourage an evidence-based discourse and positively shape perceptions on migration, migration management and governance whilst contributing to the Project's visibility and achievements.
  - **Governments**, to position IOM and Denmark as trustworthy partners to rely on when progressing in good migration management and governance frameworks, being IOM an available, responsive and specialized partner for capacity development and technical assistance.
  - **Donors**, to position IOM as specialized, effective and responsive implementing partner at country, regional and international levels; to promote synergies across donors sharing similar interests, including on IOM IBG initiatives.
  - **Private Sector**, to trigger synergies and raise awareness on shared objectives and further diversify private sector engagement on IBG's thematic areas of work.
- **Responsibilities.** Relevant staff members, including IBG Staff in ROs, COs, as well as IBG Regional Thematic Specialists and HQ Staff will contribute actively towards the communication plan's objectives. Content creation is a responsibility shared horizontally by all these entities and will be coordinated by a communication focal point at IOM CO Denmark. Eventually, all national/regional communications focal points will be tasked with adapting their messages to the national/regional context, making sure to give accurate and specific information on the Project's goals and outcomes. The official languages for global and regional communications are English, French and Arabic, yet country/regional teams will be encouraged to use national languages, adapted to the audience.

# ICMPD – Denmark Migration Management Project (2024-2029)

<p><b>Key results:</b> The key results of the project are 1) to contribute to strengthened capacities of countries of origin to manage migration challenges in line with international standards, and 2) to contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration.</p> <p><b>Justification for support:</b> The project responds to challenges related to migration, including significant and increasing irregular migration movements and the needs for capacity development in countries of origin within migration management, as well as return, readmission and sustainable reintegration. The project positions Denmark to play a leading role in the use of development assistance to support longer-term, more sustainable approach to programming addressing migration challenges, and particularly in relation to migration management, as well as returns, readmission and sustainable reintegration.</p> <p><b>Major risks and challenges:</b> The main risks concern the scale of the challenges when compared to the funding available, exacerbated by a lack of collaboration within the priority or country of origin in relation to migration management capacities, systems, and policy frameworks. Other risks include the potential for negative conduct of law enforcement agencies benefitting from certain components within the programme. This is mitigated by a strong human rights and HRBA focus across the project.</p>	<b>File No.</b>	24/13275							
	<b>Country</b>	Based on continuous assessment							
	<b>Responsible Unit</b>	MIGSTAB							
	<b>Sector</b>	15190 Facilitation of orderly, safe, regular and responsible migration and mobility							
	<b>Partner</b>	ICMPD							
		<i>DKK million</i>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>Total</b>
	<b>Commitment</b>		50	42	35	43,75	0	0	170,75
	<b>Projected disbursement</b>		30	22	32,75	32	32	22	170,75
	<b>Duration</b>	11/2024 – 11/2029 (5 years)							
	<b>Previous grants</b>	ICMPD received previous grants under different projects							
	<b>Finance Act code</b>	§06.32.10.13							
	<b>Head of unit</b>	Nicolaj A. Hejberg Petersen							
	<b>Desk officer</b>	Andrea Bruhn Bové							
	<b>Reviewed by CFO</b>	YES: Antonio Ugaz-Simonsen							
<b>Relevant SDGs</b> <i>[Maximum 1 – highlight with grey]</i>									
 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation				
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production				
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals					

## Objectives

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

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

	Climate adaptation	Climate mitigation	Biodiversity	Other green/environment
<b>ICMPD</b>	0	0	0	0
<b>Total green budget (DKK)</b>	0	0	0	0

## Justification for choice of partner:

EU pillar assessed, extensive experience, strong network, well-established working relationships with government stakeholders and alignment with the global mandate in supporting migration management. ICMPD, as a multilateral organisation, has 9 active projects related to migration issues with DK MFA and following up on from previous recommendations the Danish support will work on more programmatic efforts with ICMPD.

## Summary:

The project document outlines the background, rationale and justification, objectives and management arrangements for the support concerning the “ICMPD-Denmark Migration Management Project”, which is Pillar II of the programme “CAPACITY – The Danish Migration Management Programme 2024-2029”. Th project aims to facilitate a longer-term engagement with prioritised partner countries and will be structured in a flexible manner, allowing for the support of activities in priority countries of origin in accordance with changing needs and priorities. The CAPACITY programme focus is on strengthening the capacity of migration authorities, including through infrastructure support, modernising the migration governance system, such as visa processing, digitalisation of immigration systems and return, re-admission, and re-integration.

## Budget (engagement as defined in FMI):

Component 1: Contribute to strengthened capacities of partner countries to manage migration challenges in line with international standards.	55,6
Component 2: Contribute to improved structures in partner countries to accommodate safe and dignified return, readmission, and sustainable reintegration.	72,9
Operation and administration, and MEL	15,6
Unallocated	15,35
Overhead and audit	11,3
<b>Total</b>	<b>170,75</b>

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

–

09 October 2024 - draft

**Project Document**

**Pillar II of CAPACITY – The Danish Migration Management Programme**

**‘ICMPD-Denmark Migration Management Project’**

## Abbreviations

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

## Contents

1.	Introduction .....	5
2.	Rationale and justification.....	5
3.	Context and strategic considerations .....	6
1.1	Iraq .....	6
1.2	Jordan.....	6
1.3	Lebanon.....	6
1.4	Algeria.....	7
1.5	Nigeria.....	7
1.6	Strategic framework.....	8
2	Background on ICMPD.....	9
3	ODA Eligibility.....	10
4	Project objective .....	10
5	Theory of change and key assumptions .....	10
5.1	Summary of the tentative results framework .....	12
6	Institutional and Management arrangement.....	13
8.1	Organisational set up.....	13
8.2	Suggested MEAL structure/approach for the project .....	15
9	Financial Management, planning and reporting .....	16
10	Risk Management.....	17
11	Closure .....	18
	ANNEX I – Content Analysis - Country contexts.....	19
I.	Iraq .....	19
II.	Mediterranean.....	20
1.	Jordan.....	21
2.	Lebanon.....	21
III.	North Africa .....	22
1.	Morocco.....	22
IV.	Nigeria.....	23
	ANNEX II – Proposed Actions.....	26
a.	Jordan.....	26
b.	Lebanon.....	29
c.	Morocco.....	32
d.	Algeria .....	35
e.	Nigeria.....	37
f.	Iraq .....	42
g.	Other: Somalia, South-South Cooperation.....	46

ANNEX III – Detailed Results Framework .....	50
ANNEX IV – ICMPD Institutional and Management Capacity .....	59
ANNEX V: Overview of ICMPD experience in the priority countries .....	62
ANNEX VI – ICMPD Quality and Accountability standards .....	64
Environmental Criteria and Sustainability .....	65
Promoting Gender-Sensitive Approaches in Migration .....	65
ANNEX VII – Budget.....	67

## 1. Introduction

The present project document outlines the background, rationale and justification, objectives and management arrangements for the support concerning the “ICMPD-Denmark Migration Management Project”, which is Pillar II of the programme “CAPACITY – The Danish Migration Management Programme 2024-2029”. This project aims to facilitate a longer-term engagement with prioritised partner countries and will be structured in a flexible manner, allowing for the support of activities in priority countries of origin in accordance with changing needs and priorities. Under this pillar, ICMPD may form partnerships with NGOs in the relevant countries to support planning and implementation of activities.

The initial geographical focus and thematic content of the project is outlined in broad terms in the project document and will be developed further by ICMPD during an inception phase in the first six months of 2025. The results of this inception phase will be assessed by the CAPACITY programme steering committee and the necessary direction given so that ICMPD can initiate its proposed action.

The project document is aligned with the programme document for the CAPACITY programme and as such focuses on strengthening migration management in partner countries, also in relation to return, readmission and sustainable reintegration. With this goal, the overall programme focuses on capacity building and technical assistance in priority countries in order to support the countries' migration management within their own borders, as well as their capacity to receive their own readmitted nationals, including sustainable reintegration. International partnership building, and in particular 'South-South dialogue' on migration issues is also supported within the scope of the programme.

In terms of priority countries, the overall programme – as also reflected in this project – takes a flexible approach with due consideration to Denmark's bilateral relations and priorities with partner countries, in particular on the issues related to return and readmission cooperation. The overall prioritisation will be decided in a programme steering committee consisting of the Danish Ministry of Foreign Affairs (MFA) and the Danish Ministry of Immigration and Integration (MIU), and through subsequent consultations in the project steering committee under this project. ICMPD's assessment of the context and needs in line with the objectives of the programme (see below), and countries where ICMPD is active and has proven capacity to deliver, the initial geographic focus of the project is expected to be on **Nigeria, Iraq, Algeria, Lebanon, and Jordan**. In line with the flexible approach of the overall programme, the geographical focus of the project is subject to adjustments according to the prioritisation by the programme steering committee.

## 2. Rationale and justification

There is a pressing need to strengthen the capacity of countries of origin on migration management and especially on return, readmission and reintegration while ensuring that these abide by international human rights standards. Improvements in cooperation between countries is also a pre-requisite.

According to IOM, there are around 281 million international migrants in the world, which equates to 3.6 percent of the global population, estimated to generate 9.4 % of global GDP (including via remittances).<sup>1</sup> The number of migrants and refugees is growing moderately yet faster than the global population growth, with around one third of global migration estimated to be irregular migration – defined by the EU as “movement of persons to a new place of residence or transit that takes place outside the regulatory norms of the sending, transit and receiving countries”.<sup>2</sup>

Supporting countries of origin to improve their capacities, systems, and policy frameworks for migration management not only enhances the potential of these countries to manage it effectively within their own borders (thus contributing to reducing irregular migration), but also boosts prospects for sustainable return and reintegration of their own readmitted nationals. Sustainable reintegration in turn enhances the returnees' ability to be an active contributor to the socio-economic development in their countries of origin.

The ability of countries of origin to manage migration within their own borders represents, however, a significant, complex, and multi-faceted challenge. It requires a broad set of institutional capacities, systems and policy frameworks, which typically span multiple line ministries both at national and at sub-national level. Recent migration trends suggest that many of these systems require significant revision and updating to respond effectively to the changing nature of migration, including effective management of migrants within their own borders.

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<sup>1</sup> IOM World Migration Report 2024

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

### 3. Context and strategic considerations

The action will implement and promote a rights-based approach to return, readmission, and reintegration (RRR), emphasizing the protection of migrants' rights throughout these processes. This approach places individuals, their well-being, and the safeguarding of their rights at the core of every decision and activity related to return and reintegration, incorporating a Do No Harm approach and upholding due diligence standards. Furthermore, the programme will foster local ownership by actively engaging national and local stakeholders from the initial planning stages through to the execution of RRR activities. By promoting inclusive decision-making and capacity building, the action empowers partner countries to take a leading role in the programme, enhancing the long-term effectiveness of RRR efforts. This also ensures that RRR activities are contextually tailored and that they reflect the needs and priorities of both returnees and their communities.

The following presents the context for the countries highlighted above.

#### 1.1 Iraq

ICMPD's Migration Outlook 2024<sup>3</sup> highlights that the country continues to have a fragile political and security environment. Moreover, Iraq continues to have acute humanitarian and development needs. There are still 1.14 million internally displaced people (IDPs), and 25 IDP camps hosting 175,000 people in the Kurdistan Region of Iraq. Approximately 4.84 million IDPs returned to their area of origin between 2014 and December 2023. The post-conflict regions have inadequate basic public services such as education and health care as well as fully functioning local governments, which prevent returnees from fully reintegrating into their communities. Social tensions remain high given the lack of measures for restorative justice and reconciliation. There is also a lack of employment opportunities. Iraqis continue to be propelled towards outward migration due to poor socio-economic prospects and other vulnerabilities. In 2023, 26,131 asylum applications were recorded in the EU, marginally less than 27,604 recorded in 2022 and 28,760 recorded in 2021. Since 2015, over 760,000 people have migrated from Iraq and its Kurdistan Region. In particular, the Kurdistan Region of Iraq is seen as having a higher share of the overall outward migration from Iraq and is consequently a higher recipient of returning migrants. Smuggling remains a primary method for leaving the country with human traffickers continuing to prey on vulnerable people in urban and rural areas, especially post conflict regions. Globally, Iraq also remains one of the countries most vulnerable to climate change with rising temperatures, less rainfall, increasing desertification and salinity, and recurring dust storms. The impact of climate change is causing increasing internal displacement in Iraq, with higher rural to urban migration occurring as a result.

#### 1.2 Jordan

In Jordan, 3.3 million international migrants reside representing 33.1% of its population<sup>4</sup>. Among these, according to UNHCR, 750 thousand are refugees and asylum seekers mainly from Syria and Iraq. However, according to the Jordanian government, the number of Syrian refugees alone is estimated to be 1.3 million. Additionally, 2 million Palestinians, residing in the country, are registered with UNRWA, contributing significantly to the migrant population in Jordan<sup>5</sup>. Besides the security challenges related to its geographic position in a region marked by conflicts and instability, Jordan is a scarce-resource as well as predominantly water-scarce and arid country. Climate change is further hindering the agricultural exploitation of the country's land, which already struggles to meet the population's needs. Additionally, the economic situation, marked by high unemployment rates (reaching above 40% among youth and 29% among women<sup>6</sup>) and significant poverty (24.1% in the first trimester of 2023)<sup>7</sup>, imposes a substantial burden on Jordan and limits its economic development prospects. In addition, Jordan's population has doubled since 2005<sup>8</sup>.

#### 1.3 Lebanon

Lebanon is facing a multi-faceted crisis with grave and progressively evident humanitarian concerns. The country's severe economic situation. The spillover effects of the Syrian crisis continue and have led to growing hostile sentiments towards Syrian refugees. The number of displaced Syrians returning to their home country remains limited, with UNHCR verifying around 24,400 returns in the initial eight months of 2023. Furthermore, after the escalation of the Gaza conflict in October 2023, almost daily cross-border artillery firing and drone attacks between Israeli forces and Hezbollah fighters have forced thousands of people on both sides of the border to flee their homes. The dire economic situation and the threat of return have already led to an increase of irregular boat departures from Lebanon to Cyprus and Italy. In contrast with an existing cooperation agreement between Cyprus and Lebanon for the return of irregular migrants, the authorities of Lebanon have recently refused to accept the return of a group of migrants that had arrived in Cyprus. High costs, cooperation between

<sup>3</sup> [https://www.icmpd.org/file/download/61134/file/ICMPD\\_Silk%2520Routes\\_Migration%2520Outlook%25202024.pdf](https://www.icmpd.org/file/download/61134/file/ICMPD_Silk%2520Routes_Migration%2520Outlook%25202024.pdf) (page 9-10)

<sup>4</sup> UNDESA (2021). UNDESA Population Division. <https://www.un.org/en/development/desa/population/migration/data/estimates2/countryprofiles.asp>

<sup>5</sup> UNHCR (2021). *Registered persons of concern refugees and asylum seekers in Jordan*. <https://reliefweb.int/sites/reliefweb.int/files/resources/External%20Statistical%20Report%20on%20UNHCR%20Registered%20PoC%20as%20of%2030%20September%202021.pdf>

<sup>6</sup> Worldbank (2023). *The Worldbank in Jordan: Overview*. <https://www.worldbank.org/en/country/jordan/overview>

<sup>7</sup> The Jordan Times (2023). *Poverty rate of 24.1% requires policy change — experts*. <https://www.jordantimes.com/news/local/poverty-rate-241-requires-policy-change-%E2%80%94-experts>

<sup>8</sup> Worldbank (2023). *Population, total – Jordan*. <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=JO>

border management authorities of origin and destination country, low financial means of refugees in Lebanon and the restricted capacities for organising crossings by boat will limit overall arrivals to Europe via this route in 2024 – at least in comparison to other routes and means of transportation.

#### 1.4 Algeria

Algeria's location as well as its increasing role as a country of transit of migration flows, means it remains pivotal to efforts to holistically address migration challenges. In 2023, irregular crossings involving Algerian nationals along the Central Mediterranean Route decreased by 50.9%. This could be linked to different factors, including enhanced cooperation between North African countries and the EU on migration, as well as Algeria's efforts in supporting international cooperation on migration and development and the promotion of a common regional approach on migration issues and management.

Despite being a crucial player in regional migration, efforts to ensure the engagement of Algeria in migration management cooperation in the past decades have been altogether unsuccessful. Whilst affected by conflicts within the immediate proximity, including from the Sahel, Algeria have signalled a preference for autonomous and national-driven approach to migration governance. The ability to engage with governing bodies to identify and address their agenda will be a key precept to ensuring cooperation and buy-in in areas pertaining to professionalisation, particularly in the fields of priority for the country such as combating migrant smuggling, creating economic opportunities, addressing the roots of irregular migration, and enhancing border management.

#### 1.5 Nigeria

Nigeria's migration profile is characterised by diverse forms of mobility, including inflows of migrants, refugees and asylum seekers; strong internal migration – especially rural-urban migration; a large diaspora population resulting from steadily increasing flows of Nigerians leaving the country both regularly and irregularly; strong return flows (especially of migrants in vulnerable situations); internal and international transhumance; and significant forced displacement due to multi-form conflicts, the growing impacts of climate change, and persistent economic challenges. Nigeria is also affected by various forms of internal, intra-regional and extra-regional (including to Europe) trafficking in persons. The involvement of Nigerian criminal networks in perpetrating trafficking has been well documented and these networks are also known to be active in a range of other criminal businesses.<sup>9</sup> Security issues significantly impact migration flows, especially internal displacement. Meanwhile, violence between herder and farmer communities has escalated in recent years, spreading southward, with cattle raids by gangs increasingly becoming common, as grazing pastoral lands have diminished. Banditry and kidnapping for ransom in the Northwest and other parts of the country have also increased insecurity. These tensions lead to extensive displacement, with increased protection needs and constrained access to basic services.<sup>10</sup> Since 2009, the insurgency in the Northeast involving several armed groups has resulted in widespread violence, the displacement of over 2 million people, and a humanitarian crisis, with significant social, economic, and political impacts on the affected communities and the country.<sup>11</sup> Nigeria is highly exposed to the effects of climate change. Floods, coastal erosion, ocean surges and swells, wind and dust storms are occurring more frequently and severely across the country. One in three Nigerians consider migrating primarily due to the economic situation and a significant share consider irregular routes.<sup>12</sup>

While relatively high levels of donor funding go to programmes that facilitate migrant return,<sup>13</sup> several stakeholders noted insufficient support for the sustainable reintegration of the returnees. Research by ICMPD found that all but one of the donor-funded return and reintegration programmes had a reintegration objective (related to vocational and skills training), despite the National Migration Policy and National Policy on Labour Migration advocating skills development support to returnees.<sup>14</sup> At the same time, there is a lack of data on, and monitoring of, returnees – both amongst government departments that do not yet collect systematic data on returnees, but also for donor-funded return and reintegration programmes, not all of which have data on the number and status of their graduated beneficiaries.<sup>15</sup><sup>16</sup> The increased donor funding for return and reintegration has led to greater specialisation in government ministries and a more coordinated governance framework on

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<sup>9</sup> European Union Agency for Law Enforcement Cooperation (2021) European Migrant Smuggling Centre: 5th annual report. doi: <https://doi.org/10.2813/90877>.

<sup>10</sup> George, J. et al. (2022) 'Explaining transhumance-related violence: Fulani ethnic militia in rural Nigeria'. *Journal of Rural Studies*, 89, pp. 275–286. <https://doi.org/10.1016/j.jrurstud.2021.12.003>.

<sup>11</sup> International Organization for Migration (2023) Irregular migration routes to Europe: West and Central Africa. Available at <https://dtm.iom.int/sites/g/files/tmzbd11461/files/reports/2023.06%20-%20ENG%20-%20IOM%20-%20Mediterranean%20Developments%20-%20Flows%20from%20WCA.pdf>.

<sup>12</sup> *Ibid*

<sup>13</sup> Bisong, A., (2022) 'Return, Precarity and Vulnerability in West Africa: Evidence from Nigeria'. In *Migration in West Africa: IMISCOE Regional Reader*, pp. 211-236. Cham: Springer International Publishing.

<sup>14</sup> Hall, S. (2021) Study on return, readmission and reintegration programmes in Africa. Vienna: International Centre for Migration Policy Development. Available at [https://www.icmpd.org/file/download/53786/file/Study\\_EN.pdf](https://www.icmpd.org/file/download/53786/file/Study_EN.pdf).

<sup>15</sup> *Ibid*

<sup>16</sup> Key informant interview, Seefar, 11 December 2023.

return and reintegration, now led by the National Commission for Refugees, Migrants and Internally Displaced (NCFRMI).<sup>17</sup> The Edo State government has also developed comprehensive frameworks on return and reintegration.<sup>18</sup> While a lot has been done in the area of RRR in recent years,<sup>19</sup> capacities of NCFRMI and the local institutions to ensure effective referral and sustainable reintegration are limited.

## 1.6 Strategic framework

### 1.6.1 International policies

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

Denmark is signatory to the Global Compact for Safe, Orderly and Regular Migration (GCM), which is part of a broader agreement, the New York Declaration for Refugees and Migrants, endorsed by 193 UN Member States recognising the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. The GCM is a non-binding document that respects states' sovereignty regarding the right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration.<sup>20</sup> There are several aspects of the GCM, which relate to and shape this project, not least the importance of Government-to-Government dialogue, and States working together to support migration management. The GCM notes the importance of collecting accurate information regarding refugees and migrants and places a strong emphasis on gender-sensitive approaches to protection, return, readmission, and sustainable reintegration.

Denmark is also a signatory to the 1951 Refugee Convention and the 1967 supplementary protocol which provides the internationally recognized definition of a refugee and outlines the legal protection, rights, and assistance a refugee is entitled to receive. While the 1951 Refugee Convention and the 1967 supplementary protocol represent core pillars of international refugee law, they also have significant implications for questions pertaining to return and readmission due to the non-refoulement principle in Article 33 of the 1951 Convention (dealing with forcible return of refugees or asylum seekers to a country where they are liable to be subject to persecution).

On 14 May 2024, the European Council adopted the new *EU Migration and Asylum Pact (the Pact)*.<sup>21</sup> The Pact represents a significant legislative reform and consolidation of common EU agreements and rules.<sup>22</sup> On the external dimension of the Pact, a part is the embedding of migration in international partnerships and cooperation on migration issues, including addressing irregular migration by among others strengthened capacity on migration management and cooperating on return, readmission and the provision of sustainable reintegration support.<sup>23</sup>

The project is also informed by the Joint Valletta Action Plan (JVAP) from 2015, which provides a set of political and operational measures to enhance cooperation between African and European countries with the aim to provide a framework for human and sustainable management of migration<sup>24</sup>. The JVAP is structured five priority domains, including: i) development benefits of migration and addressing root causes of irregular migration and forced displacement; ii) legal migration and mobility; iii) protection and asylum; iv) prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings; and v) return, readmission, and reintegration.<sup>25</sup>

### 1.6.2 Danish policies and strategies

The project aligns with the 2024 Finance Act and the Government's priorities for Danish Development Cooperation. Addressing irregular migration is one of four main lines of action articulated in the Finance Act. The project also aligns with several of the objectives articulated in Denmark's strategy for development cooperation "The World We Share", including "the principles for Danish development cooperation" and specific pillar on "preventing and fighting poverty and equality,

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<sup>17</sup> Nneli, T., Hagen-Zanker, J., Hennessey, G. (2022) 'Migration-relevant policies in Nigeria (v2)'. Oslo: Peace Research Institute Oslo. Available at [www.mignex.org/ngaOHCHR](https://www.mignex.org/ngaOHCHR), 2022  
<https://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2FPPRiCAqhKb7yhso4eaR8wGbwU5eRO%2Bk0RTenPGyXDz6Rc%2BrT%2FTOrMPV1%2FDEEY0BduBDuq3pOdOdT0Ev0uM5%2BpjC6wp3q%2FPLbzjz8IerzCqGdXd4cr%2BVPwCIz>

<sup>18</sup> Bisong, *op cit*

<sup>19</sup> Report on the RRR ICMPD

<sup>20</sup> IOM, "Global Compact for Migration", available at: <https://www.iom.int/global-compact-migration>

<sup>21</sup> <https://www.consilium.europa.eu/da/press/press-releases/2024/05/14/the-council-adopts-the-eu-s-pact-on-migration-and-asylum/#:~:text=The%20asylum%20and%20migration%20management,responsibility%20among%20the%20member%20states>

<sup>22</sup> <https://www.europarl.europa.eu/news/en/press-room/20240408IPR20290/meps-approve-the-new-migration-and-asylum-pact>

<sup>23</sup> [https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum\\_en](https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en)

<sup>24</sup> European Commission, Migration and Home Affairs, "Joint Valletta Action Plan (JVAP)", available here: [https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/joint-valletta-action-plan-jvap\\_en](https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/joint-valletta-action-plan-jvap_en)

<sup>25</sup> "Action Plan", Valletta Summit, 11- 12 November 2015, available at: [https://www.consilium.europa.eu/media/21839/action\\_plan\\_en.pdf](https://www.consilium.europa.eu/media/21839/action_plan_en.pdf)

conflict and displacement, irregular migration and fragility”. Among others, the strategy seeks to strengthen cooperation on voluntary return of persons without legal residence in Denmark. It will contribute to meeting objectives strengthening the collective ability to address irregular migration in a safer and orderly manner, centred primarily around strengthening the capacity and ownership of States that are both countries of origin, transit and destination.

### 1.6.3 Past results and lessons learned

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

ICMPD engages national institutions through participatory approaches, anchor reintegration support within existing public institutions and programmes, and build capacities to enhance the availability and quality of services. This paves the way for an “exit” strategy or a seamless handover to relevant entities in the country of origin – which indeed is always the focus of ICMPD’s work. For instance, the CAIR<sup>26</sup> project in Iraq led to the development and formal adoption in 2022 of a Vision on Sustainable Reintegration of Returnees in Iraq. In Nigeria, the PROSPECT<sup>27</sup> project (implemented in the framework of the Return and Reintegration Facility) supports the Working Group on Return and Reintegration. This platform allows local state and non-state stakeholders to come together and discuss the reintegration of returnees, including victims of trafficking, leading to improved coordination for referral pathways.

ICMPD follow an approach where the actions proposed build on available evidence generated by initiatives implemented in the target countries and beyond, to foster sustainable reintegration. This includes for instance and is not limited to, impact evaluations of reintegration assistance, longitudinal surveys of post-return outcomes, and available evidence and lessons learnt related to sustainable reintegration (e.g. sustainable reintegration in rural areas, etc.).

Beyond migration dialogues, ICMPD has built on networks and partnerships to bring stakeholders together. For instance, dedicated multi-stakeholder platforms have been set up under various projects, notably to support Private Sector Engagement. In example, the Public-Private Sector Partnership for Reintegration in Bangladesh<sup>28</sup> initiative aimed at supporting the economic reintegration of returnees by matching returnees with potential employers from the private sector or other income-generating activities. In Iraq, the Danish-funded CAIR project components related to the establishment of a multi-stakeholder platform in Iraq as a one-stop-shop for cooperation on sustainable reintegration, with the private-sector play a crucial role vis-à-vis employment, training, and economic support.

## 2 Background on ICMPD

The International Centre for Migration Policy Development (ICMPD) is an international organisation, with 21 Member States and working in more than 90 countries worldwide. Contributing to the development of better and safer migration policies and programmes, ICMPD takes a holistic approach to migration: structurally linking policy and research, cooperation, community outreach, and capacity development. With over 500 staff members, it takes a regional approach in its work towards efficient cooperation and partnerships along key migration routes, with a focus on Africa, Central and South Asia, Europe, Mediterranean, and the Middle East.

Founded in 1993 with headquarters in Vienna and liaison office in Brussels, ICMPD holds UN observer status and cooperates with more than 200 partners including EU institutions, UN agencies, Member States, and several countries. ICMPD receives contributions from its Member States and bilateral donors, the European Commission, UN partners, and other multilateral institutions.

ICMPD’s three-pillar approach to migration management – structurally linking research, migration dialogues and capacity building is a strong formula for delivering effective, efficient and sustainable actions. Capacity building and technical assistance interventions by ICMPD on the ground build trust with the beneficiaries, create impact, and produce data. The data is accumulated, processed and analysed by research. Conclusions and policy recommendations are developed and presented to European and Partner governments through government-to-government focused Migration Dialogues. ICMPD is Secretariat

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<sup>26</sup> <https://www.icmpd.org/our-work/projects/capacity-building-for-long-term-reintegration-of-returnees-to-afghanistan-and-iraq-cair>

<sup>27</sup> [https://reintegrationfacility.eu/rrf\\_projects/prospect/](https://reintegrationfacility.eu/rrf_projects/prospect/)

<sup>28</sup> [https://reintegrationfacility.eu/rrf\\_projects/private-sector-engagement-bangladesh/](https://reintegrationfacility.eu/rrf_projects/private-sector-engagement-bangladesh/)

(or supporting a Secretariat) to major Migration Dialogues covering all the mentioned priority countries i.e. the Budapest Process, the Khartoum Process, the Rabat Process, as well as the EU-Africa Continent-to-Continent Dialogue on Migration and Mobility (recently also the EUROMED Migration dialogue).

### 3 ODA Eligibility

The programme has been reviewed by MFA counterparts with expertise in relation to ODA eligibility. This is particularly important to consider given the inter-ministerial nature of the programme, coupled with the focus on migration-related programming, and specifically returns and reintegration. The programme design has been informed by OECD DAC's guiding principles, and these principles will continue to guide the programme implementation, including in relation to Government-to-Government dialogue, and MIGSTAB's cooperation with ICMPD. This oversight and responsibility will be a key function of the programme steering committee. In addition, ICMPD has experience with assessing DAC-criteria. It is also important to emphasise that any reference to supporting "capacities" or the provision of "equipment" referenced throughout the project document, including in the indicative activities listed, relate exclusively to civilian functions and do not relate to military or border control equipment.

### 4 Project objective

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

In line with the above objective, the project seeks to achieve the following specific objectives and outcomes:

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

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

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

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

### 5 Theory of change and key assumptions

The projects theory of change is that:

**IF** Areas and needs for cooperation as well as relevant partners on migration are identified/mapped; and **IF** needs of potential & intending migrants for accurate information and support services are assessed; and **IF** multi-channel communication strategies and information campaigns (including messages, target groups, outreach) are developed; and **IF** capacity building needs of implementing governments, CSO, journalist and other partners to support campaigns and services are identified; and **IF** gap analyses, capacity/training and equipment needs assessments related to migration management are completed; and **IF** human rights-based migration management, ToTs and training curricula on identified needs are developed; and **IF** needed migration management equipment is procured; and **IF** candidate agency and focal points for migration management cooperation/network are mapped; and **IF** migration management network SOPs, TORs and information exchange documents are drafted;

**AND, IF** human rights, labour rights, gender and age responsive approaches to RRR services are developed; and **IF** RRR partners, referral network and coordination mechanisms identified/ are mapped; and **IF** needed trainings to improve government & CSO partners KAIs and capacities are identified; and **IF** curricula for government and CSO CB KAI trainings

on human rights-based RRR is developed; and **IF** SOPs and MOUs to support referral and service network building are drafted, and **IF** Information campaign including key messages, channels, and target groups are developed; and **IF** Information campaigns on RRR process and available reintegration services are implemented; and **IF** Returnee counselling, case management and support services needs are assessed; and **IF** needed community-based reintegration activities are mapped and planned;

**THEN**, Sustainable reintegration of returnees in priority country countries will be improved, and migration governance in partnership with priority partner countries will be strengthened.

Moreover, **IF** sustainable reintegration of returnees is improved, and **IF** migration governance with priority partner countries is strengthened, **THEN**, Human rights-based migration management will be enhanced.

This follows a number of **key assumptions**:

The intervention logic (theory of change) is based on several key assumptions, that is, the conditions that need to hold for the intervention logic to remain valid and for the project to be able to produce its planned results. They include, for example:

- All partner governments are willing to prioritize and commit staff, institutional and financial resources to strengthening migration governance and human rights-based migration management as well as improving the sustainable reintegration of returnees.
- The relevant partner governments are willing to cooperate with one another to improve migration management.
- The political situation in the relevant partner countries remains sufficiently stable to support necessary cooperation among the partner governments.
- Partner cooperation can be maintained even in the face of differing views on any emergent local, regional or global political conflicts that emerge during implementation.
- All necessary partners are able to make staff with sufficient baseline skills available to participate in the projects.
- All project partner staff (from governments, CSOs, journalists or other partners) are available and willing to participate in project activities including network building and trainings.
- Project partners can develop the networks needed to improved access to and types of services available to potential and intending migrants and returnees.
- Potential and intending migrants are willing to participate in mobility programmes and returnees are willing to participate in reintegration programmes and services.
- Project trainings will improve participants' knowledge and skills needed to support rights-based migration management and sustainable reintegration. Participants intend and are able to apply their improved knowledge and skills to rights-based migration management and sustainable reintegration programmes and practices, which will influence their behaviours in the field.
- Information campaigns and counselling services for potential and intending migrants will improve their understanding of the risks of irregular migration and available regular mobility pathways to migrants. Potential and intending migrants will apply their improved knowledge of these risks and options, which will deter irregular migration behaviours and encourage safe, regular forms of migration.
- Sufficient data and information are available or will be generated through project activities to produce evidence-informed products (outputs) needed to improve project participant capacity to improve migration management and sustainable reintegration in their countries.
- Needed migration management infrastructure, systems, and equipment can be procured and made operational during project implementation.

The ICMPD team will review and refine the theory of change and assumptions during project inception to ensure a clear, robust intervention logic is in place and is based on a comprehensive set of assumptions.

- Many countries of origin, transit and destination have insufficient technical and operational capacities to cope with the complex dynamics of migration, especially in low- and middle-income countries. They may lack the trained personnel, infrastructure, and governance mechanisms needed to adhere to international migration standards, leading to inefficient border control, inadequate migration services, and challenges in managing mixed migration flows.
- The same is true for return processes and the support for sustainable reintegration for migrants who returned to countries of origin. Many countries lack the financial and institutional resources to provide adequate support systems for reintegrating returnees into society, leading to issues like re-migration or economic hardship.
- In many countries, migration governance involves multiple stakeholders, including government agencies, international organisations, civil society, and private actors, who may have competing interests. Insufficient

coordination and lack of trust between these actors undermine efforts to develop a cohesive migration policy, leading to ineffective responses and an obstacle for evidence-based migration management. Furthermore, it hinders or delays migrants' access to the national referral mechanisms or other required services.

- The fight against cross-border crime, including trafficking in persons and smuggling of migrants, requires international cooperation of law enforcement agencies not only among neighbouring countries but also on international level. Despite shared interests in addressing human trafficking and smuggling, international cooperation can be hindered by political, legal, and diplomatic challenges. The transnational nature of trafficking in persons and smuggling of migrants requires cooperation across multiple jurisdictions and international bodies, but this can be complicated by conflicting national interests, legal frameworks, and limited trust between states. Law enforcement agencies may struggle to work together due to bureaucratic obstacles, resource limitations, or geopolitical tensions.

The results framework is indicative and will be reviewed and updated, as necessary, during the project inception period.

### 5.1 Summary of the tentative results framework

Programme		CAPACITY - Danish Migration Management Programme
Programme Objective		To contribute to strengthened capacity and cooperation on migration management, including on return, readmission and sustainable reintegration in line with international human rights standards.
Impact Indicators		<ul style="list-style-type: none"> <li>• % change in # of identified vulnerable migrants referred to needed services (by age, gender, country of origin, location)</li> <li>• % of beneficiaries reporting higher levels of economic self-sufficiency, social stability and psychosocial wellbeing in their community of return (disaggregated by gender, age, vulnerability, services received, location)</li> </ul>
Baseline		To be determined (tbd).
Specific Objective 1		Contribute to strengthened capacities of countries of origin to handle migration opportunities and challenges in line with international standards.
Outcome 1.1		Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.
Outcome indicators		<ul style="list-style-type: none"> <li>• # of procured infrastructure equipment and facilities operational in line with SOPs and human rights protocols (per year and by type)</li> <li>• # of operational referral networks</li> <li>• # of migration management systems aligned with human rights standards introduced</li> <li>• # of developed / updated policies, action plans, and SOPs aligned with human rights and international standards and taking the needs of women and vulnerable groups into account adopted/operational</li> <li>• # of trainings and infrastructure equipment taking the needs of women and vulnerable groups into account</li> </ul>
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 1.2		Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders
Outcome indicator		<ul style="list-style-type: none"> <li>• % change in trainee KAIs and skills related to human rights-informed migration management (disaggregated by agency, role, gender, location)</li> <li>• % change in # of false documents identified</li> <li>• % change in # of vulnerable migrants identified in line with international human rights practices</li> <li>• # of mobility programmes operational (enrolling participants)</li> </ul>

Baseline	2024	Tbd.
Target	2029	Tbd.
Specific Objective 2		Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission and sustainable reintegration of migrants.
Outcome 2.1		Relevant authorities have improved readmission and reintegration capacities, including through the provision of activities and services incl. gender- and trauma-sensitive reintegration assistance.
Outcome indicator		<ul style="list-style-type: none"> <li>• % of CSO staff in targeted government trained</li> <li>• % change in KAIs and skills of trained staff on human-rights based reintegration practices and services</li> <li>• # of networks and dialogues on reintegration established/enhanced</li> <li>• % targeted potential network partners engaged/participating</li> <li>• # of reintegration services available (counselling, legal, social, economic, psychosocial services)</li> </ul>
Baseline	2024	Tbd.
Target	2029	Tbd.
Outcome 2.2		Returnees have enhanced access to the provision of gender- and trauma-sensitive support and activities to contribute to sustainable reintegration in countries of origin
Outcome indicator		<ul style="list-style-type: none"> <li>• % of returnees receiving human rights-based and gender sensitive reintegration counselling</li> <li>• % of returnees with identified needs who receive referrals to needed services</li> <li>• % of all returnees accessing/benefiting from reintegration services (T1)</li> <li>• % of returnees referred to services who report the assistance received met their identified reintegration needs (T2)</li> </ul>
Baseline	2024	Tbd.
Target	2029	Tbd.

The results framework will be reviewed and updated, as necessary, during the project inception period, and the value of baseline and target indicators will be set, where feasible.

For a detailed tentative results framework and indicative country-specific activities, please see Annex II and III. The activities will be implemented in a flexible manner, i.e. starting with few activities and building on with further activities depending on the actual needs and wishes from the partner country in question and with the steering from the Programme Steering Board in consultation with the Project Steering Committee.

## 6 Institutional and Management arrangement

### 8.1 Organisational set up

MIGSTAB will be responsible for providing overall direction, co-chairing the Project Steering Committee (with UIM), ensuring financial transfers to ICMPD and for monitoring overall progress, including risks and possible need for adaptation. MIGSTAB and UIM will have the joint responsibility for the following aspects of the programme: Liaising with the implementing partners and partner country governments; and Liaising and coordinating with other Danish stakeholders such as relevant Danish Embassies and MFA units, i.e. involved in other Danish migration programmes. These responsibilities are further described in the programme document.

The overall CAPACITY programme will have a **Programme Steering Committee** with the participation of relevant staff from the Danish Ministry of Foreign Affairs and Danish Ministry of Immigration and Integration, which will jointly decide on priorities and country engagement selection for the entire programme on a biannual basis.

In addition, this project will also have a dedicated **Project Steering Committee** with the participation of the Programme Steering Committee members as well as relevant staff from ICMPD, which will also meet on a biannual basis to plan activities

in line with the Programme Steering Committee's priorities and country selection as well as follow-up on the ongoing implementation of initiated activities. This will also include learning and adapting engagements through the project cycle and making the requisite adjustments in relation to the effectiveness, ownership and emerging outcomes of activities, while also taking stock of ongoing dialogue with prioritised countries where activities are being implemented, as well as in contexts which could see activities implemented through the project. The Project Steering Committee is responsible for the overseeing and guiding the implementation of project, including through:

- Tracking activity implementation, including operational aspects relating to financial management and MEAL.
- Provide regular updates regarding activity implementation progress and the status of ongoing government dialogue and participation, to ensure both tracks actively inform each other of progress, constraints, opportunities, challenges, and entry points going forward.
- Respond to proposals and recommendations from the Programme Steering Committee, identifying any adjustments required to existing country level engagements or follow-up required in relation to additional country level engagements.

ICMPD will have the responsibility to arrange the Project Steering Committee meetings on a biannual basis, indicatively taking place in January and June every year.

At country level, Project Steering Groups will be established, comprising of relevant members of the Project Steering Committee and other relevant actors, i.e. relevant staff at Danish Embassies.

In some country contexts, ICMPD and IOM (also a partner to the Migration Management Programme) will be working side-by-side with funding from the same Programme. Therefore, cooperation and information sharing between IOM and ICMPD will be sought and in some cases, direct cooperation will be undertaken to avoid overlap and to tap into each organisation's comparative advantages.

ICMPD will have day to day responsibility for delivering project results, including through (1) strategy, strategy execution, monitoring and oversight; (2) monitoring, evaluation and learning (MEL)-based project design, implementation, monitoring and learning as well as oversight of independent, external evaluations; and (3) knowledge management guidance, tools, resources and supporting systems to ensure effective institutionalisation and deployment of ICMPD's informational assets. More broadly, ICMPD's Strategy Knowledge Evaluation and Impact (SKEI) Unit supports the development, evolution, and innovative efforts to improve organisational effectiveness and build a culture of impact and learning across ICMPD.

SKEI supports ICMPD's strategy development and execution processes to refresh, update, refine, and implement the organisation's strategy on a 5-year cycle. This includes leading the development and implementation of a results-based management (RBM) architecture and system as a means of monitoring and understanding strategy execution and organisational results in five practice areas: policy, dialogue, research, capacity development, and corporate support. Data produced also inform the updating and adaptation of the organisational results architecture and RBM system and learn from strategy implementation. This work involves supporting the definition, operationalisation, and measurement of strategic objectives using an organisational theory of change, clear results statements, and KPIs to deliver data able to inform management and decision-making at the project, programme/regional, and organisational levels. Operationally, it aims at ensuring that successes achieved in previous strategy cycles propel the next, as well as at consolidating on-going initiatives and calibration of focus to ensure coherent and relevant organisational planning and implementation. Another key aim is to support a whole-of-organisation approach to drive organisational effectiveness and evidence-informed solutions to key migration challenges.

SKEI develops, deploys, and supports the use of MEL approaches, methodologies, and tools to ensure well-designed and effective ICMPD projects and programmes aligned with its RBM framework. This includes envisioning and operationalising MEL practice at ICMPD and delivering MEL technical assistance (TA) to projects, programmes, dialogues, facilities, operational units, initiatives, offices, directorates, and practice areas. ICMPD's MEL practice aims to ensure the increasingly efficient and effective design, planning, implementation, and learning from policy, research, dialogues, capacity development, and support practice using MEL frameworks; monitoring data collection, analysis, and sense-making; evaluations; and other structured learning exercises.

This work allows programme and project teams to capture, analyse, learn from, and improve their work while increasing transparency for accountability and formative learning. Another key SKEI role is to oversee independent external evaluation processes to document and learn from project results to keep donors and Member States informed and build evidence of effective solutions to key migration challenges in the regions where ICMPD works as well as more broadly. SKEI also builds staff and partner MEL capacity through the provision of MEL trainings, workshops, guidelines, tools, templates, and a MEL community of practice. This work, in turn, supports ICMPD's teams to employ data-driven approaches to sense making,

learning and translating evidence of “what works” into practices aimed at addressing migration challenges as well as policy advice and forecasting that can be applied to future initiatives and policies at different levels.

Finally, the SKEI unit is responsible for ensuring the development, operationalisation, and integration of tailored knowledge management strategy, practice, and systems across ICMPD. This involves building, operationalising, and supporting the continued refinement of existing KM processes and practices in line with institutional priorities and supporting on-going compilation, organisation, management, and deployment of organisational “informational assets” (i.e., knowledge, learning, progress, experience, evidence and expertise accumulated through our activities across the organisation, including administration and finance) in pursuit of ICMPD’s vision, mission and strategy.

## 8.2 Suggested MEAL structure/approach for the project

To ensure the programme has a comprehensive and robust MEL framework and project-level MEL plans aligned with the programme to monitor progress; learn, feedback, and improve during implementation; capture lessons and document results to inform further learning, a devoted MEL Officer will oversee the refinement and further development of a complete MEL plan. MEL planning will include, but is not limited to, the following key steps:

- Develop a programme level theory of change, log frame/results matrix, and MEL plan that includes programme-level results statements and KPIs. KPIs would be organised by level (short, interim, longer-term) and include indicators and performance attributes (baseline, target, MOV) for each output and outcome for each component. Include in this MEL framework and plan the following key components:
  - Standardised output and outcome level indicators (quantitative and qualitative) to use at the project level to monitor implementation and to aggregate at the programme levels so that progress reporting can be streamlined.
  - Programme-level, cloud-based monitoring data reporting tool into which each individual project would report standardised indicators.
  - Project level, the tool would include narrative reporting into the project log frame (quantitative and qualitative data), collecting them together, e.g., for output indicator # of MOUs signed, the project might report “0” but could also explain narratively that signature would come in the next reporting period, etc.
  - External evaluation plan at programme level, including establishing a baseline at programme start. Use contribution analysis to evaluate implementation and its contributions to results and as rigorous design as possible for outcomes and impacts (pending project timeline) to document results and achievements.
  - Learning plan, including quarterly, project-level internal lessons learned exercises using a SKEI-provided learning tool to identify and collect lessons as well as engage in sense making so that any key lessons or learnings can be fed back into the project during implementation (as well as compiled at project end to feed into programme level lessons).
- Train ICMPD teams implementing projects funded under the Danish-funded programme on (i) the programme level TOC, LF, (ii) how to develop an aligned project level TOC and LF and MEL Plan, (iii) reporting against indicators (and evaluation depending on what is needed), (iv) collecting and using learning from quantitative and qualitative monitoring data collected during implementation to strengthen and improve project design, and (v) evaluation plans at the programme and project levels.
- Provide quality assurance via a devoted MEL Officer and the SKEI unit to each project that is developed and funded under the Danish-funded programme to ensure that their project-level TOC and LF is aligned with the programme-level results and KPIs. That is, these project level MEL tools will be adapted to the specific needs and foci of the project, but in a manner that allows the individual project to report into the programme framework for aggregation and to demonstrate results at the project level and at the programme level.
- Report to the project steering committee against quantitative programme level indicators (with project level available and some examples to illustrate results) during implementation, including any mid-course adaptations or corrections needed based on output and outcome indicator data – progress reporting will take place biannually.
- Conduct programme-level evaluation, including using the monitoring data collected at the programme and project levels to measure change over baseline established at start. Include a specific methodology for and lessons-learned component based on quant and qual data collected by projects and the programme teams and the evaluators.

An external MEAL unit will be set up within the strategic portfolio management framework overseeing a range of Danish supported migration related programmes. The financing for the external MEAL will be centralised and covered by the “Whole of Route” programme, while the unit itself will service and support the three migration-related programmes. The external MEAL unit’s role will be to monitor and oversee programme implementation of the programmes during the full programme period, harvest data across programmes, while also feeding into mid-term reviews undertaken by each programme. The external MEAL-unit will report to the inter-ministerial Migration Programme Steering Committee on findings and recommendations and on a day-to-day basis report to the MIGSTAB-team.

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

In addition, the external MEAL provider is expected to work closely with MIGSTAB, IOM and ICMPD and, amongst other tasks, be responsible for maintaining and expanding mapping of key actors in the countries of focus and service providers (international and local NGOs, CSOs, governmental actors). This will be developed further during the inception phase, and could also position Denmark and the consortia to make a valuable contribution to overall coordination.

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

## **9 Financial Management, planning and reporting**

With respect to financial management, ICMPD:

- adheres to the International Public Sector Accounting Standards (IPSAS)
- maintains a robust control and monitoring system, including task segregation, approval processes, and control mechanisms
- regularly performs external audits conducted by independent auditors for its implemented projects
- Internal Audit Function:
  - yearly risk-based audits including management audit, operational control, evaluation, and investigation to ensure the accuracy of financial activities, the efficacy of internal controls, and asset security.
  - currently outsourced to an external reputable audit company

With respect to budget monitoring and reporting, at the project/portfolio level, it is done regularly by Project Managers and Resource Managers and RMO based on the agreement with the donor (e.g. monthly reviews, quarterly planning meetings, etc.).

With respect to reporting, regular detailed project reporting to the donor on the achievements of objectives and financial expenditures are carried out (usually on an annual basis) as follows:

- Annual narrative report, providing an overview of progress towards and achievement of an established set of objectives and indicators (in the project’s log frame),
- Annual certified financial report with supporting administrative documentation on all transactions and budget justifications.
- Annual external audit report.

### *ICMPD’s Pillar Assessed Status*

ICMPD has successfully performed an 'EC pillar assessment' conducted by an independent auditor to ensure compliance of ICMPD's rules, regulations and procedures to international recognised standards. This included an assessment by PWC of: ICMPD's internal control system, accounting system, independent external audit, grants management, procurement, and sub-delegation, exclusion from access to funding (Y2020), publication of information on recipients (Y2020), and protection of personal data (Y2020).

### *Inputs/ budget*

Please refer to the draft budget document (Annex V, an Excel file). The budget document is aligned with the suggested objectives of the programme. Furthermore, it envisages a percentage of contingency and flexibility fund, allowing for rapid adjustments and new actions/activities, in line with decisions of the Project Steering Committee. The funds will be managed in accordance with the Financial Management Guidelines of the Danish Ministry of Foreign Affairs.

## 10 Risk Management

The following risk matrix is generic and points to some common risks that may come up during the development and the implementation of the programme. Further risk assessment will be carried out in view of the planned interventions and specifically for each action. Therefore, each individual action will have a separate risk matrix and mitigation measure identified, as suitable to the conditions appropriate for the action.

<b>Risk</b>	<b>Likelihood</b> (High/Medium/Low)	<b>Impact</b> (High/Medium/Low)	<b>Mitigating measures</b>
Limited engagement from partner countries	<b>Medium</b>	<b>Medium</b>	Employ a partnership building approach, flexibility, and readiness to accommodate partner's interests and preferences. Take time, employ data-based argumentation, build a broad engagement with diverse stakeholders.
Security	<b>Medium</b>	<b>Medium</b>	Rely on the expertise and ongoing support by ICMPD Global Security professionals and ISOS services. Ensure appropriate preparation for missions to/stay in risk countries. Ensure security of staff and experts.
Non-performance by grantees, subcontractors	<b>Low</b>	<b>High</b>	Ensure compliance with ICMPD procedures, allow for sufficient time for due diligence measures before signing the contract, employ competitive selection procedures, carry out careful and consequent monitoring of performance, act promptly in case of signs indicating performance issues.
Non-performance by external experts	<b>Low</b>	<b>Medium</b>	Carry out careful and consequent monitoring of performance, act promptly in case of signs indicating performance issues, ensure appropriate contracting (i.e. a retainer approach), have a back-up within network or team available.
Political Instability	<b>Low</b>	<b>High</b>	Constantly monitor the political/social situation in partner countries. Activities may be suspended in case of a political risk. Have a contingency plan in place to change the programme of activities or refocus on other priority countries. Ensure security of staff and experts.
Financial Risk, Currency fluctuation	<b>Low</b>	<b>Low</b>	Monitor situation, follow ICMPD Financial Regulation and seek consultation with ICMPD's financial professionals in case of signs of the risk. Build in buffer and contingency in the budget.
Global Epidemics	<b>Low</b>	<b>High</b>	Monitor the developments. Activities may be suspended in case of the epidemic. Have a contingency plan in place to change the programme of activities, or refocus on other priority countries, if possible, or change to the

			online mode of activities. Ensure security of staff and experts.
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In general, the following risk management elements are applied. At the *Project development stage*, a risk matrix is developed to include: Analysis of potential risks, Evaluation of their probability and impact, Suggesting mitigation strategy/measures. At the *Project implementation stage*, the risk matrix is monitored and updated and the Strategic Oversight Function and Steering Committee, as well as stakeholders are updated about emerging risks. At *Project Closure*, the risk matrix is updated and lessons learned are recorded.

## 11 Closure

The exit strategy is a critical component of the project, ensuring that the positive impacts of the interventions implemented are sustained beyond the project's conclusion. By focusing on sustainability, government coordination and ownership, and consolidating platforms for regional and cross-regional cooperation, the project aims to create a lasting impact that will continue to benefit the target governments, migrants and populations at large, while contributing to the broader development goals of migration management and governance.

Building on lessons learned from similar programming and the findings of the review, the programme will place a strong emphasis on developing country-specific exit strategies. As the programme's implementation at country level is premised on ongoing dialogue with Government authorities, the nature of the programme's exit will vary from country to country. In this way, ICMPD will be responsible for taking the lead in defining country-specific exit strategies, in close consultation with Danish Embassies, Migration Attachés (where applicable) and MIGSTAB counterparts. Ideally, Government counterparts will also be involved in such processes, given the importance of ensuring programme interventions can transition smoothly to local ownership. To the extent possible, programming interventions will be designed from the outset with a view towards feeding into and strengthening national ownership and capacity beyond the programme period. Country level exit strategies will be further defined during the inception period, based on the countries identified for the first phase of implementation.

During project closure, the following elements will be included:

- Final Reporting to donor, detailed final narrative and financial reports.
- ex-post evaluation conducted by the Danish Ministry of Foreign Affairs (if desired),
- operational closure, including the final meeting with beneficiaries, donors and partners,
- administrative closure, incl. termination of all contracts,
- financial closure, with final reporting from partners and final payments.
- Lessons learned related activities are to be documented.

## ANNEX I – Content Analysis - Country contexts

### I. Iraq

ICMPD's Migration Outlook 2024<sup>29</sup> highlights Iraq's continued fragile political and security environment. However, substantial progress has been made by the government to bolster public finances, to improve infrastructure and economic activity, and to provide increasing levels of security. Internal armed conflict with the Islamic State of Iraq and the Levant (ISIL) has been seen to be receding in the past couple of years and a sense of calm has been restored, particularly in the northern and central parts of the country. However, regional geo-political developments, such as the outbreak of the war between Israel and Hamas in Gaza and the resulting heightening tension between regional countries has led to a resurgence of prospects of civil unrest and armed conflict.

Moreover, Iraq continues to have acute humanitarian and development needs. There are still 1.14 million internally displaced people (IDPs), and 25 IDP camps hosting 175,000 people in the Kurdistan Region of Iraq. Approximately 4.84 million IDPs returned to their area of origin between 2014 and December 2023. In 2021 the Government of Iraq took steps to address IDPs with a national plan that seeks to close IDPs camps to prompt people to move from the camps back to their areas of origin. The primary reasons for the return of the IDPs were challenges associated with protracted displacement, a desire to reunite with their communities, and the impacts of local animosity against their community in displacement areas. However, the post-conflict regions have inadequate basic public services such as education and health care as well as fully functioning local governments, which prevent returnees from fully reintegrating into their communities.

Social tensions remain high given the lack of measures for restorative justice and reconciliation. In 2023, the Ministry of Labour and Social Affairs, in collaboration with the Ministry of Migration and Displacement, embarked on a comprehensive verification process to analyse the eligibility of IDPs and IDP returnees for the National Social Safety Net (SSN) programme, which is a targeted social assistance programme that includes cash and non-cash assistance. However, the closure of camps has proven challenging, as many returnees to post-conflict regions in central and northern Iraq have not been able to properly access government services and welfare benefits, due to the poor/damaged infrastructure in those regions and the lack of verification/data. The returnees have instead been relying on assistance from humanitarian agencies to meet their basic needs. Therefore, sustained policy and operational attention is needed to ensure that the SSN functions as intended, that is, it is able to assess the eligibility of IDPs and IDP returnees to ensure that the most vulnerable - who fit the SSN criteria - will be included into the national social assistance system at par with the rest of the Iraqi population.

There is also a lack of employment opportunities and Iraqis continue to be propelled towards outward migration due to poor socio-economic prospects and other vulnerabilities. In 2023, 26,131 asylum applications were recorded in the EU, marginally less than 27,604 recorded in 2022 and 28,760 recorded in 2021.

Since 2015, over 760,000 people have migrated from Iraq and its Kurdistan Region. In particular, the Kurdistan Region of Iraq is seen as having a higher share of the overall outward migration from Iraq and is consequently a higher recipient of returning migrants.

Smuggling remains a primary method for leaving the country with human traffickers continuing to prey on vulnerable people in urban and rural areas, especially post conflict regions.

Globally, Iraq also remains one of the countries most vulnerable to climate change with rising temperatures, less rainfall, increasing desertification and salinity, and recurring dust storms. The impact of climate change is causing increasing internal displacement in Iraq, with higher rural to urban migration occurring as a result. While the effect of armed conflict in northern Iraq was the leading cause of displacement in 2023, climatic shocks such as droughts and environmental degradation in central and southern Iraq, also resulted in significant displacement. Overall, according to the UN, climate-related factors/issues displaced nearly 131,000 people across more than ten governorates in Iraq's central and southern regions between 2019 and September 2023. Approximately 46% of climate-displaced individuals were displaced within their district of origin, while 47% relocated from rural to urban locations. Notably, nearly half of these climate-displaced individuals were displaced from the Dhi Qar Governorate, followed by an estimated 22% from the Maysan Governorate and 8% from the Muthanna and Qadisiya governorates.

Iraq's Government has shown an earnest interest in tackling its migration related issues, not only in partnership with civil society but also by partnering with other countries. In 2021, Iraq entered into cooperation agreements, which include provisions related to migration, with Finland, the Netherlands, and Norway. Furthermore, in 2022, Iraq signed similar agreements with Sweden and Germany, while a declaration of intent on improving information exchange for combating cross-border crime, including human trafficking, was signed in 2023 with Austria. Meanwhile, the European Union–Iraq Partnership

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<sup>29</sup> [https://www.icmpd.org/file/download/61134/file/ICMPD\\_Silk%2520Routes\\_Migration%2520Outlook%25202024.pdf](https://www.icmpd.org/file/download/61134/file/ICMPD_Silk%2520Routes_Migration%2520Outlook%25202024.pdf) (page 9-10)

and Cooperation Agreement (2012) remains a core bedrock for initiating substantive projects that enhance on-ground cooperation on various areas of inter-(national) migration governance. Iraq's international cooperation with the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden) is expected to be structured into a joint Nordic regional partnership on migration governance.

## II. Mediterranean

ICMPD's objective in the Mediterranean is to offer practical, operational, and mutually beneficial solutions for migration partnerships. In this framework, the ICMPD Mediterranean region acknowledges the realities, skills, capacities, contextual knowledge, resources, and specific needs of its partners. Through collaborative efforts with partners, it aims to support a Euro-Mediterranean dynamic from a local perspective. This approach seeks to emphasise, invest in, and mobilise the capacities and knowledge of all involved parties to address the challenges of irregular migration and forced displacement. Simultaneously, it aims to facilitate safe and legal pathways for migration and mobility.

This ethos aligns with the concept of joint leadership and shared responsibilities proposed by the Migration Capacity Partnerships for the Mediterranean (MCP Med).

MCP Med is designed as a capacity driven framework providing premium value services and products while promoting and fostering a holistic, coherent and coordinated whole-of-stakeholders approach to migration governance. It capitalises on in-house resources to generate economies of scale and scope, while providing the necessary flexibility to adapt to a changing context and arising opportunities. It also seeks to embrace its environmental responsibility and rethink operating modalities and productivity in light of the Artificial Intelligence revolution, through redefining output formats that increase impact and integrate self-learning flexibility and inter-operability.

The action plan, built upon the aforementioned local approach, is structured around four main drivers:

- 1- **Multidimensional Governance:** To address gaps in engagement and capacity among partner countries' Ministries and technical national authorities.
- 2- **Professionalisation of relevant actors:** To strengthen institutional capacities to manage data collection, data analysis, data processing systems while abiding to General Data Protection Regulation, transparency and accountability principles and European Union standards.
- 3- **Modernisation of Resources and optimisation of investments:** Harnessing new technology will contribute to putting in place a more effective and efficient system, promote transparency and streamline processes.
- 4- **Communication on Migration:** To create a coherent narrative that supports and provides the space to pursue the priorities of the partnership beyond the scope of this action.

### *General Outlook*

2023 has witnessed a significant surge in irregular crossings on all main migratory routes across the Mediterranean. Maritime arrivals to Europe reached the highest levels since 2016, and the number of people reported missing or dead surpassed 4,000,30 making the Mediterranean routes the deadliest on record. While countries in the region have reacted by adopting strict migration policies and topping-up existing partnerships on border governance, the general increase might signify that the ability of border management systems to limit irregular flows is reaching certain limits vis-à-vis the intensification of migratory push factors, particularly in Africa. Should this assumption be correct, irregular migration flows are likely to either remain stable or continue to grow in 2024. The ability of cooperation efforts to tackle the causes - as opposed to mainly the symptoms - of irregular migration will be an important factor to consider in upcoming migration policy scenarios.

In 2024, the drivers of mobility related to socio-economic struggles, armed conflicts, and environmental risks will most likely continue to have an impact on mobility in the region, although there is uncertainty about their development.

The persistent armed conflicts in Ukraine and Ethiopia, and the escalation of the conflict in Gaza, coupled with the effect of climate change on water availability and agriculture, are likely to exacerbate the fiscal pressures, to slow growth and steep unemployment rates of countries in the region, and to push thousands of people into poverty. While such impact is unlikely to directly influence migration flows across the region in 2024, it might increase the number of people who, in the upcoming years, will consider internal mobility or migration as a viable option to increase their safety and economic perspectives.

The presence of refugees and asylum seekers in the Middle East is certain to remain a major challenge in the region in 2024. This prediction is supported by the deterioration of the security and economic situation in Syria, and by UNHCR's latest

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<sup>30</sup> ICMPD Migration Outlook: Mediterranean 2024:  
[https://www.icmpd.org/file/download/60922/file/ICMPD\\_Mediterranean\\_Migration%2520Outlook%25202024.pdf](https://www.icmpd.org/file/download/60922/file/ICMPD_Mediterranean_Migration%2520Outlook%25202024.pdf)

return intention survey, conducted in early 2023, which indicates that while most Syrians wish to return one day (56%), only a small number planned to do so within the following year (1.1%).

Today, more than 1.5 million of the Palestinian refugees registered by UNRWA live in refugee camps in Jordan, Lebanon, Syria, the Gaza Strip and the West Bank. Furthermore, 85% of all Syrian refugees are hosted in neighbouring countries. The main host countries in the region (Türkiye 3.3 million, Lebanon 790,000, Jordan 651,000, Iraq 272,000 and Egypt 152,000)<sup>31</sup> themselves face serious challenges in economic terms and are under heightened pressure for refugees to return.

## 1. Jordan

In Jordan, 3.3 million international migrants reside representing 33.1% of its population<sup>32</sup>. Among these, according to UNHCR, 750 thousand are refugees and asylum seekers mainly from Syria and Iraq. However, according to the Jordanian government, the number of Syrian refugees alone is estimated to be 1.3 million. Additionally, 2 million Palestinians, residing in the country, are registered with UNRWA, contributing significantly to the migrant population in Jordan<sup>33</sup>.

Besides the security challenges related to its geographic position in a region marked by conflicts and instability, Jordan is a scarce-resource as well as predominantly water-scarce and arid country. Climate change is further hindering the agricultural exploitation of the country's land, which already struggles to meet the population's needs. Additionally, the economic situation, marked by high unemployment rates (reaching above 40% among youth and 29% among women<sup>34</sup>) and significant poverty (24.1% in the first trimester of 2023)<sup>35</sup>, imposes a substantial burden on Jordan and limits its economic development prospects. In addition, Jordan's population has doubled since 2005<sup>36</sup>.

Amid economic challenges and limited resources, migrants are 'scapegoated' for Jordan's issues, through oversimplified negative narratives in public discourse. Poverty and unemployment rates are higher among migrants and refugees, leading to their marginalisation, which increases the risk of being victims of violence<sup>37</sup>. However, evidence supports migrants' positive impact in host countries' economies. Therefore, their access to services and infrastructure is crucial for their participation in local society and economy<sup>38</sup>. Thus, fact-driven public debates would support the adoption of a coherent, evidence-based migration policy favouring migrants' contribution to Jordan. Moreover, deficiencies in data management, due to incomplete and decentralized data collection across departments, further hinder the development of an evidence-based approach, therefore precluding migrants' possibility to be regarded as opportunities for Jordan rather than burden, which would promote a just and peaceful society.

The *Jordan 2025 National Vision and Strategy* aims at achieving a prosperous, resilient, and inclusive economy. To this end, the *Economic Modernisation vision* identifies digitisation as a pivotal priority for enhancing Jordan's economic development and enhancing inclusivity. Furthering this commitment, the establishment of the *Jordanian National Migration Working Group in 2019* unites various stakeholders and organizes national consultations to implement the 2018 *Global Compact for Safe, Orderly, and Regular Migration* (GCM) that Jordan has endorsed with certain reservations<sup>39</sup>.

## 2. Lebanon

Lebanon is facing a multi-faceted crisis with grave and progressively evident humanitarian concerns. The country's severe economic situation – including the devaluation of Lebanon's currency by 90% – aggravated by the COVID-19 pandemic and the catastrophic impact of the Beirut Port Blast, resulted in over 74% of the population living in poverty, with the refugee population being particularly affected.

The spillover effects of the Syrian crisis continue and have led to growing hostile sentiments towards Syrian refugees. As a direct consequence of the Syrian war, Lebanon became the country hosting the largest ratio of refugees per capita, hosting

<sup>31</sup> UNHCR, Operational Data Portal, Syria Regional Refugee Response, accessed 3 January 2024, <https://data.unhcr.org/>.

<sup>32</sup> UNDESA (2021). UNDESA Population Division. <https://www.un.org/en/development/desa/population/migration/data/estimates2/countryprofiles.asp>

<sup>33</sup> UNHCR (2021). *Registered persons of concern refugees and asylum seekers in Jordan*. <https://reliefweb.int/sites/reliefweb.int/files/resources/External%20Statistical%20Report%20on%20UNHCR%20Registered%20PoC%20as%20of%2030%20September%202021.pdf>

<sup>34</sup> Worldbank (2023). *The Worldbank in Jordan: Overview*. <https://www.worldbank.org/en/country/jordan/overview>

<sup>35</sup> The Jordan Times (2023). *Poverty rate of 24.1% requires policy change — experts*. <https://www.jordantimes.com/news/local/poverty-rate-241-requires-policy-change-%E2%80%94-experts>

<sup>36</sup> Worldbank (2023). *Population, total – Jordan*. <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=JO>

<sup>37</sup> IOM (2023). *The Determinants of Migrant Vulnerability* [https://www.iom.int/sites/g/files/tmzbd1486/files/our\\_work/DMM/MPA/1-part1-thedomv.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/our_work/DMM/MPA/1-part1-thedomv.pdf)

<sup>38</sup> Worldbank (2011). *Impact of Migration on Economic and Social Development : A Review of Evidence and Emerging Issues*. <https://documents1.worldbank.org/curated/en/617151468332982240/pdf/WPS5558.pdf>

<sup>39</sup> IOM (2022). *Jordan: National Migration Working Group in Jordan holds National Consultations on the progress of implementation of the Global Compact for Migration*. <https://jordan.iom.int/news/national-migration-working-group-jordan-holds-national-consultations-progress-implementation-global-compact-migration>

around 1.9 million Syrian refugees, about half of them registered with the UNHCR and some 490,000 Palestinian refugees according to UNRWA2, as well as foreigners from different nationalities such as Iraqis (around 50,000), Egyptians, and others. The Lebanese authorities have reacted by adopting increasingly strict policies towards refugees, with Lebanon embarking on a plan for the safe return and voluntary repatriation of displaced Syrians. Yet the number of displaced Syrians returning to their home country remains limited, with UNHCR verifying around 24,400 returns in the initial eight months of 2023. Furthermore, after the escalation of the Gaza conflict in October 2023, almost daily cross-border artillery firing and drone attacks between Israeli forces and Hezbollah fighters have forced thousands of people on both sides of the border to flee their homes. On the Lebanese side, according to the Government, since the beginning of 2024 up to July the escalations led to the internal displacement of around 100,000 people.

The dire economic situation and the threat of return have already led to an increase of irregular boat departures from Lebanon to Cyprus and Italy. In contrast with an existing cooperation agreement between Cyprus and Lebanon for the return of irregular migrants, the authorities of Lebanon have recently refused to accept the return of a group of migrants that had arrived in Cyprus.

High costs, cooperation between border management authorities of origin and destination country, low financial means of refugees in Lebanon and the restricted capacities for organising crossings by boat will limit overall arrivals to Europe via this route in 2024 – at least in comparison to other routes and means of transportation.

The particularly fragile situation of the Lebanese economy, and the increasingly hostile environment faced by refugees in Lebanon, might incentivise both the primary movements of Lebanese nationals and the secondary movements of refugees from Lebanon to other locations in the region. While EU's migration cooperation efforts are likely to be more focused on North Africa, future developments in the Middle East, and particularly in Lebanon, are predicted to have an important impact on the regional migration outlook of 2024.

### **III. North Africa**

In 2023, the trend of increasing crossings continued along the main migration routes that link the Middle East and North Africa to Europe. What changed, however, was the composition of irregular arrivals in terms of main nationalities. Irregular crossings involving nationals from North African countries decreased significantly. Detected arrivals of Algerian nationals along the Central Mediterranean Route decreased by 50.9%, of Moroccan nationals by 48.9%, of Egyptian nationals by 45.1% and of Tunisian nationals by 13.4%. This development is a result of shifts to other migration routes as well as of enhanced cooperation between North African countries and the EU on migration.

The increased migration along the Central Mediterranean Route can largely be attributed to migrants from sub-Saharan countries of origin. Ranked in order of total numbers, detections related to nationals from Guinea grew by 452.1%, from Côte d'Ivoire by 305.3%, from Burkina Faso by 3,708.2%, from Mali by 568.0%, from Cameroon by 315.6% and from Sudan by 373.0%. On the one hand, the steep increase in arrivals is attributed to the growing political and economic instability in countries of origin and the resulting lack of prospects, particularly for the young population. On the other hand, it is also a consequence of the increasingly restrictive stance of North African States towards migrant populations on their territory. A tense economic situation, combined with emerging negative public narratives towards immigration, led to a significant increase in the authorities' enforcement of anti-irregular migration measures. In order to escape the increasing social and political pressure, many migrants decided to leave for Europe instead. North African countries are likely to continue pursuing a stronger focus on return to countries of origin for populations residing irregularly on their territories. Consequently, it is quite likely that many migrants will try to make the dangerous and expensive journey across the Mediterranean to reach Europe. It could therefore well be the case that, despite closer cooperation on migration issues between the EU and its North African partners, the number of crossings via this route continues to increase in 2024 by way of secondary flows. Again, European and North African partners are called to devise mutually beneficial solutions addressing return and secondary movements of irregular migrants.

#### **1. Morocco**

Morocco is a principal country for migrant origin, transit, and destination. It has actively engaged in addressing migration issues at national, regional, and international levels. It implements its migration policies through the National Strategy for Immigration and Asylum (SNIA) and a strategy for Moroccans residing abroad. Morocco also sees itself as a regional leader, taking a lead role in the implementation of the Global Compact for Safe, Orderly, and Regular Migration (GCM) and Rabat hosting the African Migration Observatory. In 2023, a new cooperation programme with the EU was launched to support Morocco in five key areas, including social protection, green transition, irregular migration, public administration reform, and financial inclusion. This programme encompasses a comprehensive strategy to strengthen border management and to combat smuggling networks, alongside supporting the voluntary return and reintegration of migrants.

Morocco is of particular interest as a strategic partner in pursuing partnerships on migration management given its developments in terms of economic development, its policy generally in favour of migrants, as well as its geographical position.

Whilst opportunities for innovation and partnership may be abundant, close attention is required to ensure buy-in of relevant actors and avoid duplication with other initiatives. A blooming green economy and framing of the 2022 EU-Morocco Green Partnership may offer an opportunity to provide innovative solutions for migrant inclusion in the territory. Furthermore, the strategic dimension of the migration partnership between Morocco and European counterparts is evident, particularly in the area of capacity development.

In Morocco ICMPD has developed a trust-based relationship with the government, supported by years of close regional cooperation (e.g. Rabat Process – Morocco chaired the dialogue in 2023, EUROMED Migration<sup>40</sup> and BMP Maghreb<sup>41</sup>), and the imminent establishment of an office in Rabat under the aegis of Seat Agreement between Morocco and ICMPD. ICMPD sees opportunities in creating tailored approaches and developing tools and trainings – in partnership with the Training Institute (MCP Med TI).

- ❖ ICMPD has signed a Seat Agreement with Morocco in 2022.

#### IV. Nigeria

Nigeria is the largest country in sub-Saharan Africa both in terms of population and the size of its economy. It has an estimated population of around 220 million,<sup>42</sup> which is projected to surpass 400 million by 2050.<sup>43</sup> The country's population is considered relatively young, with young people (aged 10-24 years) accounting for 31.7%.<sup>44</sup>

Nigeria's migration profile is characterised by diverse forms of mobility, including inflows of migrants, refugees and asylum seekers; strong internal migration – especially rural-urban migration; a large diaspora population resulting from steadily increasing flows of Nigerians leaving the country both regularly and irregularly; strong return flows (especially of migrants in vulnerable situations); internal and international transhumance; and significant forced displacement due to multi-form conflicts, the growing impacts of climate change, and persistent economic challenges. Nigeria is also affected by various forms of internal, intra-regional and extra-regional (including to Europe) trafficking in persons. The involvement of Nigerian criminal networks in perpetrating trafficking has been well documented and these networks are also known to be active in a range of other criminal businesses.<sup>45</sup>

Security issues significantly impact migration flows, especially internal displacement. In 2021, the former President Muhammadu Buhari declared that Nigeria exists in a “state of emergency” due to multidimensional and complex threats affecting many states, motivated by ethnic and religious identity and regional and federal cleavages.<sup>46</sup> Nigeria hosts around 3.6 million Internally Displaced Persons (IDPs) due to armed conflicts, environmental and climate change, and other drivers of displacement.<sup>47</sup>

Meanwhile, violence between herder and farmer communities has escalated in recent years, spreading southward, with cattle raids by gangs increasingly becoming common, as grazing pastoral lands have diminished. Banditry and kidnapping for ransom in the Northwest and other parts of the country have also increased insecurity. These tensions lead to extensive displacement, with increased protection needs and constrained access to basic services.<sup>48</sup>

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<sup>40</sup> <https://www.icmpd.org/our-work/projects/euomed-migration-v-emm5>

<sup>41</sup> <https://www.icmpd.org/our-work/projects/border-management-programme-for-the-maghreb-region-bmp-maghreb>

<sup>42</sup> No official census since 2006, so estimates based on 1 World Population Prospects 2022 (World Bank, nd).

<sup>43</sup> United Nations Population Fund (2023) *United Nations Population Fund country programme document for Nigeria*.

<sup>44</sup> *Ibid*

<sup>45</sup> European Union Agency for Law Enforcement Cooperation (2021) European Migrant Smuggling Centre: 5th annual report. doi: <https://doi.org/10.2813/90877>.

<sup>46</sup> Federal Republic of Nigeria (2021) National Diaspora Policy 2021. Available at <https://nidcom.gov.ng/wp-content/uploads/2021/06/NATIONAL-DIASPORA-POLICY-2021.pdf>.

<sup>47</sup> Internal Displacement Monitoring Centre, (no date) Country profile: Nigeria. Available at <https://www.internal-displacement.org/countries/nigeria>.

<sup>48</sup> George, J. et al. (2022) 'Explaining transhumance-related violence: Fulani ethnic militia in rural Nigeria'. *Journal of Rural Studies*, 89, pp. 275–286. <https://doi.org/10.1016/j.jrurstud.2021.12.003>.

Since 2009, the insurgency in the Northeast involving several armed groups has resulted in widespread violence, the displacement of over 2 million people, and a humanitarian crisis, with significant social, economic, and political impacts on the affected communities and the country.<sup>49</sup>

Nigeria is highly exposed to the effects of climate change. Floods, coastal erosion, ocean surges and swells, wind and dust storms are occurring more frequently and severely across the country.

One in three Nigerians consider migrating primarily due to the economic situation and a significant share consider irregular routes.<sup>50</sup> The desire to migrate is commonly known in Nigeria as the “Japa syndrome”.<sup>51</sup>

Although those seeking to migrate irregularly often commence their journey by obtaining a passport from the NIS and then regularly transiting through neighbouring ECOWAS Member States, travel nonetheless often starts with some form of facilitation due to dangers along the routes.<sup>52</sup>

Much of the literature reviewed associates the demand for irregular migration to the limited availability of legal migration opportunities, along with the general perception of limited livelihood opportunities within Nigeria and insecurity across the country. That said, and notwithstanding the insurgencies affecting Northeastern Nigeria, most Nigerians arriving in Europe are from the southern states, particularly Lagos, Delta, Edo, and Imo.<sup>53</sup>

From 2017 to June 2023, 25,422 Nigerians arrived irregularly by land or sea – the third most represented West and Central African nationality after Côte d'Ivoire and Guinea.<sup>54</sup> In 2017, Nigerians comprised the largest group of irregular arrivals (18,100) from West Africa to Europe,<sup>55</sup> with arrivals since decreasing.

The market for migrant smuggling is occupied by a plurality of actors, some of whom provide regular travel services, while others perpetrate migrant smuggling offences. Most migrants travelling overland from Nigeria to Europe are said to use such “travel facilitators,” with Nigerians relying more on smugglers than other migrants. A number of intermediaries contribute to smuggling migrants, from the “connection men” who make initial contact to “burgers”, or travel agents and “trolleys” who facilitate certain border crossings.<sup>56</sup>

The main routes for migrant smuggling of Nigerians by land and sea lead from the country to other parts of West Africa, Central Africa, Southern Africa, Northern Africa and Europe, while air smuggling routes lead to Europe, Northern Africa, the Middle East, and North America. Smuggling of migrants from Nigeria by air has been found to be more likely to involve document fraud.<sup>57</sup>

Nigeria has developed a range of laws, policies, and institutions to regulate migration, adopting frameworks at the international, regional (continental and sub-regional), national (federal) and sub-national (state and local government) levels.

The institutions responsible are the Nigeria Immigration Service (immigration, border management and countering the smuggling of migrants), the National Agency for the Prohibition of Trafficking in Persons (counter-trafficking in persons), and the National Commission for Refugees, Migrants, and Internally Displaced Persons (coordination of migration governance and returns and reintegration).

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<sup>49</sup> International Organization for Migration (2023) Irregular migration routes to Europe: West and Central Africa. Available at <https://dtm.iom.int/sites/g/files/tmzbd11461/files/reports/2023.06%20-%20ENG%20-%20IOM%20-%20Mediterranean%20Developments%20-%20Flows%20from%20WCA.pdf>.

<sup>50</sup> *Ibid*

<sup>51</sup> The term "Japa" is Nigerian slang derived from a Yoruba word meaning "to escape" or "to run away" and is commonly used to describe leaving Nigeria for other countries in pursuit of a better life, education, or employment opportunities.

<sup>52</sup> United Nations Office on Drugs and Crime (2022) Focus on migrant smuggling from Nigeria: Key findings on the characteristics of migrant smuggling of Nigerians. Available at [https://www.unodc.org/res/som/docs/observatory\\_storymap\\_3\\_nigeria\\_25mar.pdf](https://www.unodc.org/res/som/docs/observatory_storymap_3_nigeria_25mar.pdf).

<sup>53</sup> Kale, Y. (2021) Survey report on awareness and perceptions of migrants on the dangers of irregular migrations in Nigeria, 2020. National Bureau of Statistics. Available at [https://www.nigerianstat.gov.ng/pdfuploads/SG\\_Address%20at%20Launch%20of%20NBS%20Migration%20Report%202020\\_updated.pdf](https://www.nigerianstat.gov.ng/pdfuploads/SG_Address%20at%20Launch%20of%20NBS%20Migration%20Report%202020_updated.pdf).

<sup>54</sup> International Organization for Migration (2023) IOM strategy for Nigeria (2023-2027). IOM Abuja. Available at [https://nigeria.iom.int/sites/g/files/tmzbd11856/files/inline-files/iom-strategy-for-nigeria-2023-2027pdf\\_0.pdf](https://nigeria.iom.int/sites/g/files/tmzbd11856/files/inline-files/iom-strategy-for-nigeria-2023-2027pdf_0.pdf).

<sup>55</sup> United Nations High Commissioner for Refugees (2018) Refugees & migrants arrivals to Europe in 2017. Available at <https://data.unhcr.org/en/documents/download/62023>.

<sup>56</sup> UNODC, *op cit*

<sup>57</sup> *Ibid*

The main policies that Nigeria has developed in response to the migration issues that it faces are the National Migration Policy, the National Policy on Labour Migration, the National Border Management Strategy, and the National Action Plan on Human Trafficking.

In the area of return and reintegration, more than 15,000 Nigerians were repatriated from various countries between 2016 and 2021,<sup>58</sup> with large donor-funded programmes in place that have facilitated these returns. Returnees experience difficulties in reintegrating into Nigerian society and many are known to remigrate as a result.<sup>59</sup>

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<sup>58</sup> ICMPD research suggests the number of returnees may be far higher (Hall, 2021). They say the IOM has assisted voluntary return and reintegration of more than 18,000 migrants from Libya and Europe since 2017; the German Development Agency (GIZ) has supported over 20,000 migrants in their voluntary return from Germany; and more than 17,000 Nigerian migrants have received support through the EU–IOM Joint Initiative since 2017.

<sup>59</sup> Adhikari et al, 2021

## ANNEX II – Proposed Actions

Based on the country prioritisation the following actions for Algeria, Lebanon, Jordan, Nigeria and Iraq are suggested by ICMPD to be implemented within the Project from the onset. Furthermore, the actions in Morocco, Somalia and with the Africa Union Commission on the South-South cooperation could also be considered. The proposed actions are developed in alignment with the overall programme specific objectives and through the Results Framework in Section 6. The ICMPD Results Matrix linking Programme Specific Objectives and Outcomes with the suggested generic outputs is presented in Annex III.

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

### a. Jordan

ICMPD is proposing an action which builds on the previous two phases of **MIDAM - *Enhancing Jordan capacities in implementing evidence-based migration policies*** - and would enable further regional cooperation in migration governance. Its overall objective focuses on enhancing Jordan's capacities in implementing evidence-informed migration policies actions to improve migration-related knowledge and data management, and to improve cooperation between relevant stakeholders in the field of migration governance at local, national, regional and international levels.

Addressing data utilisation, the *Jordanian National Charter of 1991* underscores the crucial role of data systems and emphasises efficient data management and analysis, facilitating evidence-based policymaking. Complementing this, Jordan adopted a *Strategic Plan for non-Jordanian Residents* in 2017, aiming for a "comprehensive and efficient oversight system" in data-related migration governance. This envisions enhancing data migration management into a unified system, fostering evidence-based policies to effectively address the interconnected challenges arising within this migratory context.

The *Jordan 2025 National Vision and Strategy* aims to achieve a prosperous, resilient, and inclusive economy. Aligned with it, the *Economic Modernisation vision* identifies digitisation as a pivotal priority for enhancing Jordan's economic development and enhancing inclusivity. Furthering this commitment, the establishment of the *Jordanian National Migration Working Group in 2019* unites various stakeholders and organizes national consultations to implement the 2018 *Global Compact for Safe, Orderly, and Regular Migration* (GCM) that Jordan has endorsed with certain reservations

These interventions align closely with the Jordanian government's priorities of enhancing migration governance, improving data management, and fostering cooperation among stakeholders. The expansion of the Migration Data Solution directly supports national efforts to create a comprehensive migration strategy by providing accurate data for evidence-based policymaking. The production of bespoke policies and tools, along with the Committee of Policy Development, reflects the government's focus on creating structured, well-informed migration policies in line with national development goals.

The project also promotes government ownership by involving local institutions and experts in every stage, from technical assessments to policy formulation. By engaging existing government structures, such as the Steering Committee, and focusing on capacity building, the initiative ensures that Jordanian stakeholders lead the development of migration policies, fostering long-term sustainability. Additionally, the project's focus on regional cooperation and communications aligns with Jordan's broader foreign policy objectives of regional integration and leadership in migration governance.

The MIDAM project highlighted the following lessons learnt:

- Involving all relevant stakeholders, both established and newly engaged, is essential during the development and expansion of the central data solution. This ensures that all parties share a common understanding of the system's objectives, functionalities, and operational procedures. Furthermore, active participation fosters collective ownership, which can enhance commitment to the system's success. Consistent communication and collaboration throughout the process are key to aligning expectations, minimising resistance to change, and ensuring the system's long-term sustainability.

It is crucial to actively involve stakeholders with technical expertise in the process of developing technical specifications. Their input ensures that the procured system is not only fit for purpose but also addresses the unique requirements and constraints of their institutions, including both hardware and software needs. This collaborative approach leads to a more responsive and adaptable solution that effectively fills existing technological gaps, ultimately enhancing operational efficiency and user satisfaction.

The following Jordanian partners would be involved: Ministry of Interior (including General Intelligence Department (GID), and Public Security Directorate (PSD)); Ministry of Labour; Ministry of Health; Ministry of Education; The Ministry of Higher Education and Scientific Research; Civil Status and Passport Department (CSPD); Social Security Corporation (SSC); and, Ministry of Industry and Trade (including Companies Control Department); Ministry of Investment (including Jordan Free and Development Zones); Ministry of communications and information technology; Arab Academic Networks.

**The Overall Objective of the proposed action:** To further enhance evidence-based migration policies systems and processes in Jordan and the MED region.

In particular, the action is divided into **three Specific Objectives**:

SO1: To Improve migration-related knowledge and data management in the field of migration governance

To attain this outcome, the project will articulate its approach around three main outputs:

- Output 1.1: The central Migration Data Solution is further expanded and fully operational
- Output 1.2: A series of bespoke policies, tools and processes to better inform the development of the Jordan Migration Strategy are produced.
- Output 1.3: A Committee of Policy Development to produce policy papers is established

*Proposed activities:*

1. Through the already established Steering Committee, engage with the new proposed partners for data expansion and integration.
2. Conduct a Technical Assessment on the newly added entities to understand the technical needs and gaps to complete the integration.
3. Identify members at policy development level from Jordan and the MED region and equip them with the needed tools and skills to draft policy papers. This will be done through a series of training to the Policy Development (EU-accredited Policy Development Course developed under MIDAM II) as well as other EU-accredited courses as identified by the project's partners.
4. A number of workshops with the established committee to set the roadmap for the National Strategy on Migration and Action plan and start the implementation.
5. Two study visits (Europe and MED region) for the Policy Development committee to learn best practices on policy and strategy development.
6. Translating Policy Paper recommendations into proposals for decision-makers Migration Strategy

Exit Strategy-related Measures

- Institutionalisation of the Migration Data Solution: Ensure that the central Migration Data Solution is fully integrated within Jordanian institutions, with dedicated staff trained to manage and update the system beyond the project's timeline.
- Ownership of Policies and Tools: Transfer ownership of bespoke policies, tools, and processes to the relevant national bodies. Advocate that the Jordan Migration Strategy and policy papers are officially endorsed by government authorities.
- Capacity Building in Policy Development: Ensure that local experts who underwent the policy development courses continue to drive future policy formulation efforts, supported by a network of regional partners.

Sustainability Measures:

- Long-Term Collaboration with Partners: Establish formal agreements with data-sharing partners to ensure ongoing collaboration and data updates after the project concludes.
- Embedding Training into Local Institutions: Integrate the EU-accredited courses into local academic or governmental training programs to continue building capacity in migration policy development.
- Sustained Strategy Implementation: Secure a government commitment to continue implementing the National Strategy on Migration and its action plan, along with periodic reviews and updates by a dedicated national committee.

SO2: To improve cooperation between relevant stakeholders in the field of migration governance at local/ national/ regional/ international level

- Output 2.1: An inter-disciplinary, multi-sector regional migration policy research network led by Jordan is built and fully functional

*Proposed activities:*

1. Developing a governance structure, including terms of reference for the network, with a focus on long-term sustainability, beyond the project run-time.
  2. Cooperating on areas of shared and complementary expertise amongst network partners.
  3. Operationalizing the governance structure, coordination, and communication structures through agreements between research institutions and relevant national governments under the lead of Jordan.
- Output 2.2: Network-driven and co-authored policy papers, publications, and research studies focused on establishing constructive migration governance dialogue, supporting evidence-informed regional migration governance and targeting relevant policymakers are produced

*Proposed activities:*

1. Implementing a series of technical regional workshops focused on developing national policy and legislation and regional cooperation.
2. Organizing a series of peer-to-peer meetings to exchange with similar research initiatives in Europe, the Arab World and the Sahel - focusing on migration, economics, and policy making.

Exit Strategy-related Measures

- Formalisation of the Migration Policy Research Network: Ensure the network is fully operational and institutionalised, with clear governance structures and terms of reference agreed upon by all members.
- Agreement on Future Research Cooperation: Advocate for memoranda of understanding (MoUs) between research institutions and governments to ensure sustained cooperation on migration research post-project.

Sustainability Measures:

- Regional Ownership of the Network: Transfer the leadership of the migration research network to a national research institute or regional body in , explore ways to secure long-term funding and administrative support.
- Ongoing Research and Policy Dialogue: Create mechanisms for ongoing peer-to-peer exchanges and collaborative research through virtual platforms or periodic regional meetings, ensuring continuous policy development and dialogue.

SO3: To improve a more balanced migration narrative in Jordan and regional countries

- Output 3.1: An inter-agency committee to draft the migration communications strategy and action plan is established.
- Output 3.2: The regional networks to share best practices on communications are widely used.

Exit Strategy-related Measures

- Completion of the Communications Strategy: Ensure the migration communications strategy and action plan are finalised, endorsed by relevant national bodies, and integrated into ongoing government communication efforts.
- Institutionalisation of the Inter-Agency Committee: Transfer the role of the inter-agency committee to an existing governmental agency or entity responsible for communication and media.

Sustainability Measures:

- Ongoing Regional Knowledge Sharing: Ensure that regional networks established during the project continue to share best practices on migration communication through regular meetings or virtual platforms.
- Local Ownership of Migration Narrative: Embed migration communication strategies into national media and public awareness campaigns, ensuring continuous promotion of a balanced migration narrative.

To sum up, the action will aim to deliver the following results:

- The central Migration Data Solution is expanded and fully operational

- A series of bespoke policies, tools and processes to better inform the development of the Jordan Migration Strategy and Migration Communications Strategy are produced
  - An inter-disciplinary, multi-sector regional migration policy research network led by Jordan is built and fully functional
  - Network-driven and co-authored policy papers, publications, and research studies focused on establishing constructive migration governance dialogue, supporting evidence-informed regional migration governance and targeting relevant policymakers are produced
- To conclude, there is a high probability of the attainment of the expected results due to ICMPD field office presence and close cooperation channels established with a range of national authorities and migration/development stakeholders.

#### **b. Lebanon**

ICMPD is proposing to take the opportunity to build on previous achievements, experience in other countries, such as Jordan, and the interests of the Lebanese authorities. The proposed project sets the overall objective of creating the Central Migration Data Management Solution to support the migration and management capacities of the Lebanese institutions, which is deemed essential. A national migration data management centre will allow direct access to a consolidated pool of data, and facilitate data sharing among the different agencies, in terms of datasets related to foreigners.

The project would not only seek to create the foundations for such a centre but would also contribute to the set up of the IT infrastructure for the installation and commissioning of the Migration Data Management Centre. It would also develop technical capacities of staff as well as standards and rules for improved interagency cooperation in migration data management and analysis. Relevant Lebanese agencies and ministries, including the General Directorate of General Security in Lebanon and the Lebanese Armed Forces will be key users of the Migration Data Management Solution.

Considering the ongoing conflict in the country, the action will start with making sure that essential foundations are in place. Should the situation allow, a follow up phase would be possible.

Specifically, the action will aim to achieve the following results:

- An assessment is conducted and a report on the existing system is produced;
- A Migration Data Management Solution Architecture Concept is developed;
- A Data Management IT solution is put in place, and
- A fully-fledged Migration Data Management solution is implemented.

The action will set the following objectives:

SO1: Establish the organisational, technical and environmental foundations required to reliably prepare for and facilitate the subsequent foundation of a Migration Data Management Centre for Lebanese Institutions.

Output 1: Inception Phase - Setting the project's foundation and ensuring that its scope of work is aligned with the beneficiaries' expectations and needs.

- Activity 1.1.1: Assessment and report about the actual situation of the General Directorate of General Security in Lebanon (GS) migration data system along with stakeholders' consultations to define requirements and priority areas.
- Activity 1.1.2: Creation and establishment of an Interagency Development Committee (IDC) starting with the GS directorate and with the different stakeholders of the project on migration data management.
- Activity 1.1.3: Issuance of a complete report related to the finding of the assessment, as well as a project work plan.

#### Exit Strategy-related Measures

- Data Collection and Gap Analysis: Compilation and analysis of relevant data regarding the current GS system's performance, data integrity, and user needs and requirements as well as the identification of gaps between GS capabilities and desired outcomes.
- Validation Workshop: A workshop for the GS staff with the Migration Statistics Expert to validate findings, ensure alignment on identified issues, and gather additional insights.
- Final Report: Issuance of the assessment report, including the GS requirements and priority areas as well as recommendations for the project workplan.

### Sustainability Measures:

- **GS Staff engagement & Capacity Building:** Involve stakeholders throughout the assessment process to ensure commitment and that the findings are relevant and accepted. Identify training needs and provide capacity-building workshops for GS staff to enhance their skills in data management, analysis, and system maintenance.
- **Monitoring and Evaluation Framework and Sustainability Plan:** Establish a framework for continuous monitoring and evaluation of the system's performance post-implementation and propose a plan for long-term goals, strategies for maintenance, and sustainable operation.
- **Data Governance Policies:** GS to develop clear policies and procedures for data governance, ensuring compliance with legal and ethical standards.

Output 2: Migration Data Management Solution Architecture Concept is developed

Evaluation of the specific requirements for a sustainable data management solution for GS needs and expectations and development of the centre concept architecture. Group discussions will be held between ICMPD team along with their Data Management Experts with GS responsible for ensuring the following:

- **Activity 1.2.1: Migration Data Management solution Policy Identification, Development and Planning** between the different stakeholders.
- **Activity 1.2.2: Defining the type of application and the output requirements** in terms of reports, and dashboards that GS expect from the migration data management solution and the forecast of resources for a longtime operation system (capacity building needs, maintenance procedure, investment time, etc...).
- **Activity 1.2.3: Development of the Architecture of the Central Migration Data Management Solution** in terms of capacity and technical capabilities (operational architecture, data flows, and number of staff/job profiles) and a detailed work plan for implementation.

### Exit Strategy-related Measures

- **Completion of the MDM Architecture Concept Solution & Stakeholder Review and Approval:** Ensure that all requirements in terms of reports, dashboard, specifications, and workflows, and GS and Lebanese agencies expectations are fully documented and accessible for stakeholders to review and obtain their approval, ensuring alignment with governmental regulations.
- **Roadmap Implementation and guidelines integration:** Propose a detailed roadmap outlining the steps required to implement the architecture, including timelines, resources, and responsibilities and provide the necessary guidelines for integrating the new solution within the existing staff and human and IT infrastructure.
- **Capacity Building:** Conduct training sessions and workshops to transfer knowledge about the architecture to relevant GS staff, ensuring they understand the design and its implementation requirements.

### Sustainability Measures:

- **Scalable Design and sustainable documentation:** Ensure the architecture is designed to accommodate future growth in volume and user needs, and ensure maintaining complete documentation of the architecture, design specifications, user guides, and maintenance procedures.
- **Stakeholder Engagement and Capacity Building:** Continuously involve stakeholders in the governance and evolution of the architecture and provide ongoing training for GS staff to ensure their capacity to manage, maintain, and optimize the system effectively.
- **Data Governance Framework:** Establish a strong data governance framework that includes policies for data quality, privacy, and security as well as regular monitoring and Evaluation procedures.

Output 3: Data Management IT solution is put in place

In direct cooperation with the GS concerned directorates, the ICMPD team and Data IT expert, will perform the:

- Activity 1.3.1: Technical assessment, including an inventory of the IT infrastructure, hardware, software, equipment, and telecommunication links between the beneficiary databases, as well as capabilities and skills.
- Activity 1.3.2: Setting up the infrastructure of the Hardware/Software for this system for the procurement of needed infrastructure, workload, training, and preparation of the technical Specifications for procurement tenders.
- Activity 1.3.3: Setting up the technical requirements for the Migration Data Management Centre's existing location and premises.
- Activity 1.3.4: Procurement, Purchase and Implementation of the basic technical requirements needed for the Data Management Centre's existing premises in terms of infrastructure and IT equipment.

#### Exit Strategy-related Measures

- IT Solution Proposal & Stakeholder Approval: Complete all documentation related to the IT solution, including system architecture, design specifications, user manuals, and operational procedures. Ensure GS approval on this solution and obtain formal sign-off from the concerned stakeholders, confirming that the solution meets their expectations.
- Deployment Plan: Create a detailed PIP describing the different milestones for implementing the solution, procurement, purchase, installation and commissioning of the IT infrastructure including timelines, resource allocation, and responsibilities
- Backup and Disaster Recovery Plans: Develop and test backup and disaster recovery plans to ensure data protection and business continuity in case of system failures or disasters.

#### Sustainability Measures:

- Modular Design: Ensure the implementation of a modular IT infrastructure that enables easy upgrades, enhancements and replacements of individual components, fostering continuous improvement without extensive downtime.
- Training and Regular Maintenance: Provide ongoing training for staff to enhance their skills in using and managing the system. Schedule regular maintenance and updates to ensure the system remains current with the latest technologies and security practices
- Performance Monitoring and Evaluation: Establish key performance indicators (KPIs) and regularly monitor system performance to assess effectiveness and identify opportunities for optimization.

Output 4: A fully-fledged Migration Data Management solution is implemented

- Activity 1.4.1: Development of a Project Implementation Plan and roadmap for the MIDM solution and preparation of a Monitoring and Evaluation framework and indicators for the Project Steering committee monitoring of the results and achievements.
- Activity 1.4.2: Workshops planning, supported by ICMPD's different specialised experts will be held for the GS' staff and the IDC to produce the required deliverables, mainly in terms of the analysis migration data solution and technical/IT data management infrastructure.
- Activity 1.4.3: Capacity building and training on the Migration Data Management Centre solution, Data collection and entry, dashboards as well as the equipment, applications, and software of the Migration Data Management solution.
- Activity 1.4.4: Study visits and workshops to neighbourhood countries applying Central Migration Data Management Solution.

ICMPD is well positioned to successfully carry out the proposed action: it has a long-standing presence in Lebanon, a project office, experience in project implementation, established partnerships with relevant authorities, as well as proven ability to adapt to arising challenges and contribute to sustainable solutions.

There are a number of specific lessons learnt, in particular as related to organisational, technical, and environmental foundations of a Migration Data Management Centre (MIDMC) that ICMPD is proposing to work on in Lebanon:

### Organisational Foundations

A well-defined governance model is needed to have a clear chain of command, accountability mechanisms, and role delineation to avoid confusion or power struggles. The integration of all stakeholders is vital to ensure the MDM is compliant with national and international migration goals - the Global Compact for Migration and Global Compact on Refugees. Moreover, capacity building and training programs to adequate staff and continuous professional development for staff in data management, analytics, and migration policy are essential to ensure the centres' operability and sustainability.

### Technical Foundations

The technical foundation of an MDM ensures that the infrastructure, tools, and systems in place are capable of collecting, analysing, and managing migration data effectively in terms of a scalable technical infrastructure that can scale up as needed as well as the implementation of performing data protection policies, encryption techniques, and cybersecurity protocols. Besides that, the ability to collect and analyse data in real-time is an essential element to support timely decision-making.

### Environmental Foundations

The environmental context refers mainly to the legal Framework related to the necessity of aligning the MDM with national laws on immigration, data protection, and international agreements, and policy alignment that increases the centre's relevance and ensures long-term support from decision-makers. Moreover, regular assessments can identify gaps in infrastructure, capacity, or processes and provide insights for improvements over time.

By addressing these organisational, technical, and environmental lessons, migration management centres can better prepare for and execute their mission of collecting, analysing, and using migration data for policy and operational decisions.

### **c. Morocco**

ICMPD sees an opportunity to further strengthen migration governance in Morocco by facilitating partnership with local authorities, capitalising on the lessons learned from the implementation of Mediterranean City to City Migration, and therefore mobilising various actors to foster multi-stakeholder partnerships.

Morocco's desire to leverage migration for development, a pillar of South-South cooperation and a vector of solidarity, as affirmed by HM King Mohamed VI in his speech at the 30th AU Summit, involves the mobilization of all stakeholders to build a new way of conceiving the governance of migration, at the national and local level. This aims to guarantee integration of migrants which maximizes their positive impact in economic and social environments and ensures better harmonization and coherence between the migration strategy and other public policies. To this end, the Moroccan authorities aim at treating migration as a sustainable resource, capable, among other means, of responding to various problems linked to development.

In this context, Moroccan Citizens Residing abroad (MREs) are recognized as active partners in the economic, social and cultural development of the country and several initiatives have been launched to encourage them to invest in the sustainable economic development of the Kingdom. However, despite clear improvements, MREs are rather dissatisfied with the services and benefits specifically addressed to them, and their skills and their investment potential remain under-exploited and insufficiently used for the benefit of the country's development.

Similarly, the lack of services and information has an impact on the potential voluntary return of MREs, as well as on their reintegration. Moreover, a recent survey of the High Commission for Planning indicates that 4/5 of Moroccan returnees live in urban areas, mostly concentrated in three regions: Casablanca-Settat (21.4%), Rabat-Salé-Kenitra (15.7%) and Béni-Mellal-Khénifra (14.5%). This indicates that return migration is a factor in urbanisation with a significant impact at local level, with the need to invest in the capacity development of urban and local actors to provide the necessary support and services to make communities thrive.

Four main reasons account for more than 81% of the reasons for return since 2000:

- Family reasons (27.3%);
- Situations of vulnerability and precariousness experienced by migrants (24.4%): expulsion, nostalgia/non-integration, irregular situation, xenophobia, insecurity and health problems;
- Work-related constraints (15.2%): unemployment, poor working conditions, end of employment contract
- Retirement (14,2%)
- desire to invest in Morocco (3,4%).

Returning migrants constitute an important lever for optimising the skills balance of Moroccan migration, as 28.5% of them have a university level, particularly among women (39.1%), while a small minority (2.2%) have followed a professional training. Moreover, 9.5% of returning migrants are employers and 32.2% are self-employed, much higher rates than among the non-

migrant population. However, to date, the country lacks structured mechanisms to systematically harness the skills of returning migrants for the benefit of the country's development.

Therefore, the **general objective** of the action proposed by ICMPD for the programme is to strengthen multi-actor partnerships to maximize the potential of migration for local development.

To do this, the project will focus on the following **specific objectives**:

- Specific objective 1: Foster the creation of multidimensional data-driven migration governance systems for the integration of migration into the regional planning strategy.
- Specific objective 2: Strengthen the capacities of actors for the economic integration of migrants and MREs for territorial development.
- Specific objective 3: Strengthen the infrastructure of reception and support services for MREs and migrants to contribute to local economic development.
- Specific objective 4: Improve communication to advocate for the engagement of MREs and migrants for local economic development.

Furthermore, the action aims at achieving the following **results**:

- R1: Multidimensional migration governance systems are created for the effective and sustainable integration of migration into data-driven local development strategies.
- R2: The capacities of stakeholders are strengthened on issues of migration governance and territorial economic development.
- R3: The infrastructure for reception and support services for MREs and migrants to contribute to local economic development is improved.
- R4: Communication to advocate for the engagement of MREs and communication of services in favour of migrants to support local economic development is improved.
- The action is in direct line with the Moroccan migration policy (SNIA, MRE Strategy), HM the King's latest appeal in favor of Moroccans living abroad,<sup>60</sup> and the ambitions and objectives of the New Development Model<sup>61</sup> for Morocco. The action also supports Morocco's international commitments, including the Marrakesh Pact, the Sustainable Development Goals (SDGs), the African Agenda for Migration and the Kingdom's leadership in the African continent.

As far as the intervention logic is concerned, the project will be implemented at the national level, targeting the local authorities while at the same time promoting the involvement of the central level and respecting the competences of various actors involved, according to the country's governance structure. The factors that would be decisive for the selection of the beneficiary regions include: the presence of employment opportunities<sup>62</sup>, ii) the geographical areas of origin of Moroccans living abroad<sup>63</sup> and Moroccan returnees; and iii) the involvement of the region in a similar international cooperation action. Thus, it is important to note that the regions of Casablanca-Settat, Beni Mellal-Khenifra, Tangier-Tetouan-Al Hoceima and Rabat-Salé would be the ideal beneficiaries for this action. However, the Tangier-Tetouan-Al Hoceima region is currently a beneficiary of the "POMIRE - Potentials of Migration and Social and Economic Reintegration" project<sup>64</sup>, recently launched by GIZ, while the Beni Mellal-Khenifra region recently benefited from the DEPOMI - Deployment of migration policies at the regional level, concluded in 2023.<sup>65</sup> The involvement of the Casablanca-Settat Region would make it possible to capitalize on the results of the Mediterranean City-to-City Migration (MC2CM) project<sup>66</sup>, which has just concluded. While great progress

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<sup>60</sup> HM the King's Speech to the Nation on the Occasion of the Anniversary of the Revolution of the King and the People (Full Text) <https://www.mapnews.ma/fr/discours-messages-sm-le-roi/sm-le-roi-adresse-un-discours-%C3%A0-la-nation-%C3%A0-l'occasion-de-l'anniversaire>

<sup>61</sup> (2021) The Special Commission on the Development Model, 'New Development Model. Unleash energies and restore confidence to accelerate the march towards progress and prosperity for all. General Report', April 2021, [https://csmmd.ma/documents/Rapport\\_General.pdf](https://csmmd.ma/documents/Rapport_General.pdf)

<sup>62</sup> (2022) HCP, 'Regional accounts gross domestic product and household final consumption expenditure, 2020, 2014 base', publication, September 2022. [https://www.hcp.ma/Les-comptes-regionaux-Produit-interieur-brut-et-depenses-de-consommation-finale-des-menages-2020\\_a3572.html](https://www.hcp.ma/Les-comptes-regionaux-Produit-interieur-brut-et-depenses-de-consommation-finale-des-menages-2020_a3572.html)

<sup>63</sup> (2020) HCP, 'International Migration in Morocco. Results of the National Migration Survey, page 18. International 2018-2019, July 2020, <https://www.hcp.ma/downloads/?tag=Enqu%C3%AAt+nationale+sur+la+migration+internationale>

<sup>64</sup> <https://marocainsdumonde.gov.ma/communique-de-presse-signature-de-la-convention-cadre-relative-au-projet-potentiels-de-la-migration-et-de-la-reintegration-sociale-et-economique-pomire/>

<sup>65</sup> <https://open.enabel.be/fr/MAR/2360/p/dploiement-des-politiques-migratoires-au-niveau-rgional.html>

<sup>66</sup> <https://www.icmpd.org/our-work/projects/mc2cm>

has been made in implementing programmes related to reintegration services addressed to Moroccan returnees, some key challenges can be identified:

1. The management and implementation of the reintegration process appears fragmented, an overlap is noticeable among many of the provided services without a clear indication on how the different services complement each other.
2. Information on reintegration services available and related eligibility criteria and accessibility among potential beneficiaries is limited;
3. Lack of data on Moroccan nationals returning to their home country, their profile, their education, socio-professional profile or state of health, essential to ensure appropriate support and reintegration measures.

Casablanca, Oujda, Tangier, Khouribga, Béni-Mellal and Agadir are the main centres of return for Moroccan migrants from abroad (MREs). However, not all these cities are served with institutions providing services for) and Moroccan returnees, such as the Maison des MRE. This is particularly the case of Tangier and Casablanca.

### **Objectives and expected results**

The **Overall Objective** of the Action is to contribute to strengthen safe and dignified return and sustainable reintegration governance systems in Morocco.

The **Specific Objectives** (SO) are:

- Specific Objective 1 – Governance: to improve multi-level multi-stakeholders coordination and cooperation on migration and sustainable reintegration at local level
- Specific Objective 2 – Capacity Development: To strengthen multi-level multi-stakeholders' capacities on management of voluntary returns and provision of reintegration assistance and services to migrants
- Specific Objective 3 – Knowledge Management and Development: To increase local migration-related knowledge and data management with specific focus on return and reintegration
- Specific objective 4 – Communication: to foster a balanced narrative on migration at the local level to promote sustainable reintegration.

The expected Intermediate Outcomes are:

**IO 1.1.** Dialogue and coordination on migration and sustainable reintegration at the local level, involving local and central government representatives, NGOs, private sector and experts, is strengthened.

**IO 2.1.** Local multi-level multi-stakeholders' capacities to coordinate and deliver assistance and services to returnees, address integration and inclusion, including socio-economic opportunities for the wider population, is increased.

**IO 3.1.** Local migration-related knowledge and data management with specific focus on return and reintegration is enhanced.

**IO 4.1.** Awareness/ sensitivity of the general public at the local level regarding all aspects of migration is enhanced.

Indicative activities may include the following:

- Establishment/strengthening of local multi-level multi-stakeholder groups on migration and sustainable reintegration as sectoral coordination mechanisms.
- Organisation of periodic local consultations of multi-level and multi-stakeholder groups on identified issues of common interest.
- Development of training curricula on human rights-based Return, Readmission and Reintegration.
- Organisation of trainings for members of established multi-level multi-stakeholder groups on human rights-based reintegration practices and services, and other expressed needs.
- Organisation of peer learning events and study visits with other regions of Morocco and other countries in the South and/or North Mediterranean.
- Organisation of training courses for trainers.
- Development of city/region migration profiles.
- Development of an analysis of challenges and needs in terms of reintegration services at local level in the regions targeted by the action, including a mapping of local investment/employment opportunities.
- Organisation of local workshops on communication on migration.
- Organisation of awareness raising events on services provided on return on reintegration.

- Production of online sensitisation material (including videos).

This action is based on the experience acquired, the lessons learned, and the recommendations resulting from the evaluations of the interventions supporting migration policies deployed by ICMPD in Morocco as part of the three phases the MC2CM project and particularly of the last action “Strengthening partnerships for urban capacities,” implemented in Casablanca. Thus, it will benefit from the existing network and accumulated knowledge and it will deepen the engagement with a selected number of targeted regions to address the need to address policy implementation gaps with relevant stakeholders to better align national policy of migration to the realities on the ground.

The action also takes into account good practices introduced within the framework of previous projects and programs, such as RECOMIG, PRIMO, INDIMAJ, AMUDDU, Initiative Conjointe Migration pour le Développement (ICMD), DEPOMI and Maghrib Impulse.

The main **lessons learned** related to these interventions are as follows:

1. Although migration does not explicitly appear in the region's competences, the involvement of the regional (local) level remains strategic, taking into account the areas of responsibility of the regions with a pre-eminence of economic development, and synergies with the National Immigration and Asylum Strategy (SNIA) in terms of economic integration of migrants (economic development, professional training, south-south cooperation, etc.). The regions also have two key tools for the sustainable integration of migration into local action: Regional Development Programs (PDR) and Regional Territorial Development Plans (SRAT). In addition, their greater proximity to the central level can further facilitate the implementation of the action.
2. The skills acquired in municipalities and regions are not sufficient to enable them to respond to the challenges linked to the migration dimension in their territory and must further be developed. The proposed action will focus on strengthening urban capacity partnerships in the area of migrant integration and inclusion. This support will be provided in an appropriate manner according to the particularities of each of the region concerned.
3. The heterogeneity of the actors involved (ministries, operational agencies, civil society, migrant communities) and the coordination between the different partners demonstrate the effectiveness and sustainability of this type of intervention. The intervention aims to establish multidimensional migration governance mechanisms on migration and development.
4. A development strategy that takes into account migration as a vector of development with opportunities to be realised cannot be done without having tools and information allowing the most appropriate choices to be made in terms of migration policy. Thus, the action will promote the production and dissemination of knowledge on migration and development.
5. The reception of administrative and/or socio-economic support systems for MREs or migrants are insufficient and developed heterogeneously depending on the region and are distributed unevenly within a region. It is therefore useful to strengthen and extend these experiences to other provinces in the region, or to other regions. The action will contribute to this by allowing the regions to know the situation of these services, to have the means enabling them to inform and direct potential beneficiaries towards the services and to set up new reception and support structures.
6. At the local level, knowledge of the various reception and administrative or socio-economic support systems for MREs or migrants remains insufficient and is not well communicated to potential interested parties. The action will contribute to developing broad knowledge of the potential and systems for reception of administrative and/or socio-economic support for MREs or migrants and to improve communication on these systems among potential beneficiaries.
7. The importance of deploying the action with a certain degree of flexibility and adopting a participatory approach to guide the activities of the action taking into account the context and the needs and institutional dynamics of each region, is an essential element to guarantee the success and effectiveness of the action.

#### **d. Algeria**

Considering the context, cooperation with Algeria should be devised in a way that joint actions and buy-in are ensured and for activities to be delivered in a remote fashion, for example via professionalisation, aligning to identified Algerian priorities through a co-creation process via established dialogue channels. ICMPD intends to focus on developing tailored approaches, tools and trainings – in partnership with the Training Institute (MCP Med TI). As such, in the past month ICMPD has been discussing with the government of Algeria a concrete project, described below, and has received positive feedback on the proposed activities. The Netherlands has indicated interest in co-funding such an initiative and, as such, the described below Action is devised as a co-funded proposal between Denmark and the Netherlands.

Through Algeria’s active engagement in EUROMED Migration dialogue, and introduction to the ICMPD in the Mediterranean Migration Capacity Partnerships delivery framework, the focus of potential cooperation between Algeria and

ICMPD has been framed around professionalisation-based migration capacity partnerships. Algeria recognises its role in the region and is making ongoing efforts to enhance its competences through vocational education of its migration practitioners in a way that proactively addresses its distinct national context while contributing to its positioning as a proactive stakeholder in wider partnerships.

Capitalising on Algerian experience and expertise, the action will directly support the strengthening of the country's capacities in the field of professional training on migration. The action will provide educational solutions for sustainable and professionalised training that combine the best national, European and international standards and practices, which will result in improved performance, productivity and quality assurance.

Through ICMPD and based on the innovative Mediterranean Migration Capacity Partnership (MCP Med) approach, cooperation will be calibrated to national needs and priorities, as determined by Algeria. Activities will be prioritized and carried out in collaboration with national actors and the capacity to continue providing accredited training beyond the action will be ensured by supporting a necessary sustainability mechanism.

In addition to capitalising on the capacity of ICMPD to establish and accredit training programs according to the European reference framework and to award European qualifications and academic credits fully recognized for Algeria on the basis of the MCP Med Training Institute, the action will also benefit from privileged access to all existing training courses, trainers and premises of the Institute.

While offering considerably improved results with better cost-effectiveness and ease of implementation, this targeted cooperation project in the field of professionalization will benefit from an ad-hoc status and will therefore be exempt from the rights and obligations of formal membership to the Training Institute (MCP Med TI) and will be specifically adapted to the Algerian context. Potential alignment with other complementary ICMPD Capability Partnership (MCP Med) initiatives will bring other similar benefits in the areas of digital modernization and solutions, governance and communication.

Designed as a multi-donor action, coordinated with the Algerian authorities, Denmark, and potentially other donors (such as e.g. the Netherlands) are invited to enter into partnership on this action and will have the opportunity to support specific elements of the implementation/training themes.

The action will pursue the following **objectives**:

Overall Objective: To provide sustainable, quality assured, and effective professional migration vocational education and training systems in Algeria through targeted capacity partnerships that recognize and promote Algerian vocational expertise and competence.

Specific Objectives:

1. To establish sustainable national structures, including a network of professionalized and authorized trainers, that comply with national and European vocational education standards while recognizing and promoting Algerian expertise and skills.
2. To provide access to training products that align Algerian needs and priorities with European mainstream educational standards and accreditation.

The action will deliver the following **results**:

- Improved access to quality-assured education and vocational training for national migration practitioners and training professionals, leading to recognized academic qualifications.
- Increased capacity of Algeria to sustainably deliver training that directly responds to diverse national and regional needs and priorities.
- Algeria's status as an actor in the field of migration-related education and training is recognized and promoted.
- Constructive dialogue and cooperation between partners are strengthened.
- The sustainability of the training activities beyond the end of the action is ensured.

The action will be implemented over 30 months. Due to the presence of MCP Med TI in Malta, and the absence of an ICMPD office in Algiers, the project team will be based at the Regional Office for the Mediterranean, and will carry out regular visits to Algeria. The activities will therefore be carried out both in Algeria and at the regional level in Malta.

Indicative Outputs for the overall action, including wider scope:

- Output 1.1. A network of Algerian Training professionals developed and authorized to sustainably design, deliver and quality assure training including European accredited courses.
- Output 1.2. Training needs analyses and partner-led governance mechanism established.
- Output 1.3. Algerian premises for the delivery of European accredited training courses licensed.
- Output 2.1. Bespoke curriculum of training courses developed.
- Output 2.2. National migration practitioners trained.
- Output 2.3. National and regional migration practitioners trained by Algerian authorized trainers on European accredited courses.

Training subjects will be subject to approval of national focal points however may indicatively include the following areas:

- Award in Vocational Train the Trainer
- Award in Curriculum Development Essentials
- Award in Monitoring Training
- Migration Governance for Young Professionals
- Migration Policy Development
- Border Investigations
- Document Examination
- Communication for Migration Policies
- International Migration Legal Frameworks
- Management of migration reception centres
- Migration Intelligence
- Protection of Migrants at Risk
- Migration Essentials for the Judiciary

The courses will be delivered in local language with selection of students decided by national focal points subject to compliance with the relevant entry criteria for each course. Furthermore, a range of training courses will be made accessible and provided via a digital learning platform in areas such as strategic management, gender awareness, communication for migration policy development, and leadership.

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

**e. Nigeria**

In line with the above outlined needs and challenges, the proposed focus in Nigeria is on promoting sustainable reintegration by focusing on education, skills development, and creating employment and entrepreneurship opportunities. ICMPD has been successfully operating in Nigeria over the past years and has a Seat Agreement with the government. Its West Africa Regional Office is located in Abuja. That, in addition to the well-established relationships with the Nigerian Immigration Service (NIS), the National Agency for the Prohibition of Trafficking in Persons (NAPTIP), and the National Commission for Refugees, Migrants and Internally Displaced (NCFRMI) and other government actors and ministries, good cooperation with local/state governments (e.g. in Edo and Enugu States) as well as ICMPD's experience with training/educational institutions and private sector (Nigerian and European companies and e.g. cooperation with the Danish Consulate in Nigeria and a Danish Company in the framework of an MPF-funded project<sup>67</sup>) positions ICMPD well to carry out an action on sustainable reintegration.

ICMPD is proposing to focus on addressing the root causes of irregular migration and supporting sustainable reintegration with a specific focus on youth. The majority of the Nigerian population is young (under 35), and Nigeria's youth is facing high levels of unemployment and underemployment<sup>68</sup> with the National Bureau of Statistics noting 53,4% of youth unemployment rate in 2022. High level of youth unemployment is a major driver of irregular migration, beginning with rural-urban migration as the first step.

One of the key factors for successful reintegration is sustainable livelihoods/income generating activities for returnees.

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<sup>67</sup> <https://www.migrationpartnershipfacility.eu/mpf-projects/58-enabling-european-private-sector-driven-labour-mobility-schemes-for-nigerian-technical-professionals-nigerian-techpro4europe/preview>

<sup>68</sup> <https://nationalplanning.gov.ng/fg-inaugurates-committee-to-tackle-increasing-youth-unemployment-in-nigeria/>

ICMPD intervention envisages an action research project that integrates direct interventions with continuous research to adapt and refine its strategies based on real-time feedback and outcomes. This approach involves empowering Nigerian youth, including returnees, through access to land and agricultural training, aiming to reduce irregular migration and enhance livelihoods. It is characterized by a cyclic process where the project implements strategies, monitors, and evaluates the results, learns from the findings, and revises the approach accordingly. This iterative process ensures that the project remains responsive to the needs and challenges faced by the youth it serves, promoting sustainable agricultural development and economic self-sufficiency. The project's Theory of Change posits that by providing youth with land and training, they can establish successful agricultural businesses, which in turn decreases the inclination to migrate, enhances local economies, and increases food security. This model plans for immediate and long-term impacts by setting up a supportive framework for youth to thrive within their local communities.

The action will facilitate sustainable reintegration and economic empowerment of youth in Oyo State. The Oyo State Commissioner for Agriculture's commitment to providing in-kind support, including land free of charge for up to 10,000 young farmers, significantly strengthens the YERP project's foundation. This in-kind contribution will allow YERP to expand its reach and offer direct land access to returnees, reducing one of the major barriers to entering agriculture. The synergies with other Denmark-supported activities in Nigeria, such as the dairy farming project in cooperation with the Oyo State government, create additional opportunities for meeting Denmark's development objectives, for expertise exchange, and scaling. These collaborations, along with the advance consultations with key stakeholders like the Oyo State Ministry of Agriculture, IFAD, and IITA, ensure that the project is well-aligned with local needs and existing initiatives, further enhancing its sustainability and impact potential.

ICMPD will be able to conduct the **1) action research and 2) to coordinate the consortium in cooperation** with diverse stakeholders such as farmers' cooperatives, specialized agricultural institutes and state governments or their agencies will implement the project on the ground.

The proposed action research explores the connections between youth unemployment, rural-to-urban migration, sustainable, reintegration and irregular migration towards North Africa and Europe, emphasizing the role of land ownership and agricultural training. It suggests that enhancing land access and providing agricultural training could create sustainable livelihoods that address irregular migration (irregular re-migration) and provide opportunities for returnees. Researching youth land ownership and migration is vital for crafting targeted interventions to improve agricultural productivity and establish sustainable livelihoods, thus fostering economic stability and growth. Nigeria, predominantly rural with a growing youth demographic, faces a critical challenge in youth unemployment which often leads to migration. This underscores the necessity for accessible agricultural opportunities to reduce migration pressures.

The Danish Agriculture and Food Council<sup>69</sup> has recognized the vast potential and demonstrated their readiness to invest in Nigeria's agricultural growth. Their commitment reflects the belief that Nigeria is a place where significant developments can occur, making it an attractive destination for agribusiness ventures. The Danish council emphasizes the importance of professionalism in agriculture and encourages the Nigerian government to create an enabling environment for young Nigerians to engage in professional farming. A critical factor in creating such environment is providing access to land for rural and returning migrant youths.

The investigation will be grounded in the context of increasing migration driven by lack of economic opportunities in rural areas, contrasting with the risks and uncertainties associated with irregular migration, coupled with looking at reintegration opportunities for returning youth, interested in starting a sustainable agribusiness. It will focus on understanding the complex interplay between youth unemployment, underemployment, and migration. The proposed solution involves enhancing land access and providing agricultural training to both rural and returning migrant/returnee youths to create sustainable livelihoods and curb migration pressures.

In a strategic collaboration with the Ministry of Agriculture, state governments, NCFRMI and NGOs, the initiative aims to allocate one hectare of land to each of 1,000 rural and returning migrant youths for farming purposes. This initiative is designed to empower these youths by providing them with the necessary resources to engage in farming, thereby fostering economic self-sufficiency and supporting reintegration of returning migrants into productive societal roles. This effort not only aims to stabilize rural communities but also to harness the potential of agriculture as a sustainable livelihood and enhancing food security.

In terms of the intended research, the following points should be noted:

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<sup>69</sup> [25 Danish agric companies indicate interest in Nigeria - InsideBusiness - Business News in Nigeria](#)

- **Land Ownership and Agricultural Training:** the intended research will be based and further build on the scholarship, pointing to how improved land access and agricultural education can significantly impact the economic stability of rural and returning youth, potentially reducing the allure of urban migration and irregular journeys towards more developed regions.
- **Socio-Economic Factors:** Understanding the factors that drive migration requires an analysis of land tenure systems, the viability of agriculture as a livelihood, the absorptive capacity of the sector to offer high employment numbers and the broader socio-economic conditions affecting youth employment.
- **Demographic and Economic Context:** The research will highlight the rapid urbanization and persistent rural predominance in West Africa, emphasizing agriculture's role in the economy and the challenges posed by growing youth populations and inadequate employment opportunities.
- **Land Scarcity and Tenure Security:** The existing literature notes that despite Africa's large landmass, young people often struggle to access land due to inherited tenure systems, rising population pressures, and urban investment displacing rural land access.
- **Poverty and Unemployment in Nigeria:** Nigeria's case exemplifies extreme poverty and unemployment issues, which are major factors driving both local and international migration. The government's initiatives aimed at involving youth in agriculture are mentioned as crucial yet insufficient steps toward addressing these challenges.
- **Barriers to Engaging Youth in Agriculture:** Despite governmental efforts, agriculture often appears unattractive to the younger, increasingly educated, and tech-savvy population, including to returnees, underscoring a disconnect between current agricultural practices and the aspirations of young people, but opportunities exist to make agriculture more attractive to youth/including to returnees (e.g. modernization, generation of reliable income, ownership and entrepreneurship, etc.)

### **YERP Project Description**

The Youth Empowerment and Reintegration Project (YERP) is an initiative designed to address the reintegration of returned, rural youth unemployment, irregular migration, and enhance rural development by empowering Nigerian youth through climate smart and sustainable agricultural opportunities. YERP integrates Action Research and Project Interventions to create a cohesive strategy that not only promotes youth employment but also evaluates the long-term sustainability and impact of interventions. The project aims to empower 1000 young Nigerians, providing them with land ownership, agricultural training, and market development support, while also addressing climate change and environmental sustainability.

YERP's action research component is integral to understanding how land ownership and sustainable market linkages influence youth engagement, reintegration of returned, migration trends, and environmental sustainability/ The research will focus on baseline and endline assessments, evaluating how secure land tenure and sustainable agricultural training impact rural youth employment and migration decisions. Mid-term evaluations will identify factors influencing the success of climate-adaptive interventions and their contributions to long-term sustainability.

By embedding climate-smart agricultural practices into the research framework, YERP aims to generate evidence that supports policy recommendations for scaling sustainable agribusiness models across Nigeria. This research will guide future interventions, ensuring that youth empowerment and environmental sustainability are central to Nigeria's youth development strategies.

The **overall objective** of the YERP project, is to reduce rural urban and irregular migration among Nigerian youth by empowering returnees and rural youth through sustainable agricultural opportunities and by generating evidence based insights through action research.

The **specific objectives** (SO) are:

SO1: Generate evidence-based insights through action research to inform policy and project scaling.

#### *Key activities*

- **Baseline and Endline Assessments:** Conduct comprehensive baseline assessments to collect data on current migration patterns, youth employment rates, land ownership, and agricultural productivity. Endline assessments will measure the impact of the project over time.
- **Ongoing Monitoring and Evaluation:** Develop a real-time M&E framework that tracks key performance indicators (KPIs) such as changes in migration rates, economic self-sufficiency, and environmental impact. Use this data to make informed adjustments to project activities.
- **Mid-Term Evaluations:** Organize mid-term evaluations to assess progress toward achieving project goals. This will involve surveys, focus group discussions, and interviews with youth participants, community leaders, and stakeholders.

- **Dissemination of Research Findings:** Share the results of the action research through workshops, policy briefs, and publications. Engage government agencies, donors, and other stakeholders to present evidence on the effectiveness of YERP's interventions.
- **Policy Advocacy and Recommendations:** Based on research findings, advocate for policies that support youth involvement in agriculture, secure land tenure, and climate resilience. Use YERP's evidence base to recommend scaling similar interventions to other regions.

SO2: Reduce rural-urban and irregular migration by creating sustainable local livelihoods.

*Key activities*

- **Agricultural Training Programs:** Conduct training sessions for youth on modern agricultural techniques, focusing on profitable and sustainable farming practices. This includes hands-on fieldwork, demonstration farms, and mentorship by successful farmers.
- **Development of Market Linkages:** Establish connections between youth farmers and local, regional, and international markets. Organize market access workshops and facilitate contracts with buyers, cooperatives, or agro-processing companies.
- **Income-Generating Agribusiness Support:** Provide youth with the financial support (grants, stipends, or low-interest loans) needed to cover the start-up costs for their agricultural ventures. Include access to quality seeds, fertilizers, and tools as part of this support.

SO3: Promote economic self-sufficiency and empowerment through youth-led agricultural enterprises.

*Key activities*

- **Comprehensive Business Management Training:** Train youth farmers in business management skills such as accounting, marketing, supply chain management, and financial literacy. This training will help youth effectively run their agribusinesses and scale their operations.
- **Access to Finance and Credit:** Partner with financial institutions to offer youth farmers access to tailored financial products such as microloans, grants, and savings programs that support the growth of their agribusinesses.
- **Establishment of Cooperative Models:** Facilitate the formation of youth-led cooperatives to pool resources, share knowledge, and collectively market their produce. This helps young farmers increase their bargaining power and reduce operational costs.
- **Value Chain Development:** Focus on developing value chains that integrate youth into higher-value activities such as processing, packaging, and distribution. For example, establish small-scale food processing units (e.g., cassava or maize) where youth farmers can add value to their raw produce.

SO4: Enhance climate resilience and environmental sustainability in rural agriculture.

*Key activities*

- **Training in Climate-Smart Agricultural Practices:** Provide youth with specialized training in sustainable farming techniques, including drought-resistant crops, agroforestry, soil conservation, and organic farming. Ensure that youth farmers adopt water-saving technologies like drip irrigation and rainwater harvesting.
- **Implementation of Climate Risk Assessments:** Conduct climate risk assessments in project areas to identify specific environmental challenges (e.g., drought-prone or flood-affected regions). Use this information to tailor interventions to local climate conditions.
- **Adoption of Sustainable Land Management Practices:** Encourage youth to adopt practices such as crop rotation, mulching, and no-till farming, which protect soil health and improve long-term agricultural productivity.
- **Promotion of Green Infrastructure:** Encourage investment in small-scale green infrastructure such as community-based irrigation systems, solar-powered water pumps, and composting facilities to promote environmental sustainability.

Exit Strategy-related Measures

The YERP exit strategy is carefully designed to ensure that the project's interventions continue to deliver long-term benefits even after donor support has ended. This strategy is focused on transferring ownership of the project to local actors, building their capacity to manage and scale project activities, and embedding successful elements of the project into local and national governance frameworks.

#### *Capacity Building and Institutionalization*

- YERP will equip local partners, including government agencies, civil society organizations, and rural enterprises, with the skills, tools, and knowledge necessary to sustain and expand project activities. This capacity-building effort will ensure that key actors can manage and support youth employment and agricultural initiatives once YERP concludes.
- By engaging local government institutions from the beginning and throughout the project, YERP aims to institutionalize its methodologies. This integration into local development plans ensures that the project's outcomes are maintained and developed further by local authorities.

#### *Youth Cooperatives and Self-Sustaining Enterprises*

- YERP will establish youth cooperatives and support the creation of self-sustaining business models. These cooperatives will act as collective units that enable young farmers to share resources and negotiate better terms in the marketplace. Over time, they will become fully independent, capable of generating their own income through agricultural production, processing, and value-added services.
- YERP will also facilitate access to financial services and credit for youth entrepreneurs, empowering them to grow their businesses without continued external support.

#### *Integration with Local and National Development Plans*

- The exit strategy involves close coordination with local and national government bodies to ensure alignment with broader development goals. This will encourage the inclusion of successful project components, such as vocational training and youth cooperatives, into national job creation schemes and agricultural programs.
- YERP will work with relevant ministries, such as agriculture, youth, and finance, to secure long-term government commitment and resource allocation for the continuation of key project initiatives.

#### *Support Mechanisms for Future Initiatives*

- YERP will establish an ecosystem of public-private partnerships (PPPs), linking youth with private sector actors and financial institutions to provide continued access to resources and markets. Additionally, knowledge-sharing platforms will be set up to facilitate the exchange of best practices and ensure the ongoing dissemination of skills and knowledge.
- These mechanisms will help sustain project benefits for future generations and foster an environment that encourages innovation and entrepreneurship among rural youth.

#### Sustainability:

YERP's sustainability strategy is built on several key pillars, ensuring that the project's interventions deliver lasting impact beyond the lifespan of the project.

#### *Economic Viability*

- The creation of market-driven agricultural enterprises will allow young farmers to generate sustainable incomes. YERP's emphasis on building strong market linkages and facilitating access to financial services will ensure that youth-run businesses are economically viable in the long term.
- Value-added agriculture and processing units will be encouraged, increasing profitability for young farmers and reducing the risk of relying solely on primary production.

#### *Environmental Sustainability*

- By promoting climate-smart agricultural practices, YERP will help youth farmers adapt to climate change, ensuring long-term agricultural productivity. This focus on sustainable land use and water management will protect the natural environment and safeguard agricultural output for future generations.

#### *Capacity Building for Long-Term Success*

- Vocational training programs tailored to local market needs will ensure that young people acquire the skills necessary for long-term success in rural employment. YERP will also provide financial literacy and business management training, equipping youth with the tools to sustain and grow their enterprises.

### *Institutional Support and Policy Alignment*

- YERP's efforts to embed its activities within local and national governance structures will ensure that the project's initiatives are supported by long-term government funding and policy backing. By advocating for the inclusion of successful elements into national development programs, YERP ensures government ownership and vested interest in sustaining and scaling its outcomes.

### *Public-Private Partnerships (PPPs)*

- YERP will foster relationships between youth entrepreneurs and private sector actors to create investment opportunities, market access, and continued support. These partnerships will ensure that young farmers remain competitive and are able to secure the resources needed for long-term growth

## **f. Iraq**

ICMPD has vast experience in providing support to Iraqi policy makers, ministries and law enforcement agencies, as well as other relevant national and regional stakeholders to equip them with knowledge, skills, mechanisms and capacities needed to make migration management decisions. ICMPD cooperates on the ground with stakeholders through a number of policy and capacity development interventions in various areas of migration management. An overarching priority goal is the development and implementation of long-term strategies to cope with migration issues prioritized by the Government of Iraq and its international partners. Such strategies aim at facilitating early warning, addressing root causes of irregular migration, strengthening national reintegration systems, harmonizing entry control measures, and coordinating migration, asylum and refugee policies.

Support to the governmental stakeholders is always aligned to their priorities in order to ensure ownership and sustainability. For example, the Iraq Vision 2030 (the government's long term strategic development plan) has five national priorities:

1. Human Development;
2. Good Governance;
3. Diversified Economy;
4. Safe Society;
5. Sustainable Environment.

Under Priority 4, one of the sub-priorities [4.5] is to achieve 'sustainable solutions for displacement and internal and external emigration'. This is expected to be achieved via the following measures:

1. Implement effective programmes to improve the countryside situation and reduce the factors encouraging its population to leave their areas.
2. Adopt effective plans for reconstruction and development projects in the affected governorates.
3. Achieve population stabilisation in the countryside and the least developed cities.
4. Implement projects with integrated activities in rural areas.
5. Adopt national policies and practical measures to reduce the youth emigration and encourage them to return to their hometowns.

In order to make meaningful progress on these priorities, some key high-level national committees have recently been created. These committees, are adopting an inter-ministerial/governmental approach to tackle specific development issues:

- The Supreme Committee for the Relief and Support of the Displaced – tasked with providing support and aid to Iraqi IDPs, including resettlement and socio-economic reintegration.
- The Supreme National Committee on the Status of Iraqis Abroad, their Voluntary Return, and their Reintegration – tasked with coordination between the committee and concerned entities including embassies of countries where Iraqis are present (as displaced, migrants, and refugees) or relevant international/foreign organisations and agencies; Setting up an information network among Iraqis abroad; and finding adequate solutions for voluntary return.
- The Supreme National Committee on the Reduction of Illegal Migration – tasked with researching trends of irregular migration, ways to limit it and working with various governmental, educational and other institutions to inform vulnerable people, especially youth, on the risks of irregular migration through awareness raising campaigns.

Moreover, the National Strategy for Migration Management in Iraq (adopted by the Central Government) seeks to strengthen migration management under several key priority areas. The strategy recognises that migration is an opportunity for development, but that people on the move and those displaced are vulnerable and have specific needs that require targeted policy and programmatic attention. The strategy offers guidance and direction for government, non-governmental organisations, intergovernmental relations and international organisations that are involved in supporting governmental or non-governmental partners on migration-related issues in Iraq. The Technical Working Group (TWG) on Migration, was established by the Government of Iraq for the purposes relevant for implementation of the National Strategy for Migration

Management in Iraq. The TWG is chaired by the Ministry of Migration and Displaced, with participation of the Ministries of Interior, Foreign Affairs, Labour & Social Affairs, Planning, Justice, Central Statistics Organisation, and officials from the Kurdistan Regional Government.

The Government of Iraq also worked with ICMPD to create its Vision for Sustainable Reintegration of Returnees, including an Action Plan. The Vision document was developed with the close engagement and ownership of Government of Iraq and charts out concrete steps towards achieving the seven priorities of governmental and non-governmental stakeholders in Iraq. The Vision also emphasises the utilisation of a whole-of-government and whole-of-society approaches towards implementing Iraq's national strategies on improving migration governance, especially in regard to reintegration of returning migrants.

Iraq is also a 'Champion Country' within the framework of the Global Compact on Migration. This status provides significant motivation and impetus for government officials to fulfil their international commitments to make meaningful progress on improving on migration governance across various topics.

Denmark has been actively supporting ICMPD in its mission to support the government and non-governmental stakeholders in Iraq, first through Project CAIR-I, which was implemented from February 2021 – May 2023 and currently through its successor project CAIR-II, being implemented from June 2023 till May 2025. It must be noted that the aforementioned "Vision for Sustainable Reintegration of Returnees in Iraq" was created under Project CAIR-I.

ICMPD is suggesting building on the CAIR II<sup>63</sup> project, which is designed to ensure the implementation of the Vision for Sustainable Reintegration of Returnees in Iraq, by adopting a whole-of-government/whole-of-society and capacity partnerships approaches to contribute to sustainable reintegration of Iraqi returnees, individuals as well as families, in their communities of return in Iraq and provision of information to potential and outgoing migrants. The Vision thus remains the basis for all future support actions.

The project would be implemented under the Nordic Cooperation framework on Return and Reintegration in Iraq (NORAQ), with the aim to secure an aligned, sustainable, and transparent reintegration support mechanism for all returnees to Iraq and to support the establishment of a robust and professional migration management capacity in Iraq.

This project will be implemented in partnership with the Rwanga Foundation<sup>70</sup>.

The **overall objective** of the action is to contribute to, through whole-of-government/whole-of-society and capacity partnerships approaches, to a sustainable reintegration of Iraqi returnees, individuals as well as families, in their communities of return in Iraq, with a focus on communities in the areas of high-return.

The **specific objectives** are:

SO1 (Component 1): Strengthen partnerships with the institutional capacities of the Government of Iraq in the area of migration management and more specifically on reintegration, including through EU-accredited trainings.

The expected outcome is: Governance systems enhanced and institutional and stakeholder capacities to offer high-quality, streamlined reintegration services built.

Outputs:

- 1.1 Training deliveries based on targeted needs assessments carried out. Training of Trainer also conducted.
- 1.2 EU-accredited tailor-made learning product developed.
- 1.3 Support provided on technical aspects of reintegration governance, such as Monitoring Evaluation and Learning (MEL), Project Design and Management, Strategic Planning and Leadership

*Activities*

- 1.1.1 Draft and administer targeted training needs assessments with key stakeholders (ministries and institutions) relevant to migration/reintegration management.
- 1.1.2 Systematically identify government officers with good pedagogical skills/experience so that they can be inducted into a Train the Trainer (ToT) programme; conduct the ToT programme with broad based involvement/long-term ownership of stakeholders.
- 1.1.3 Organise training deliveries on reintegration and other relevant topics, led by ICMPD's internal expert trainers as well as qualified external experts.
- 1.2.1 Identify and contract experts to develop a tailor-made learning product to suit the needs of the stakeholders.

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<sup>70</sup> The project components implemented by the Rwanga Foundation will be shared in a separate CN.

- 1.3.1 Identify and contract experts that can provide stakeholders support on technical aspects of reintegration governance, such as MEL, Project Design and Management, Strategic Planning and Leadership.
- 1.3.2 Formulating and implementing mentorship and technical support to governmental counterparts in aspects such as MEL, Project Design and Management, Strategic Planning and Leadership.

#### Exit Strategy / Sustainability Measures

- Under Project CAIR-II, two courses on reintegration have been created and have received EU-accreditation via the Maltese Further and Higher Education Authority (MFHEA). The courses will have been taught to selected Iraqi government officials, some of whom will have been turned into trained trainers. This group of trainers will be targeted for further capacity building under the project, and they will also be supported to train their peers. This process of investing in the human resources of key partner ministries and institutions in Iraq (Central Government and KRG), will provide an opportunity to create a pool of internal trainers within the two governments, which could aid with developing sustainable training systems within targeted ministries and institutions.
- The learning product developed under the project will be done so in a co-development manner and will be handed over to government officials so that they can utilise it for internal capacity building, hence ownership and long term sustainability is expected to be achieved by allowing the governmental stakeholders to establish an internal pool of trainers that can use the learning product in the future.
- Under other projects, extensive support has already been provided to the governmental partners on enhancing their MEL capabilities regarding projects on the reintegration of returning migrants - the result was a MEL Tool that helps measure reintegration programmes' impact. ICMPD also conducted training workshops for governmental officials on MEL in order to enhance their understanding of MEL concepts and methodologies, the workshops also helped the officials to have hands-on-learning experience of the MEL Tool. However, it was noticed that follow up training is needed to solidify the skills of relevant officials and to provide support with the implementation of the MEL Tool, such as by providing more advanced data collection and analysis tools and methods.
- Concurrently, officials showed a strong desire to undergo basic Project Management training, which encompasses understanding the overall project life cycle, including MEL. Officials also expressed the need for support on enhancing their existing Project Management working methods and standard operating procedures (SOPs).
- By properly understanding modern Project Management (and MEL) methods and procedures, government officials in charge of designing and implementing migration governance (including reintegration of returnees) programmes can systematically address the deficiencies identified in the current Project Management systems and pave the way for more effective project cycle management in the future.

#### Lessons Learned

- Since turnover of senior leadership of Directorates is high, it is important to ensure that project interventions are also targeted towards mid-level staff that are less likely to change and to overall maintain communication at the Ministerial level to ensure that staff turnover is kept to a minimal to ensure better impact of capacity building.
- Development and delivery of training, learning products, technical tools, and other capacity building should be adapted to the local context as much as possible and it should be carefully noted that the requirements, capacities and skills of the Central Government and KRG may differ in many ways, hence different interventions may be needed for each.

#### SO2 (Component 2): Support the expanded role and partnerships with Iraq's private sector in the areas of reintegration and service provision through multi-stakeholder engagement mechanisms.

The expected outcome is: Quality of public-private sector partnerships and private sector's role in reintegration service provision strengthened; dialogue and cooperation among reintegration relevant stakeholders enhanced.

#### Output:

2.1 Public-private cooperation frameworks developed and/or supported in terms of implementation.

#### *Activities*

2.1.1 Consult stakeholders to see areas where public-private cooperation frameworks can be developed and/or supported in terms of implementation.

2.1.2 Identify and contract experts to provide technical support

### Exit Strategy/Sustainability Measures

By developing demand-based public-private cooperation frameworks and/or supporting implementation of existing frameworks, the project would ensure that the support is provided in a manner that ensures filling in a gap that helps the overall forward momentum. In other words, the project would fulfil an existing need of public-private cooperation, such as through labour market research support or technical advice on how to provide up-skilling, re-skilling or job placement for returning migrants.

### Lessons Learned

- An important lesson learned is that public-private cooperation in Iraq is a fairly new domain of developmental work and therefore remains in deep need of investment in terms of capacity building, legislation and policy making. -Private companies require incentives in order to provide support to government on the issue of socio-economic reintegration of returnees, the government, in turn, needs technical support to be able to establish adequate incentives.-
- It is also important to understand that when it comes to facilitating public-private cooperation, it is best to partner with local NGOs and business growth hubs (incubators and accelerators) that are much more experienced in this line of work.

### SO3 (Component 3): Engage, counsel, and support potential, outgoing, and returning migrants in accessing suitable information and services through the Baghdad and Erbil Migrant Resource Centres.

The expected outcome is: Returnees access and use reintegration services; the knowledge, attitudes and intentions (KAIs) of potential and outgoing migrants regarding regular and irregular migration change.

#### Outputs

- 3.1 Potential, outgoing and returning migrants are reached through MRC (Migrant Resource Centre) campaigns and outreach.
- 3.2 Local government partners are trained on establishing and operationalizing MRC hubs in governorates and peripheral areas.
- 3.3 Non-governmental organizations are provided support in their effort to conduct awareness raising, information and service provision to potential, outgoing and returning migrants.

#### *Activities*

- 3.1.1 Conduct counselling and outreach activities
- 3.1.2 Conduct media campaigns
- 3.1.3 Conduct community outreach activities, including to schools and universities
- 3.1.4 Conduct counselling and referral of returnees to MoMD, MOLSA and JCC
- 3.2.1 Conduct capacity building (via a systematic training programme) of MoMD, MOLSA and JCC staff and MOLSA governorate-level offices (including MRC Hubs)
- 3.2.2 Conduct counselling and referral of returnees at governorate-level MoMD and MOLSA offices

### Exit Strategy / Sustainability Measures

Migrant Resource Centres are established in existing premises of ministries/institutions of the Central Government and KRG. Government officials are provided extensive training in how to conduct MRC activities, and the ministries, in turn, exhibit increasing levels of ownership over the outputs of the MRCs. This is an important way in which, over time, the MRCs can be fully taken over by the relevant ministries/institutions.

By establishing and operationalising MRC Hubs in governorates and peripheral areas and by training local government officials in those hubs, the project will enhance the local capacities and improve the chances of those hubs being run autonomously in the medium to long term.

Moreover, by providing support to non-governmental organisations (NGOs) in their effort to conduct awareness raising, information and service provision to potential, outgoing and returning migrants, the project further improves the chances that these NGOs (given adequate funding in the future) can continue their work autonomously.

## Lessons Learned

- ICMPD has implemented in-house measures to judge the impact of awareness activities and to have a feedback loop that allows for continuous improvement of awareness raising, information and service provision activities.
- More robust external evaluation of MRC activities has also been developed to ensure un-biased assessment of MRC impact.
- Key areas for capacity building were identified and conducted for MRC staff and Government officials (capital and local government based).

## SO 4 (Component 4): Promote a whole of government approach to migration management by supporting inter-ministerial coordination mechanisms.

The expected outcome is: Inter-ministerial coordination mechanisms among ministries and institutions involved in reintegration are strengthened, especially in terms of improving and harmonizing reintegration service provision.

### Outputs:

- 4.1 Workshops on Whole of Government Approach (WGA) to migration management are conducted, keeping in mind the practical considerations for the application and implementation of a WGA in the Iraqi context
- 4.2 Consultations among Iraqi Government entities and national and international organizations are conducted in order to improve and harmonize reintegration service provision.

### *Activities*

- 4.1.1 Design and organize workshops on WGA to migration management, including identifying and contracting experts that can accordingly lead the workshops to generate actionable outputs.
- 4.1.2 Design and provide policy and operational support to enable an improved WGA to migration management within and between the Government of Iraq and its governorate/regional governments.
- 4.2.1 Organize consultations among Iraqi Government entities and national and international organizations in order to improve and harmonize reintegration service provision.

## Exit Strategy / Sustainability Measures

At the highest levels, the Central Government of Iraq and KRG remain deeply committed to enhancing coordination mechanisms amongst all its ministries of relevance to migration management, in particular to ensure the implementation of strategic migration frameworks, such as the National Strategy for Migration Management in Iraq and Vision on Sustainable Reintegration of Returnees in Iraq. Inter-ministerial or intra-governmental coordination and cohesion remains a key building block upon which other support mechanisms rely and hence needs to be strengthened in order to promote autonomy and indigenous solutions to Iraq's developmental problems, this is something repeatedly stressed by the Prime Minister in cabinet meetings and meetings organised by General Secretariat for Council of Minister (GSCOM).

Recently the Government has shown its prioritisation of WGA by the recent establishment of Supreme National Committees (see above details) on Relief and Support of the Displaced; Status of Iraqis Abroad, their Voluntary Return, and their Reintegration; as well Reduction of Illegal Migration. Supporting these committees and the ministries that comprise them with policy and operational / technical support could lead to improved WGA to migration management within and between the Central Government of Iraq and its governorates and regional governments (like the KRG).

## Lessons Learned

- It is crucial to bring together as many international donors and development organisations under one roof when engaging the governmental partners on WGA as this helps in ensuring that reintegration service provision can be improved and harmonised. This approach also helps in improving better accountability and impact-tracking of NGOs and private sector service providers.
- It is better to focus on confidence building measures (CBMs) between Central Government and KRG in order to promote a win-win relationship.

### **g. Other: Somalia, South-South Cooperation**

ICMPD has experience and capacity to develop and implement projects in other countries. To showcase that point, below are two examples of further potential interventions that would largely fall under the Overall Programme's Specific Objectives 2: Contribute to improved structures in countries of origin to accommodate safe and dignified return, readmission, and sustainable reintegration.

In terms of key background information, ICMPD implements in Africa various programmes and projects aimed at facilitating dialogue, providing technical support, conducting research, and building both capacity and institutions. The organization's efforts are guided by strategic frameworks such as the African Union's (AU) Agenda 2063 and its Pan-African vision of an integrated, prosperous, and peaceful Africa. Through the Africa-EU Migration and Mobility Dialogue Support Programme (MMD), ICMPD fosters cooperation on migration between Africa and Europe, promoting solidarity, partnership, and shared responsibility to benefit both continents.

Within the AU-EU Continent-to-Continent Migration and Mobility Dialogue (C2CMMD), ICMPD supports the enhancement of dialogue between the two Commissions. Since 2020, ICMPD has had a Memorandum of Understanding with the AU. Similar agreements exist with two of the eight AU Regional Economic Communities (REC) – ECOWAS<sup>14</sup> (2023) and COMESA<sup>15</sup> (2013). Additionally, ICMPD serves as the Secretariat for the Khartoum and Rabat Processes, providing strong access to key stakeholders and a deep understanding of their needs and priorities. These governmental dialogues are complemented by cooperation with civil society and non-state actors, supported through projects funded through the MMD Grant Facility.

ICMPD's work is largely informed by the Joint Valletta Action Plan and its five thematic domains, which aim to support the orderly, safe, and responsible migration and mobility of people within Africa and between Africa and Europe. Domain five, in particular, focuses on initiatives related to return, readmission, and reintegration. This area is also a key topic of discussion within the migration dialogues. In addition, in 2021, C2CMMD conducted a Study on Return, Readmission, and Reintegration Programmes in Africa (RRR Study), focusing on the five AU regions. The study provided several relevant recommendations that will be utilized in the design and implementation of the proposed initiatives.

## 1. Somalia

The Federal Republic of Somalia has made significant strides in adopting a Whole-of-Government Approach to migration management, aligning with international and regional frameworks such as the Global Compact for Safe, Orderly, and Regular Migration, the Khartoum Process, and the Joint Valletta Action Plan. The Office of the Special Presidential Envoy (OSPE) for Migration, Returns, and Children's Rights has played a pivotal role in enhancing the government's commitment to safe migration, including facilitating the rescue of over 3,500 stranded Somali nationals globally since 2018. Despite these efforts, there remains a critical need to bolster Somalia's internal capacities to manage sustainable reintegration effectively, particularly from Denmark.

This project proposes a strategic partnership to enhance Somalia's internal capacities for managing sustainable reintegration of returnees, in particular from Denmark. By supporting the Somali government in developing SOPs, designing sustainable reintegration, and implementing pilot initiatives – building on already existing structures, processes and frameworks (set up with support of actors like IOM and GIZ) ICMPD can contribute to a more effective and humane migration management system, aligning with both national priorities and international commitments. It will focus on enhancing internal capacities for sustainable reintegration, enhancing internal standard operating procedures for reintegration, developing tailored sustainable reintegration schemes and potentially implementing pilot initiatives based on the schemes.

### Specific Objective 1: Enhance Internal Capacities for Sustainable Reintegration

**Outcome 1.1:** Improved institutional capacity of the Somali government to manage sustainable reintegration.

#### *Activities*

- 1.1.1 Conduct capacity-building workshops for government officials and stakeholders to enhance their understanding and skills in migration management and sustainable reintegration.
- 1.1.2 Provide training and resources to relevant government agencies to improve their ability to handle returnees in line with the rights-based approach.
- 1.1.3 Develop training materials and manuals tailored to the needs of Somali government agencies involved in migration management.

### Specific Objective 2: Enhance Internal Standard Operating Procedures (SOPs) for Sustainable Reintegration

**Outcome 2.1:** Enhanced SOPs that standardize and streamline the return process, ensuring clarity, efficiency, and adherence to the human rights framework and international good practices.

#### *Activities*

- 2.1.1 Collaborate with key government agencies to review SOPs for the return and reintegration process.
- 2.1.2 Organize training sessions to ensure that relevant personnel are proficient in the enhanced SOPs.

2.1.3 Facilitate inter-agency coordination meetings to streamline operations related to the return and reintegration of migrants.

#### Specific Objective 3: Develop Tailored Sustainable Reintegration Schemes

**Outcome 3.1:** Effective and sustainable reintegration schemes that facilitate the socio-economic reintegration of returnees.

##### *Activities*

3.1.1 Work with local civil society organizations (CSOs), communities, and returnees to develop reintegration schemes that are culturally sensitive and economically viable.

3.1.2 Establish monitoring and evaluation mechanisms to assess the impact of these schemes.

3.1.3 Promote community-based approaches to support returnees, ensuring their smooth reintegration into society.

3.1.4 Develop partnerships with local businesses and CSOs to support returnees in finding employment and other economic opportunities.

#### Specific Objective 4: Implement New Pilot Initiatives for Sustainable Reintegration in Somalia

**Outcome 4.1:** Successful pilot projects that can be scaled up based on evidence and best practices.

##### *Activities*

4.1.1 Identify suitable locations for pilot initiatives in Somalia.

4.1.2 Deploy resources and support to these locations, implementing projects that provide immediate and long-term support to returnees.

4.1.3 Utilize pilot projects to gather data, evaluate outcomes, and inform the scaling up of successful initiatives.

4.1.4 Engage local stakeholders in the design and implementation of pilot projects to ensure community buy-in and sustainability.

## **2. Supporting AU Efforts in South-South Dialogue and Cooperation on Return, Readmission, and Sustainable Reintegration**

The project aims to support the African Union's (AU) efforts in enhancing South-South dialogue and cooperation related to return, readmission, and sustainable reintegration. This initiative builds on the groundwork laid by the Study on Return, Readmission, and Reintegration Programmes in Africa (RRR Study), which has established a common vision for sustainable reintegration within AU Member States (MS) and provided five main recommendations. These recommendations offer a strategic framework for AU MSs, Regional Economic Communities (RECs), and the AU Commission (AUC) to enhance their migration management systems effectively. It will focus on facilitating dialogue on return, readmission and reintegration among AU Member States, supporting the AU Commission and its Member States with policy development, technical assistance and capacity building, as well as implement reached dialogue outcomes.

Through this project, ownership, and capacities of countries of origin in managing return and reintegration processes will be enhanced through targeted capacity-building initiatives and resources. It seeks to broaden and deepen the understanding of reintegration practices among AU Member States and stakeholders by developing and disseminating knowledge resources. By integrating reintegration strategies with broader development agendas, the project will make reintegration efforts more sustainable. Additionally, it aims to improve coordination and cooperation among the AUC and AU MSs on return, readmission, and reintegration issues, fostering regional and cross-regional dialogue and collaboration. This structured approach will ensure that the African Union and its Member States are better prepared to manage these processes effectively, contributing to the overall stability and development of the region.

#### Specific Objective 1: Facilitate Dialogue on Return, Readmission, and Reintegration

**Outcome 1.1:** Enhanced ownership and capacity development of countries of origin, expanded knowledge of reintegration, and integrated reintegration and development programs.

##### *Activities*

1.1.1 Organize regional and cross-regional dialogues on migration management, focusing on return, readmission, and reintegration.

1.1.2 Support discussions and forums that enhance the understanding of reintegration practices among AU MSs.

1.1.3 Develop and disseminate knowledge resources, such as guidelines, good practices, and case studies, to broaden understanding and approaches to reintegration.

1.1.4 Assist countries of origin in integrating reintegration strategies with broader development programs (on demand and limited to available funding).

#### Specific Objective 2: Support the AU Commission and its Member States

**Outcome 2.1:** Fostered regional and cross-regional dialogue on migration management, including return, readmission, and reintegration.

##### *Activities*

2.1.1 Facilitate meetings/workshops for AU MSs to discuss migration management challenges and solutions.

2.1.2 Provide technical assistance and capacity-development to the AU Commission and its MSs.

2.1.3 Develop policy briefs and position papers to support informed decision-making on return, readmission, and reintegration issues.

2.1.4 Promote collaborative initiatives and partnerships among AU MSs to enhance regional cooperation.

#### Specific Objective 3: Implement Dialogue Outcomes

**Outcome 3.1:** Strengthened cooperation and coordination among the AUC and AU MSs in the areas of return, readmission, and reintegration.

##### *Activities*

3.1.1 Conduct follow-up activities to ensure the implementation of recommendations and action plans from dialogues and meetings.

3.1.2 Explore and establish mechanisms for future cooperation and coordination among the AUC and AU MSs.

3.1.3 Monitor and evaluate the impact of implemented strategies and initiatives on return, readmission, and reintegration.

3.1.4 Report on progress and share lessons learned to inform ongoing and future projects.

[Economic Community of West African States.](#)

[Common Market for Eastern and Southern Africa.](#)

ANNEX III – Detailed Results Framework

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

Output*	Outcome L0 (reach)	Outcome L1 (capacity building)	Outcome L2 (behaviour change)	Impact
<p><b>Areas and needs for cooperation as well as relevant partners on migration identified/mapped</b></p>	<p>Partnerships on migration cooperation <b>formed</b></p> <ul style="list-style-type: none"> <li>• # of partnerships agreed</li> <li>• % of planned dialogue/cooperation platform SOPs adopted</li> </ul>	<p>Capacities needed to cooperate <b>developed</b></p> <ul style="list-style-type: none"> <li>• % change in relevant knowledge and skills</li> <li>• % increase in # of contacts/exchanges between DK and partner country</li> </ul> <p>↓</p> <p>Ownership of migration partnerships <b>established</b></p> <ul style="list-style-type: none"> <li>• % needed funding committed</li> <li>• % needed staffing committed</li> </ul>	<p>Partnership dialogue and cooperation platforms <b>operational</b></p> <ul style="list-style-type: none"> <li>• % change in partner country participation in dialogues/cooperation platforms</li> <li>• % planned joint programmes and initiatives funded</li> <li>• # of rights-based pathways/regular migration pathways planned</li> </ul>	<p><b>Strengthened migration governance</b></p> <ul style="list-style-type: none"> <li>- Increased # of rights-based regular migration pathways (over time)</li> <li>• Changes in migration trends (over time)</li> </ul>
<p><b>Needs of potential &amp; intending migrants for accurate information and support services assessed</b></p>	<p>Needed capacity building trainings and related activities for implementing partners <b>executed</b></p> <ul style="list-style-type: none"> <li>• % targeted stakeholders trained (by type, location, gender)</li> </ul>	<p>Implementing partners capacity to provide accurate information and deliver needed services <b>increased</b></p> <p>↓</p>	<p>Potential and intending migrants access to/use of accurate information and supports and services <b>increased</b></p> <ul style="list-style-type: none"> <li>• % change in services used (by target group, topic)</li> </ul>	<p><b>Strengthened migration governance</b></p> <ul style="list-style-type: none"> <li>• Changes in migration trends over time</li> </ul>

<p><b>Multi-channel communication strategies and information campaigns (including msgs, target groups, outreach) developed</b></p> <p><b>Capacity building needs of implementing government, CSO, journalist and other partners to support campaigns and services identified</b></p>	<p>Networks of services and service providers for potential and intending migrants <b>established</b></p> <ul style="list-style-type: none"> <li>• % of targeted partners engaged</li> <li>• % of targeted services planned (by type, target group, location)</li> </ul> <p>Multi-channel information campaigns <b>implemented</b></p> <ul style="list-style-type: none"> <li>• % of targeted potential &amp; intending migrants reached (by messages, channel, target group, location)</li> </ul>	<p>Needed supports and services to potential and intending migrants <b>available</b></p> <p>Potential and intending migrant KAIs related to legal mobility pathways and the risks of irregular migration <b>increased</b></p> <ul style="list-style-type: none"> <li>• % change in KAIs (pre/post/ follow-up: by target group, topic, location, age, gender)</li> </ul>	<p>location, age, gender)</p> <p>Potential and intending migrants behaviours <b>aligned</b> with safe, orderly, and regular migration behaviours</p> <ul style="list-style-type: none"> <li>• % change in safe migration behaviours</li> </ul>	
<p><b>Gap analyses, capacity/training and equipment needs assessments related to migration management completed</b></p> <p><b>Human rights-based migration management, ToTs and training</b></p>	<p>Human rights-informed training on key migration management issues and skills <b>completed</b></p> <ul style="list-style-type: none"> <li>• % targeted staff trained (by agency, role, gender)</li> </ul> <p>Migration management infrastructure <b>operational</b></p>	<p>KAIs and skills related to human rights-informed migration management <b>increased</b></p> <ul style="list-style-type: none"> <li>• % change in KAIs pre/post training (by agency, role, gender)</li> <li>• % of trainees certified</li> </ul>	<p>Migration management systems and controls <b>established</b></p> <ul style="list-style-type: none"> <li>• % increase in # of false documents identified</li> <li>• % increase in # of investigations conducted</li> <li>• % increase in line with human systems</li> </ul>	<p><b>Increased human rights-based migration management</b></p> <ul style="list-style-type: none"> <li>• % increase in successful investigations of irregular migration attempts</li> <li>• % increase in # of service referrals for identified vulnerable migrants</li> </ul>

<p>curricula on identified needs developed</p> <p>Needed migration management equipment procured</p> <p>Candidate agency and focal points for migration management cooperation/network mapped</p> <p>Migration management network SOPs, TORs &amp; info. exchange documents drafted</p>	<ul style="list-style-type: none"> <li>• % of planned equipment and facilities in use in line with SOPs and human rights protocols per year</li> <li>• % of needed service providers in referral networks for vulnerable migrants <b>engaged</b></li> </ul>	<p>Migration management infrastructure <b>enhanced</b></p> <ul style="list-style-type: none"> <li>• % change in # of systems, controls or other outputs of procured equipment completed</li> <li>• % planned referrals networks operational</li> </ul>	<p>introduced in line with human rights standards</p> <ul style="list-style-type: none"> <li>• % increase in # of vulnerable migrants identified to services in line with human rights standards</li> </ul>	<ul style="list-style-type: none"> <li>• % decrease in irregular migration flows</li> </ul>
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SO2: Contribute to improved structures in partner countries to accommodate safe and dignified return, readmission, and sustainable reintegration.

Output*	Outcome L0 (reach)	Outcome L1 (capacity bldg.)	Outcome L2 (behaviour change)	Impact
<p>Human rights, labour rights, gender &amp; age responsive approaches to RRR services developed</p> <p>RRR partners, referral network &amp;</p>	<p>Trainings on human rights-based reintegration practices and services <b>implemented</b></p> <ul style="list-style-type: none"> <li>• # &amp; type of targeted government and CSO staff trained</li> </ul>	<p>Coordination mechanisms on sustainable reintegration <b>established/strengthened</b></p> <ul style="list-style-type: none"> <li>• % of planned networks and dialogues on reintegration</li> </ul>	<p>Reintegration referral networks <b>established/strengthened</b></p> <ul style="list-style-type: none"> <li>• % of planned reintegration referral network partners participating</li> </ul>	<p><i>[enabling environment that contributes to further outcomes / impact as below]</i></p>

<p>coordination mechanisms identified/ mapped</p> <p>Needed trainings to improve government CSO partners KAI &amp; capacities identified</p> <p>Curricula for government and CSO CB KAI trainings on human rights-based RRR developed</p> <p>SOPs and MOUs to support referral and service network building drafted</p> <p>Training curricula and training plan on reintegration outcomes data collection best practices</p>	<ul style="list-style-type: none"> <li>ToT scheme for new staff/ refresher trainings</li> <li>% change in KAIs related to human-rights-based reintegration practices and services</li> </ul> <p>Targeted participants trained on reintegration outcomes data collection best practices trained (% of targeted data training participants trained)</p>	<p>established/ enhanced (including technical working groups, case management. Communities, etc.)</p> <ul style="list-style-type: none"> <li>% targeted partners engaged/ participating</li> </ul> <p>Capacity to accurately collect data on reintegration outcomes aligned with best practices increased (% change in KAI related to data collection)</p>	<p>Reintegration supports and services</p> <p><b>operational</b></p> <ul style="list-style-type: none"> <li>% of planned reintegration services available (reintegration counselling; legal, social, economic, psychosocial, services)</li> </ul> <p>Types and quality of data on reintegration outcomes increased (% change in available data on reintegration outcomes by type)</p>	
<p><i>Enabling environment</i></p> <p>Information campaign including key messages, channels, and</p>	<p>Returnees with reintegration needs <b>reached</b></p> <ul style="list-style-type: none"> <li>% of targeted returnees who receive human rights-based and gender sensitive</li> </ul>	<p>Returnees' reintegration processes <b>supported</b></p> <ul style="list-style-type: none"> <li>% of all returnees accessing/ benefiting from reintegration services (by service type, target group, location) (T1)</li> <li>% of surveyed returnees referred to services who report that the assistance received meets their identified reintegration needs (by</li> </ul>	<p>Sustainable reintegration of returnees <b>improved</b></p> <ul style="list-style-type: none"> <li>% of beneficiaries reporting higher levels of economic self-sufficiency, social stability, and psychosocial wellbeing in their community of return (by</li> </ul>	

<p><b>target groups developed</b></p> <p><b>Information campaigns on RRR process and available reintegration services implemented</b></p> <p><b>Returnee counselling, case management support services needs assessed</b></p>	<p>reintegration counselling (group, 1-2-1, in-person, online)</p> <ul style="list-style-type: none"> <li>• % of targeted returnees with identified needs who receive referrals to relevant services</li> </ul>	<p>gender, age, vulnerability, services received, location) (T2)</p>	<p>gender, age, vulnerability, services received, location)</p>	
<p><b>Needed community-based reintegration activities mapped and planned</b></p>	<p>Community members and stakeholders <b>engaged</b></p> <ul style="list-style-type: none"> <li>• % of targeted community groups and stakeholders participating in planning reintegration activities</li> </ul>	<p>Returnees, non-migrant community members, and stakeholders <b>participating</b></p> <ul style="list-style-type: none"> <li>• % of targeted returnees, community groups, and stakeholders participating in implementing community-based reintegration activities implementation (by gender, age, respondent type, location)</li> </ul>	<p>Returnees, non-migrant community members, and key community stakeholders <b>benefited</b></p> <ul style="list-style-type: none"> <li>• % of targeted returnees, community groups, and stakeholders reporting benefits from community-based reintegration activities (by gender, age, respondent type, location)</li> </ul>	<p><i>[contributes to component 2 impact]</i></p>

\*Output indicators = counts/#s and types of products produced

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

Outcomes Programme	Outcomes Project Results Framework	Outputs Project Results Framework	Proposed Actions in support of SO1
Outcome 1.1: Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.	Needed capacity building trainings and related activities for implementing partners executed (L0)	Needs of potential & intending migrants for accurate information and support services assessed	Action aimed at increasing regional migration management cooperation by improving knowledge and skills on data management, data management practices, and cooperation via development of a regional migration policy research network and data management infrastructure and system in the Mediterranean region
	Implementing partners capacity to provide accurate information and deliver needed services increased	Multi-channel communication strategies and information campaigns (including messages, target groups, outreach) developed	Action aimed at improving evidence-informed migration management policies and practices by developing and improving local capacities and infrastructure needed to collect and deliver high-quality and multi-faceted national migration data at the national level
		Capacity building needs of implementing government, CSO, journalist and other partners to support campaigns and services identified	Action aimed at developing and integrating migration into local and national data-driven development strategies to strengthen migration governance and economic development capacities, infrastructure, and communication systems
	Potential and intending migrants access to/use of accurate information and supports and services increased		Strengthen return and sustainable reintegration governance systems and service provision by improving governance, coordination, cooperation, capacities, and services related to voluntary return and sustainable reintegration at the local level
	Networks of services and service providers for potential and intending established		An action aimed at improving local and national migration management policy and practice by building the capacity partnerships among local and national vocational experts and structures to strengthen local vocational education and training systems for national migration practitioners and training professionals
	Needed supports and services to potential and intending migrants available		
	Potential and intending migrant KAIs related to legal mobility pathways and the risks of irregular migration increased		

	Potential and intending migrants behaviours aligned with safe, orderly, and regular migration behaviours	
Outcome 1.2: Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders.	Human rights-informed training on key migration management issues and skills completed	Gap analyses, capacity/training and equipment needs assessments related to migration management completed
	KAIs and skills related to human rights-informed migration management increased	Human rights-based migration management, ToTs and training curricula on identified needs developed
		Candidate agency and focal points for migration management cooperation/network mapped
		Migration management network SOPs, TORs & info. exchange documents drafted
	Migration management systems and controls established	Needed migration management equipment procured
	Migration management infrastructure operational	
	Migration management infrastructure enhanced	
Outcome 1.3: Enhanced South-South dialogue and cooperation on issues related to migration management.	Partnerships on migration cooperation formed	Areas and needs for cooperation as well as relevant partners on migration identified/mapped

	Capacities needed to cooperate developed		
	Partnership dialogue and cooperation platforms operational		
<b>SO2: Contribute to improved structures in partner countries to accommodate safe and dignified return, readmission, and sustainable reintegration.</b>			
Outcomes Programme	Outcomes Project Results Framework	Outputs Project Results Framework	Proposed Actions aimed in support of SO2
Outcome 2.1: Relevant authorities or international partners have improved readmission and reintegration capacities and systems, including through the provision of activities and services for reintegration assistance.	Trainings on human rights-based reintegration practices and services implemented	Human rights, labour rights, gender & age responsive approaches to RRR services developed	An action aimed at reducing rates of youth migration from rural to urban areas and irregular migration by promoting economic self-sufficiency and empowerment of rural and returning migrant youths through agricultural entrepreneurship and integration of returning migrant youths into local communities as landowners
		Curricula for government and CSO CB KAI trainings on human rights-based RRR developed	An action aimed at sustainability reintegrating returnees by engaging intra-governmental, inter-governmental, and private sector actors and building their capacities to engage and support potential and returning migrants with information and services related to regular and the dangers of irregular migration as well as return supports and services
		Needed trainings to improve government CSO partners KAIs & capacities identified	
		Training curricula and training plan on reintegration outcomes data collection best practices	
	Coordination mechanisms on sustainable reintegration established/ strengthened	RRR partners, referral network & coordination mechanisms identified/ mapped	
	Reintegration referral networks established/ strengthened	SOPs and MOUs to support referral and service network building drafted	
	Reintegration supports and services operational		

Outcome 2.2: Returnees have enhanced access to the provision of support and activities to contribute to sustainable reintegration in countries of origin	Returnees with reintegration needs reached	Information campaign including key messages, channels, and target groups developed
	Returnees' reintegration processes supported	Information campaigns on RRR process and available reintegration services implemented
	Sustainable reintegration of returnees improved	Returnee counselling, case management support services needs assessed
	Community members and stakeholders engaged	Needed community-based reintegration activities mapped and planned
	Returnees, non-migrant community members, and stakeholders participating	
	Returnees, non-migrant community members, and key community stakeholders benefited	
Outcome 2.3: Enhanced South-South dialogue and cooperation on issues related to return, readmission and sustainable reintegration.		Areas and needs for cooperation as well as relevant partners on migration identified/mapped

The results framework will be reviewed and updated, as necessary, during the project inception period, and the value of baseline and target indicators will be set, where feasible.

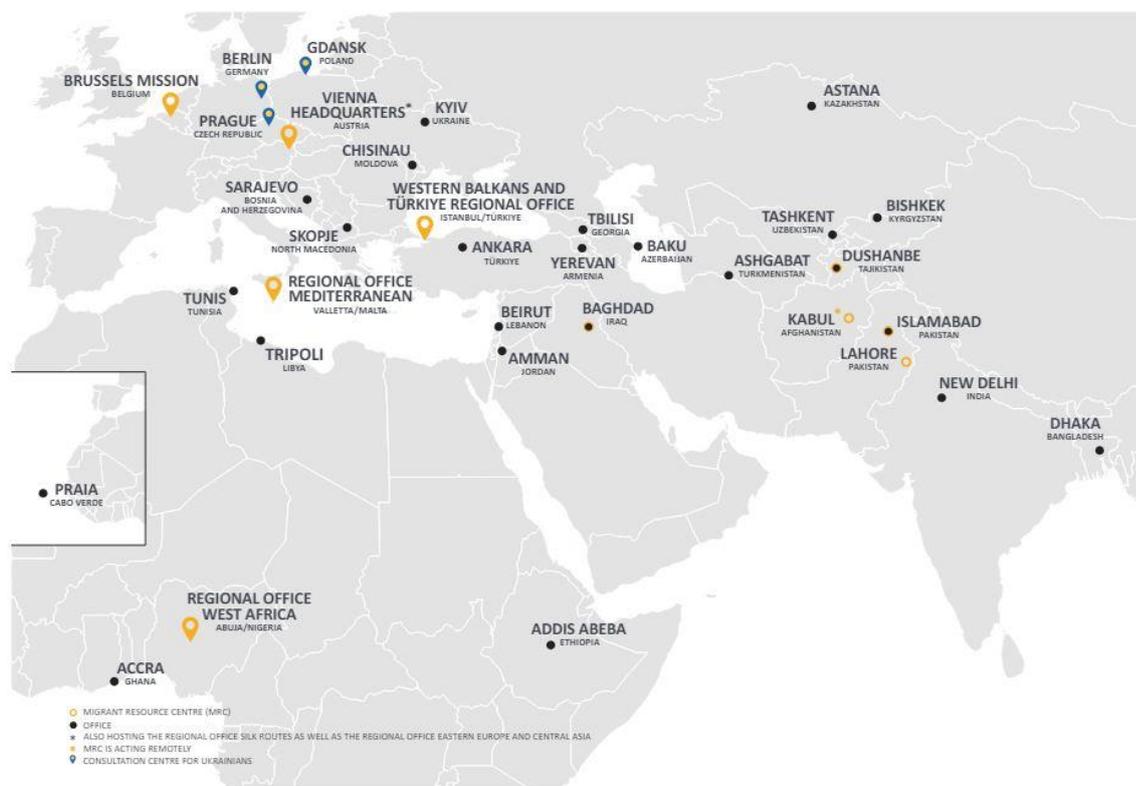
## ANNEX IV – ICMPD Institutional and Management Capacity

ICMPD is well positioned to ensure successful implementation of actions in support of the Programme.

The International Centre for Migration Policy Development (ICMPD) is an international organisation with 21 Member States and 516 staff members. Active in more than 90 countries worldwide and 33 locations, it takes a regional approach in its work to create efficient cooperation and partnerships along migration routes. Priority regions include Pan-Africa and West-Africa, Eastern Europe and Central Asia, Mediterranean, Silk Routes, Western Balkans and Türkiye. The Vienna-based organisation has a mission in Brussels, regional offices in Istanbul and Malta as well as project offices in several countries.

ICMPD field presence:

### WHERE WE ARE LOCATED



ICMPD has a pillar assessed status with the European Commission.

The organisation has agreements and Memoranda of Understanding with various organisations and agencies:

Advisory Committee on Migration (Adiescommissie voor Vreemdelingenzaken) -ACVZ)
African Union
The Central European Initiative -Executive Secretariat
The Italian Refugee Council (CIR)
UNHCR
CIVIPOL
The Common Market for Eastern and Southern Africa COMESA)
The Economic Community of West African States (ECOWAS)

ENABEL
European Asylum Support Office (EASO) (now the European Union Agency for Asylum)
The European Union Border Assistance Mission in Libya (EUBAM)
European University Institute
FRONTEX
GIZ
The International Migration Policy Programme (IMP)
INTERPOL
IOM
The International Organisation for Peace, Care and Relief
League of Arab States
MARRI-RC THE MIGRATION, ASYLUM AND REFUGEES REGIONAL INITIATIVE REGIONAL CENTRE
MMC- The mixed Migration Center of the Danish Refugee Council
Parliamentary Assembly of the Mediterranean PAM
Roma Tre University
The Regional SECI Center for combating transborder crime
Thomson-Foundation
UCLG The United Cities and Local Governments
UN_ESCWA - The United Nations Economic and Social Commission for Western Asia
UN_Habitat
UNDP
UNOCT - United Nations Office of Counter-Terrorism
WCO The World Customs Organisation

#### ICMPD Project Management Standard

ICMPD's portfolio of migration policy development projects spans across a wide range of thematic and geographic areas, and activities range from research and policy to capacity development and technical assistance. ICMPD furthermore hosts the Secretariat of a number of important Migration Dialogues. ICMPD's new Project Management standard, therefore, builds on a **whole-of-organisation approach** to achieve strategic objectives and to offer pragmatic, innovative and sustainable solutions to migration challenges and opportunities. Key internal stakeholders with expertise in our diverse set of thematic, methodological and regional, as well as administrative and technical areas, work hand in hand with project teams to ensure robust and results-oriented project governance throughout the project lifecycle. This approach facilitates 360-degree quality assurance in all aspects of Project Management, as well as targeted delivery and sustained impact through clear key performance indicators (KPI) and strategic pathways.



The methodological part in the form of a dedicated Project Management Guide and supplementing materials will be in place by the end of the 2<sup>nd</sup> quarter of 2024, whereas the full roll-out of the new system across the organisation will begin in summer 2024.



## ANNEX V: Overview of ICMPD experience in the priority countries

### Iraq

ICMPD signed a Document of Cooperation with Iraq's Ministry of Labour and Social Affairs in 2020 and has been actively tackling the issues of sustainable return and reintegration in Iraq over the past years. Specifically, Denmark has been funding the "Capacity Building For Long-Term Reintegration of Returnees to Iraq" (CAIR) project, implemented by ICMPD since 2021. CAIR I, implemented from February 2021 to March 2023, aimed at contributing to the creation of conditions for sustainable reintegration of Iraqi returnees, both individuals as well as families, in their communities of return. The specific objectives were: To advance the knowledge of the national stakeholders on reintegration in Iraq and Afghanistan, at the central and local levels; To create multi-stakeholder platforms for sustained exchanges between relevant authorities in charge of reintegration, employment, and technical vocational and educational institutions; and To identify areas for public-private collaborations and partnerships to offer additional access to employment opportunities for returnees, in line with the market needs. The current intervention, CAIR II (June 2023 – May 2025), focuses on whole-of-government/whole-of-society and capacity partnerships approaches for the sustainable reintegration of Iraqi returnees, both individuals as well as families, in their communities of return in Iraq, with a focus on the provinces of Ninewa, Erbil, Baghdad, Anbar, Salah Al-Din, Basra and Kirkuk. One of the key components of the project is to support the work of the Migrant Resource Centre (MRC) in Baghdad and the extension of the MRC network through hubs and branch offices in other key governorates. .

### Jordan

ICMPD has a Seat Agreement with Jordan, signed in 2019. Initiated in 2019 and funded by the Danish Ministry of Foreign Affairs, the "Strengthening the Evidence base for Migration Policies: a Central Migration Data Management Solution for Jordan" (MIDAM) project, supports the Jordanian government in strengthening migration governance and management. The project, implemented by ICMPD in collaboration with governmental entities, aims at strengthening interagency cooperation in data collection, analysis, and in addressing management challenges, as well as developing stakeholders' capacities for migration governance and policy development. During the first phase, the project was able to establish a multi-governance coordination mechanism that allowed the different partner ministries to share challenges and gaps, and to agree on the course of action when it comes to the government's priorities in migration governance. It also created the first, one of a kind, central migration data management system in Jordan, which was later expanded to include further four ministries in the second phase, and thus leading to the integration of a total of eight institutions.

Furthermore, this niche project also expanded its outcome/objectives to include more concrete and effective capacity development initiatives, through the use of the Migration Capacity Partnership for the Mediterranean Training Institute (MCP MED TI) which offer quality, accredited training courses and training material development that is standardised and accredited by the EU. Although it was not initially foreseen, the project was successful in creating regional synergy and expanding to develop partnerships with regional academic networks and creating linkages between different actors in the field of migration governance, not only in Jordan but regionally.

### Lebanon

ICMPD signed a Memorandum of Understanding with Lebanon in 2022. ICMPD has been successfully operating in Lebanon for many years, and the Government of Denmark has supported its activities including in the areas of border security and migration management. For instance, the "Improving Migration Data Management Capacities of National Institutions in Lebanon" project, focused on improving migration management capacities of relevant institutions in Lebanon by drawing on the successful implementation and results achieved from previous Danish contributions to ICMPD's activities in Lebanon. The project was based on the expression of direct needs from the Lebanese authorities and its implementation was deemed successful. ICMPD also supported the establishment of a Cyber Security Operations Center (SOC) for the General Security in Lebanon to further assist national institutions in Lebanon.

### Nigeria

ICMPD signed a Seat Agreement with Nigeria in 2020. Since 2021, ICMPD has been supporting the coordination of Nigerian stakeholders involved in the return and reintegration landscape. In the framework of the Return and Reintegration Facility (RRF), implemented by ICMPD, ICMPD is supporting the organisation of the meetings of the Working Group on Return, Readmission and Reintegration (WGRRR), a multi-stakeholder platform, that includes ICMPD and IOM, mandated to oversee activities carried out by state and non-state actors in the Return and Reintegration spectrum. Specifically, ICMPD is implementing the project "*Strengthening the Provision of Support for Reintegration of Vulnerable Persons, including Victims of Trafficking, returning to Nigeria*" (PROSPECT) under the RRF. An Operational component by providing complementary reintegration services to vulnerable returnees (i.e. accommodation/shelter, MHPSS, legal aid, etc.) coming back to Nigeria from RRF Member States is planned. This will be possible thanks to two contracted NGOs in the states of Edo and Lagos as well as

existing referral structures in Nigeria. The complementary reintegration services will be available for Returnees assisted or eligible for support from programmes run by Frontex, the Nigerian Government and other RRF Member states.

## ANNEX VI – ICMPD Quality and Accountability standards

ICMPD is committed to:

- Delivering high-quality service in-line with our qualifications, experience, professional commitments and standards and striving for constant improvement and innovative approaches.
- Acting lawfully and ethically.
- Protecting our clients' confidentiality and only using their information for proper service purposes.
- Prohibiting bribery and corruption by our people and not tolerating illegal or unethical behaviour.
- Cooperating with all relevant national and international stakeholders.
- Respecting human rights in all our activities.
- Stand firm – No matter how strong the pressure is to achieve targets or to act in an inappropriate way, you should never compromise ICMPD's values and standards of conduct.
- Refrain from bribery and corruption – The policy states not to accept or provide personal gifts with a value higher than 50 Euros. In a situation where refusing to accept or not providing a gift may insult a partner, they may be accepted or provided but the supervisor and ICMPD Legal Officer will need to be immediately informed and will jointly decide how to proceed. Awards, certificates, or trophies of an honorary character may be accepted on behalf of ICMPD.

As per the disciplinary procedure, serious misconduct including, but not limited to, violent behaviour, theft or fraud, behaviour that endangers the health and safety of the employee or others may lead to summary dismissal.

ICMPD's Staff Regulations include:

- Anti-Corruption: We firmly prohibit bribery and corruption. Our team is trained and expected to act lawfully, ethically, and to avoid conflicts of interest. Any form of bribery, corruption, or unethical behaviour is not tolerated, and we have established protocols for reporting and addressing such violations.
- Anti-Terrorism: We cooperate with national and international stakeholders to ensure compliance with all relevant laws, including those pertaining to anti-terrorism. Our activities are conducted with full respect for human and migrants' rights, aligning with our ethical standards and international obligations.
- PSEAH Measures: We are dedicated to protecting the dignity and rights of everyone we interact with. Our code of conduct outlines clear expectations for all staff, including the prevention of sexual exploitation, abuse, and harassment. We advocate a respectful workplace and have mechanisms in place for reporting, addressing, and preventing PSEAH issues.

ICMPD is committed to promoting comprehensive, balanced, and human rights-based migration policies. Recognizing the importance of protecting and upholding human rights in the context of migration, ICMPD has made it a core component of its work.

ICMPD actively applies a human rights-based approach in its projects, particularly in Integrated Border Management initiatives. By adopting this approach, ICMPD safeguards the rights of vulnerable migrants, curtails the impunity of organized crime groups at border crossings, and facilitates cross-border economic activity and trade. The organization emphasizes the respect for the human rights of all individuals, including women, men, girls, and boys, throughout all stages of migration. ICMPD ensures that the specific needs of migrants are comprehended and addressed effectively.

By employing a rights-based approach and adhering to the OHCHR Recommended Principles and Guidelines on Human Rights at International Borders, ICMPD ensures that migration management respects human rights, fosters gender equality, combats human trafficking, and provides support for vulnerable migrants.

ICMPD's commitment to advancing human rights in migration is central to its mission of promoting well-managed and rights-based migration. By promoting equality, protecting vulnerable groups, combating human trafficking and smuggling, strengthening legal and policy frameworks, and providing capacity-building initiatives, ICMPD actively contributes to the protection of human rights in migration. Through its work, ICMPD strives to ensure that the rights and dignity of migrants are upheld, promoting a migration system that respects human rights, equality, and social justice.

ICMPD developed a *'Human Rights Compliance Policy: Applying the Human Rights Based Approach in the work of ICMPD'*. Through this policy, the organisation reiterates its commitment to mainstreaming and applying a Human Rights-Based Approach (HRBA) across all strands of its work, as well as ensuring Human Rights Due Diligence and No-Harm Principle. It recognises that an integral part of ICMPD's holistic approach to the improvement of migration governance is to ensure full compliance with the internationally accepted human rights standards reflected in the human rights commitments of Member

States, partners, and donors. It notes that this approach is evident in the organisational setup, with all areas of work - policy, research, capacity development and dialogue facilitation - being interconnected building blocks of a holistic and impact-driven approach to migration governance that ICMPD promotes at local, national, and regional levels alike.

### **Environmental Criteria and Sustainability**

An increasing number of people are displaced or migrating in the context of disasters, climate change and other environmental factors. If the climate continues to change in the coming decades, as research predicts, the resulting environmental changes will remain an important factor for migration in the future. ICMPD is committed to promoting comprehensive, balanced, and sustainable migration policies. Recognizing the critical role of sustainability and the urgent need to address climate change, ICMPD has placed a strong emphasis on integrating these issues into its work.

ICMPD has conducted research on climate displacement and migration in areas especially affected by climate change, namely South Asia, Afghanistan, Pakistan, and Bangladesh.

ICMPD acknowledges the environmental, economic, and social impacts of migration and works towards integrating sustainability principles into its projects. ICMPD programs shed the light on the increased effect of climate migration and its effects at the local level. In line with Global and European Agendas and based on the lessons learned after the COVID-19 pandemic, ICMPD projects factor in and analyse the effect of this phenomenon on local migration governance. Project proposals are built on the following sustainability strategy: institutional building and sustainability, resource sustainability, sustainability of knowledge and learning, financial sustainability, and environmental sustainability. The main ethos of ICMPD is to empower local administrations with the capacity and know-how to be able to implement good governance on migration which will in turn ensure institutional sustainability. Across countries and partners, ICMPD is dedicated to develop and implement a set of standardized approaches, methods, SOPs, and other tools that project partners can continue to use and adapt to future projects. During this process, partners and participants will be able to contribute to, and benefit from transfer of knowledge, learning and expertise, assimilating new information and skills for future projects. ICMPD realises that, to guarantee financial sustainability, projects must not require any operating or maintenance costs after the end of the project. The project activities adopt an environmental mainstreaming approach that incorporates the European Green Deal principles to enhance climate and environmental resilience through its activities and actions. Measures shall be taken to mitigate the project's negative impacts and/or enhance its positive impacts on the environment, including inter alia through consideration of ICMPD's "greening guidelines" that aim to minimize any potential negative environmental impact.

ICMPD's dedication to sustainability and its efforts to tackle climate change are integral to its mission of promoting well-managed migration. By mainstreaming sustainability, enhancing resilience, supporting policy development, strengthening partnerships, and providing capacity-building initiatives, ICMPD actively contributes to the global efforts towards a more sustainable, climate-resilient, and inclusive future. Through its work, ICMPD strives to ensure that migration policies align with environmental goals, human rights, and the well-being of migrants and communities.

### **Promoting Gender-Sensitive Approaches in Migration**

Gender equality is not only a fundamental human right, but a necessary foundation for a peaceful, prosperous, and sustainable world. ICMPD is committed to advancing gender equality and promoting a gender-sensitive approach to migration. Recognizing the unique challenges and vulnerabilities faced by women, men, girls, and boys in migration, ICMPD integrates gender considerations into its projects, policies, and practices.

ICMPD recognizes that gender shapes migration experiences and outcomes. Gender influences reasons for migrating, who migrates and to where, how people migrate and the networks they use, opportunities and resources available at destinations, and relations with the country of origin. Risks, vulnerabilities, and needs are also shaped in large part by one's gender, and often vary drastically for different groups. The roles, expectations, relationships, and power dynamics associated with being a man, woman, boy or girl, and whether one identifies as lesbian, gay, bisexual, transgender and/or intersex (LGBTI), significantly affect all aspects of the migration process, and can also be affected in new ways by migration. Given the gender-specific nature of migration and human trafficking, ICMPD is dedicated to promoting a gender-sensitive approach in migration issues and establishing gender-responsive policies, procedures and protocols through ICMPD projects. ICMPD integrates gender considerations across its projects, recognizing the specific needs, roles, and rights of women, men, girls, and boys in migration contexts. By addressing gender dynamics, ICMPD seeks to ensure equal opportunities and access to resources and services, promoting gender equality and empowerment throughout the migration process.

As a result, ICMPD actively works to develop gender-responsive policies, procedures, and protocols in migration. Through its projects, the organization collaborates with governments, civil society organizations, and other stakeholders to create frameworks that address the unique needs and concerns of diverse migrant populations. These policies aim to eliminate gender-based discrimination, enhance protection measures, and promote gender equality in all aspects of migration management.

ICMPD conducts capacity-building activities and awareness-raising initiatives to enhance the understanding and integration of gender-sensitive approaches. The organization provides training programs, workshops, and guidance to policymakers, practitioners, and relevant stakeholders. These initiatives aim to foster a comprehensive understanding of gender issues in migration, improve the capacity of professionals to mainstream gender considerations, and promote the adoption of gender-responsive practices.

Efforts to promote a gender-sensitive approach in migration issues and establish gender-responsive policies, procedures, and protocols have become increasingly important in many contexts. Such efforts aim to foster a rights-based and gender-responsive approach to managing the arrival, stay, and exit of migrants and refugees. This approach involves adopting and embedding a gender-sensitive approach to border management, establishing gender-responsive policies, procedures, and protocols, and contributing to the capabilities of border infrastructure to effectively respond to the specific protection needs of vulnerable groups. To advance gender equality and women's empowerment in development projects, gender mainstreaming will be implemented across all project activities, and any data collected will be disaggregated by sex.

Internally, ICMPD has established its own Gender Equity Plan (GEP). ICMPD is committed to achieving gender equity between all genders in all their diversity within the organisation and promoting equity and empowerment in all its programmes in the European Union (EU) and around the world.

The strategic values underpinning the ICMPD 2025 Strategy include gender equity as part of the organisational culture, and in all its activities and interactions internally and with its external stakeholders. Key principles underlying these objectives include our commitment to international human rights standards and gender equity, advancing sustainable development policies and programmes, and contributing to the UN 2030 Sustainable Development agenda and goals. With respect for individuals, human rights, gender equity and the power of communities, ICMPD embraces a profound sense of responsibility and humility as it listens to, receives and engages the views, needs and complexities of all people who affect and are affected by migration. Furthermore, ICMPD is fully committed to a respectful work environment. Staff members are entitled to be treated with dignity, courtesy, and respect, and they shall not be subjected to any form of discrimination, harassment, or abuse at the workplace or in connection with work.

ICMPD's dedication to promoting a gender-sensitive approach in migration is evident through its commitment to integrating gender considerations, developing gender-responsive policies, enhancing capacity and awareness, supporting research, and fostering collaboration. By prioritizing gender equality and empowerment, ICMPD aims to ensure that all migrants, regardless of their gender, are able to access their rights, opportunities, and support throughout the migration process.

## ANNEX VII – Budget

Note: the budget is tentative and will be finalised in the process leading up to the signing of the project agreement.

### **DRAFT Template output- based engagemen t budget**

<b>Identifying information - grant and partner</b>	
Engagement	DK Programme - Migration
Partner	ICM PD
File no.	MFA file no.
Engagement period	01.11.2024 - 31.10.2029 (total budget period)
Budget currency	EUR
Original outcome (total budget/grant)	amount of originally approved budget/grant
Date	05.07.2024 (date of preparation of budget)

Prepared by	name of person responsible for preparing budget
Exchange rate (DKK/other currency)	7.45

	BUDGET		BUDGET		BUDGET		BUDGET		BUDGET		BUDGET		BUDGET	
	2024		2025		2026		2027		2028		2029		TOTAL (60 months)	
	EUR	DKK	EUR	DKK	EUR	DKK	EUR	DKK	EUR	DKK	EUR	DKK	EUR	DKK
<b>Component1/SO 1: Contribute to strengthened capacities of partner countries to manage migration challenges in line with international standards.</b>													7,465,273	55,616,285
<b>Outcome 1.1: Relevant authorities have strengthened infrastructure, systems, structures, and policy frameworks for migration management.</b>	215,000	1,601,750	1,904,319	14,187,173	1,398,261	10,417,047	1,755,300	13,076,987	-	-	-	-	5,272,880	39,282,957

<b>Output 1.1.1 Migration Data solution established (Jordan)</b>	<b>140,000</b>	<b>1,043,000</b>	1,055,761	<b>7,865,422</b>	<b>1,398,261</b>	<b>10,417,047</b>	<b>1,755,300</b>	<b>13,076,987</b>	-	-	-	-	4,349,323	32,402,456
Salaries (core staff and personnel)													-	-
International staff (based in HQ)		-		-		-		-		-			-	-
International staff (based in Regional and FOs)	30,000	223,500	236,286	1,760,328	236,286	1,760,328	236,286	1,760,328		-			738,857	5,504,485
Local staff (in FOs)	40,000	298,000	225,489	1,679,893	<b>225,489</b>	1,679,893	225,489	1,679,893		-			716,467	5,337,679
Consultants (external and internal)	<b>50,000</b>	372,500	250,000	1,862,500	<b>400,000</b>	2,980,000	549,614	4,094,624		-			1,249,614	9,309,624
Travel	<b>10,000</b>	74,500	40,301	300,245	<b>40,301</b>	300,245	40,301	300,245		-			130,904	975,235
Events, conferences/seminars, trainings	-	-	150,000	1,117,500	<b>300,000</b>	2,235,000	387,425	2,886,316		-			837,425	6,238,816
Other recurrent expenditure	<b>10,000</b>	74,500	98,214	731,692	<b>98,214</b>	731,692	98,214	731,692		-			304,641	2,269,575
Equipment, ICT, software		-	17,500	130,375	-	-	-	-		-			17,500	130,375



Equipment, ICT, software	-	-	-	-	-	-	-	-	-	-	-	-	-	
Installations, infrastructure	-	100,000	745,000	-	-	-	-	-	-	-	-	100,000	745,000	
Visibility	-	30,000	223,500	-	-	-	-	-	-	-	-	30,000	223,500	
<b>Outcome 1.2: Relevant authorities demonstrate enhanced capacities and more effective, protection-sensitive and human rights-based approaches to migration management pertaining to migrants within their own borders.</b>	-	-	317,353	2,364,281	630,719	4,698,854	700,719	5,220,354	543,603	4,049,839	-	-	2,192,393	16,333,328
<b><u>Output 1.2.1. National structures, including a network of professionalised and authorised trainers, that comply with</u></b>	-	-	317,353	2,364,281	630,719	4,698,854	700,719	5,220,354	543,603	4,049,839	-	-	2,192,393	16,333,328

<b><u>national and European vocational education standards are established (Algeria)</u></b>														
Salaries (core staff and personnel)													-	
International staff (based in HQ)	-		-		-		-		-		-		-	-
International staff (based in Regional and FOs)	-	162,175	1,208,201	324,349	2,416,403	324,349	2,416,403	162,175	1,208,201		-		973,048	7,249,208
Local staff (in FOs)	-		-		-		-		-		-		-	-
Consultants (external and internal)	-	50,000	372,500	120,000	894,000	190,000	1,415,500	193,086	1,438,491		-		553,086	4,120,491
Travel	-	10,000	74,500	30,000	223,500	30,000	223,500	25,188	187,651		-		95,188	709,151
Events, conferences/seminars, trainings	-	55,494	413,429	80,000	596,000	80,000	596,000	117,469	875,145		-		332,963	2,480,574
Other recurrent expenditure	-	36,685	273,301	73,369	546,602	73,369	546,602	36,685	273,301		-		220,108	1,639,805
Equipment, ICT, software	-	-	-	-	-	-	-	-	-		-		-	-
Installations, infrastructure	-	-	-	-	-	-	-	-	-		-		-	-

Visibility		-	3,000	22,350	3,000	22,350	3,000	22,350	9,000	67,050		-	18,000	134,100
<b>Total budget Component 1</b>	<b>215,000</b>	<b>1,601,750</b>	<b>2,221,672</b>	<b>16,551,454</b>	<b>2,028,980</b>	<b>15,115,901</b>	<b>2,456,019</b>	<b>18,297,342</b>	<b>543,603</b>	<b>4,049,839</b>	-	-	<b>7,465,273</b>	<b>55,616,285</b>
<b>Component 2/SO2: Contribute to improved structures in partner countries to accommodate safe and dignified return, readmission, and sustainable reintegration</b>													<b>9,788,334</b>	<b>72,923,088</b>
<b>Outcome 2.1: Relevant authorities or international partners have improved readmission and reintegration capacities and systems, including through the provision of activities and services for</b>	-	-	<b>217,213</b>	<b>1,618,233</b>	<b>684,425</b>	<b>5,098,967</b>	<b>1,034,425</b>	<b>7,706,467</b>	<b>1,034,425</b>	<b>7,706,467</b>	<b>567,213</b>	<b>4,225,733</b>	<b>3,537,700</b>	<b>26,355,867</b>

reintegration assistance.														
<b>Output 2.1.1 Tailor-made learning and MEL products are developed &amp; Consultations among Iraqi Government entities are conducted and inter-ministerial coordination mechanisms are strengthened (Iraq)</b>	-	-	217,213	1,618,233	434,425	3,236,467	434,425	3,236,467	434,425	3,236,467	217,213	1,618,233	1,737,700	12,945,867
Salaries (core staff and personnel)														
International staff (based in HQ)	-	-	57,582	428,986	115,164	857,973	115,164	857,973	115,164	857,973	57,582	428,986	460,657	3,431,891
International staff (based in Regional and FOs)	-	-	7,625	56,805	15,250	113,611	15,250	113,611	15,250	113,611	7,625	56,805	60,999	454,443
Local staff (in FOs)	-	-	18,167	135,345	36,334	270,691	36,334	270,691	36,334	270,691	18,167	135,345	145,337	1,082,764
Consultants (external and internal)	-	-	7,514	55,977	15,027	111,954	15,027	111,954	15,027	111,954	7,514	55,977	60,110	447,817



International staff (based in HQ)										-				
International staff (based in Regional and FOs)										-				
Local staff (in FOs)	-	-		93,000	692,850	223,200	1,662,840	223,200	1,662,840	130,200	969,990	669,600	4,988,520	
Consultants (external and internal)	-	-		8,542	63,635	20,500	152,725	20,500	152,725	11,958	89,090	61,500	458,175	
Travel	-	-		750	5,588	1,800	13,410	1,800	13,410	1,050	7,823	5,400	40,230	
Events, conferences/seminars, trainings	-	-		20,028	149,207	48,067	358,097	48,067	358,097	28,039	208,890	144,200	1,074,290	
Sub-grants (financial support to returnees)	-	-		96,639	719,960	231,933	1,727,903	231,933	1,727,903	135,294	1,007,944	695,800	5,183,710	
Other recurrent expenditure	-	-		-	-	-	-	-	-	-	-	-	-	
Equipment, ICT, software	-	-		3,125	23,281	7,500	55,875	7,500	55,875	4,375	32,594	22,500	167,625	
Installations, infrastructure	-	-		24,861	185,215	59,667	444,517	59,667	444,517	34,806	259,301	179,000	1,333,550	
Visibility	-	-		3,056	22,764	7,333	54,633	7,333	54,633	4,278	31,869	22,000	163,900	
<b>Outcome 2.2: Returnees have enhanced access to the provision</b>	-	-	<b>1,761,595</b>	<b>13,123,884</b>	<b>1,993,851</b>	<b>14,854,191</b>	<b>998,075</b>	<b>7,435,658</b>	<b>998,075</b>	<b>7,435,658</b>	<b>499,037</b>	<b>3,717,829</b>	<b>6,250,634</b>	<b>29,742,633</b>

of support and activities to contribute to sustainable reintegration in countries of origin														
<b>Output 2.2.1</b> <b>Public-private cooperation framework in the areas of reintegration is developed &amp; Awareness and capacities of potential, outgoing and returning migrants are improved through the expansion of the MRC (Migrant Resource Centre) network (Iraq)</b>	-	-	499,037	3,717,829	998,075	7,435,658	998,075	7,435,658	998,075	7,435,658	499,037	3,717,829	3,992,300	29,742,633
Salaries (core staff and personnel)														
International staff (based in HQ)	-		132,725	988,801	265,450	1,977,603	265,450	1,977,603	265,450	1,977,603	132,725	988,801	1,061,800	

International staff (based in Regional and FOs)	-		17,575	130,935	35,150	261,869	35,150	261,869	35,150	261,869	17,575	130,935	140,601	
Local staff (in FOs)	-		41,875	311,967	83,750	623,935	83,750	623,935	83,750	623,935	41,875	311,967	334,999	
Consultants (external and internal)	-		140,996	1,050,420	281,992	2,100,840	281,992	2,100,840	281,992	2,100,840	140,996	1,050,420	1,127,968	
Travel	-		49,330	367,511	98,661	735,021	98,661	735,021	98,661	735,021	49,330	367,511	394,642	
Events, conferences/seminars, trainings	-		65,380	487,078	130,759	974,156	130,759	974,156	130,759	974,156	65,380	487,078	523,037	
Other recurrent expenditure	-		42,484	316,503	84,967	633,007	84,967	633,007	84,967	633,007	42,484	316,503	339,869	
Equipment, ICT, software	-		1,250	9,313	2,500	18,625	2,500	18,625	2,500	18,625	1,250	9,313	10,000	
Installations, infrastructure	-		-	-	-	-	-	-	-	-	-	-	-	
Visibility	-		7,423	55,301	14,846	110,603	14,846	110,603	14,846	110,603	7,423	55,301	59,384	
<b>*Output 2.2.2 Improved Community &amp; Youth Empowerment/ Reintegration (Nigeria)</b>	-	-	<b>1,262,558</b>	<b>9,406,055</b>	<b>995,776</b>	<b>7,418,533</b>	-	-	-	-	-	-	<b>2,258,334</b>	<b>16,824,588</b>



<b>Total budget Component 2</b>	-	-	1,978,808	14,742,117	2,678,276	19,953,158	2,032,500	15,142,125	2,032,500	15142125	1,066,250	7,943,563	9,788,334	72,923,088
<b>C. Operation and administration*</b>														
Programme Management (incl. Finance and Resource Management)	26,903	200,424	161,415	1,202,542	161,415	1,202,542	161,415	1,202,542	161,415	1,202,542	134,512.50	1,002,118	807,075	6,012,709
Programme Management Travels	2,500	18,625	15,000	111,750	15,000	111,750	15,000	111,750	15,000	111,750	12,500	93,125	75,000	558,750
Bank Fees	2,540	18,923	15,240	113,538	15,240	113,538	15,240	113,538	15,240	113,538	12,700	94,615	76,200	567,690
MEL - 5% (Regional Offices and HQ costs)	37,808	281,667	226,846	1,690,000	101,846	758,750	351,846	2,621,250	101,846	758,750	314,038.03	2,339,583	1,134,228	8,450,000
<b>Total direct cost Operations and administration</b>	<b>69,750</b>	<b>519,638</b>	<b>418,501</b>	<b>3,117,830</b>	<b>293,501</b>	<b>2,186,580</b>	<b>543,501</b>	<b>4,049,080</b>	<b>293,501</b>	<b>2186579.768</b>	<b>473,751</b>	<b>3,529,441</b>	<b>2,092,503</b>	<b>15,589,149</b>
<b>Subtotal direct eligible costs</b>	<b>284,750</b>	<b>2,121,388</b>	<b>4,618,980</b>	<b>34,411,401</b>	<b>5,000,757</b>	<b>37,255,639</b>	<b>5,032,020</b>	<b>37,488,546</b>	<b>2,869,603</b>	<b>21,378,543</b>	<b>1,540,001</b>	<b>11,473,004</b>	<b>19,346,110</b>	<b>144,128,522</b>
Unallocated	60,490	450,650	362,939	2,703,899	362,939	2,703,899	362,939	2,703,899	362,939	2,703,899	302,450	2,253,249	1,814,697.00	13,519,493
<b>Total direct cost</b>	<b>345,240</b>	<b>2,572,038</b>	<b>4,981,919</b>	<b>37,115,299</b>	<b>5,363,696</b>	<b>39,959,537</b>	<b>5,394,959</b>	<b>40,192,445</b>	<b>3,232,543</b>	<b>24,082,442</b>	<b>1,842,450</b>	<b>13,726,253</b>	<b>21,160,807</b>	<b>157,648,014</b>

<b>D. Indirect cost</b>														
Administrative costs (max. 7% of direct cost)	24,167	180,043	348,734	2,598,071	375,459	2,797,168	377,647	2,813,471	226,277.98	1,685,770.93	128,971.50	960,837.69	1,481,257	11,035,361
Audit	-		8,500	63,325	8,500	63,325	8,500	63,325	8,500	63,325	8,500	63,325	42,500	316,625
<b>Total indirect cost</b>	<b>24,167</b>	<b>180,043</b>	<b>357,234</b>	<b>2,661,396</b>	<b>383,959</b>	<b>2,860,493</b>	<b>386,147</b>	<b>2,876,796</b>	<b>234,778</b>	<b>1,749,095.93</b>	<b>137,472</b>	<b>1,024,162.69</b>	<b>1,523,757</b>	<b>11,351,986</b>
<b>TOTAL BUDGET</b>	<b>369,407</b>	<b>2,752,081</b>	<b>5,339,154</b>	<b>39,776,695</b>	<b>5,747,655</b>	<b>42,820,030</b>	<b>5,781,106</b>	<b>43,069,241</b>	<b>3,467,321</b>	<b>25,831,537.86</b>	<b>1,979,922</b>	<b>14,750,415.44</b>	<b>22,684,564</b>	<b>169,000,000</b>

\* The project can start implementation in 2024