



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**
Danida

**HOW-TO NOTE FOR IMPLEMENTATION OF "THE WORLD WE SHARE"
MIGRATION AND A FAIR AND HUMANE
ASYLUM SYSTEM**

Ministry of Foreign Affairs of Denmark

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This note is one of 12 notes developed by the Ministry of Foreign Affairs of Denmark to ensure the implementation of the strategy for development cooperation “The World We Share”

1. Fighting Poverty and Inequality
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How-to note for implementation of "The World We Share" Migration and a Fair and Humane Asylum System

1. Purpose of the note

This note aims to provide specific guidelines on how to implement Denmark's strategy for development cooperation "The World We Share", the Government's Priorities for Danish Development Cooperation 2021-2025 and the four-year plans. The two overall purposes of the note are:

- **To create consistency** between strategy, policy, planning and budgeting as a shared framework of reference for the implementation of "The World We Share" and its objectives.
- **To set the framework** for prioritising, selecting and deselecting in adherence to the principles of 'Doing Development Differently', which call for taking a holistic and adaptive approach.

The main target group for this note is employees at the Danish Ministry of Foreign Affairs responsible for implementing "The World We Share". Furthermore, it may serve to inform external partners. The note will be available on the Aid Management Guidelines site as an internal guidance document. Specifically, the note is intended as a reference document in programming (including in Programme Committee meetings and on the Council for Development Policy (UPR), as well as in the monitoring (e.g. in appraisals and reviews), in the dialogue with partners, and in the work with international norms and standards.

In principle, the note will remain valid for the duration of "The World We Share", and will be revised as required in response to changing contexts and priorities. The political priorities in the Finance Act will always have primacy to this note. The note complements the other thematic How-to-Notes and should therefore be read together with the other notes.

2. Strategic background and definitions

There are currently around 280 million migrants and refugees worldwide, which equates to 3.6 per cent of the global population. The number of migrants and refugees is growing moderately yet faster than the global population growth. It is estimated that about two thirds of global migration is regular.¹

Migration can be a powerful driver of development and improved living conditions for migrants and communities in countries of origin, transit, and destination. Equally, development also has an impact on

¹ World Migration Report 2022. IOM (2021). Figures are only available for the total number of migrants and refugees.

migration and migratory movement patterns. Whether and how migration contributes to sustainable development are primarily defined by how well migration is managed. When relevant policies fail to take migrants' needs or consequences of migration into account, migrants may end up in vulnerable situations, societies may come under pressure, and development benefits of migration may be forgone. Therefore, it is important to create a framework that ensures migrants, host communities, and those staying behind benefit from sustainable development.² Generally, development will lead to increased mobility in the short term. Along with i.e. improvements in the institutional framework in the country of origin in the longer term, potential migrants are more inclined to pursue their personal goals in their home country or to make informed choices to migrate regularly.³

Indeed, migration has historically produced gains and contributed to socioeconomic growth. It is estimated that remittances from migrants are three times higher than global development aid. Thus, these transfers are often an important source of income, which exceed both foreign investment and development aid in many countries, and is therefore something that communities depend on. Regular and irregular migration are driven by the same motives, but irregular migration poses major challenges to the countries of origin, transit, and destination. It may also have harmful consequences for the migrants themselves, as they risk their lives along the migratory routes, e.g. across the Mediterranean to Europe.

Accordingly, Danish interventions focus on irregular migration, seeking to *prevent* irregular migration by promoting legal pathways, *strengthen* migration management along the irregular migratory routes, and *promote* return and readmission. Furthermore, Danish interventions also sets out to *address* the root causes of irregular migration by incorporating migration matters into broader development interventions.

Objectives

Prevention and reduction of irregular migration features as objective 2 under the heading of “*We create hope and help more where it is hardest*” in Denmark’s strategy for development cooperation ”The World We Share”. It means that Denmark must address irregular migration and help more people better along the key migratory routes by:

- Working for innovative approaches and a fairer and more humane asylum system. We must address the weaknesses of the international asylum system in order to provide better protection to more refugees and curb irregular migration.
- Helping more people better along key migratory routes and thereby preventing refugees and irregular migrants from ending up in vulnerable situations and being subjected to inhumane treatment and harassment.
- Strengthening cooperation with countries in, for example, North Africa and on the Western Balkans, so as to enable them to handle irregular migration in accordance with human rights law.

² IOM Institutional Strategy on Migration and Sustainable development. IOM (2020).

³ Integrating migration into international cooperation and development – Guidelines for international cooperation and development actors. IOM (2021).

- Strengthening the capacity of developing countries to manage their borders according to a rights-based approach, providing protection and handling irregular migration in full compliance with the international criteria for official development aid as defined by OECD.
- Strengthening cooperation regarding voluntary repatriation of rejected asylum seekers without legal residence in Denmark.

Definition of key terms and concepts

Migration and migrants. Migration refers to any movement of persons to other countries regardless of time horizon and causes. *Regular migration*⁴ occurs through authorised channels, whereas *irregular migration* is outside laws, rules and international agreements that regulate departure from or entry into countries of origin, transit and destination.⁵ The distinction between regular and irregular migrants is often blurred, since most arrive at the country of destination in a regular manner, but may subsequently end up in irregular situation due to an administrative infringement. This can be caused by bureaucratic migration procedures, discrimination and practical barriers, such as visa renewal costs, language barriers, and lack of access to legal aid.⁶

Refugees and asylum seekers. A refugee is a person who in response to well-founded fear of persecution due to race, religion, nationality, membership of a particular social group or political views is located outside the country of which the person is a citizen, and is unable to or, due to such fear, unwilling to seek protection within this country. Persons, who have crossed a border to seek asylum in another country and are recognised as refugees by the country of destination in line with the UN Convention Relating to the Status of Refugees, have the right to be protected during the processing of their asylum application enshrined in the convention. They are by definition not irregular migrants. Persons who have not sought asylum, or whose asylum application has been definitively rejected, have no claim to protection under the UN Convention Relating to the Status of Refugees, but continue to enjoy human rights on an equal footing with the citizens of the country concerned.⁷ A separate how-to note has been drafted on Denmark as a humanitarian actor.

Fair and humane asylum system (FHAS). Pursuing the ambition of a fair and humane asylum system is a top priority for the Danish government. It is the view of the government that the incentive structure of the existing asylum system causes refugees and migrants to irregularly seek towards the EU and is as such inhumane and unsustainable. Therefore, the government will work for a fairer and more humane asylum system within the framework of Denmark's international obligations. A new asylum system must both contribute to curtailing irregular migration and to fighting its root causes. Irregular migration must be replaced by legal pathways such as international resettlement so that resources spent on asylum accommodation and on rejected asylum seekers are targeted to help more refugees better in the regions of origin, where there is more value for money. This is why the government aims towards a mechanism in which spontaneous asylum seekers who arrive in Denmark will be transferred to a partner country

⁴ The term "*safe, orderly and regular migration*" is enshrined in the UN Global Compact for Migration and is used here to describe this type of migration in the Danish context.

⁵ Glossary on Migration. IOM (2019).

⁶ Differentiation between regular and irregular. OHCHR.

⁷ Glossary on Migration. IOM (2019).

outside the EU with the purpose of asylum case processing and possible protection. Any transfer mechanism must be – in full compliance with Denmark’s international legal obligations. Such a mechanism should eliminate the incentives for irregular movements towards Europe. The government has no wish to end the right to obtain protection in Denmark, but to ensure that refugee protection is achieved primarily along regular channels rather than by cynical human smugglers. Accordingly, the government’s work takes a holistic approach focusing on addressing irregular migration from a whole-of-route perspective - from countries of origin to countries of transit and destination - with a view to furthering the ambition of a fair and humane asylum system.

3. Development approach to migration

Danish endeavours in the field of migration is approached in a whole-of-route manner that involves countries of origin, transit and destination of irregular migratory movements. The work is divided into three overall tracks of interventions that *prevent* irregular migration by promoting legal pathways to migration (track I), interventions that *manage* irregular migration (track II), and interventions that *promote* return and readmission (track III). Interventions that *address* the root causes of irregular migration by integrating migration issues into broader development interventions are separately elaborated upon in section 4. The table below presents an overview of the various instruments that may be applied in specific contexts for each track. In practice, transitions between the tracks are fluid and overlapping.

	Track I – Preventing irregular migration by promoting legal pathways to migration	Track II – Strengthening migration management	Track III – Promoting return and readmission
Geographical scope	Regional organisations in Africa.	Irregular migratory routes to Europe with special focus on key countries of origin, transit, and destination.	Countries of origin of rejected asylum seekers and foreigners without legal residence in Denmark.
Thematic scope	Support effective implementation of existing frameworks and structures that enable safe, orderly and regular inter- and intra-regional migration in Africa through a rights-based approach.	Advancing effective and rights-based migration management in order to counter irregular migration, migrants smuggling and human trafficking.	Furthering effective return and readmission to countries of origin of persons without legal residence in Denmark.
Modalities of engagement	Interventions carried out through international organisations and	Interventions through regional and international organisations such as the	Sustainable return and reintegration interventions based on an

and partnerships	economic communities in Africa.	EUAA, IOM, UNHCR and ICMPD.	incitative approach, as well as technical assistance and capacity building.
Policy dialogue	Policy dialogue and high-level engagements, and under the auspices of EU-AU cooperation.	Policy dialogue and high-level engagements at continental, regional, sub-regional and bilateral levels.	Strengthening diplomatic relations with relevant countries of origin based on equal partnerships.
EU development interventions	'Legal migration and mobility' is one of five priority domains in EU migration interventions in Africa.	'Prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings' is one of five priority domains in EU migration interventions.	'Return, readmission and reintegration' is one of five priority domains in EU migration interventions. Moreover, flexible, incitative funds are used as necessary leverage in appropriate contexts.

Table 1. Tracks for prioritised Danish migration interventions

Track I – Preventing irregular migration by promoting legal pathways to migration.

Geographical scope. Migration is predominantly occurring within the same region. Thus, about half of African migrants are staying in their own continent. Migration in Africa is particularly concentrated within regional economic zones, such as the Economic Community of West African States (ECOWAS) or along certain corridors. This is why regional economic communities in Africa play a major role in furthering safe, orderly and regular migration along the migratory routes in Africa, as well as in preventing irregular migration towards Europe.

Thematic scope. Regional organisations in Africa have largely already established the strategic and political frameworks and structures for regional migration management. This is the case for the ECOWAS Common Approach on Migration and the ECOWAS Protocol on the Free Movement of Persons, of which the latter is a part of the AU Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment. At the local level, however, the implementation of these frameworks and structures remains inadequate, particularly from a rights-based perspective. Deficient implementation has detrimental impact on countries of transit and destination, which rarely have the necessary capacity to handle migration pressures. In the worst case, it also leads to irregular migrants moving towards Europe along dangerous migratory routes. Accordingly, the Danish interventions in this track prevents irregular migration by supporting the implementation of existing frameworks and structures that enable safe, orderly and regular migration.

Modalities of engagement and partnerships. Interventions in this track are supported through joint European programmes in Africa, where regional African organisations, such as ECOWAS, also contribute to funding and implementation. Interventions of this type are of an exclusively regional nature in accordance with the thematic focus.

Furthering orderly migration and mobility in ECOWAS

Denmark will support a joint European regional programme aimed at tapping into the development potential of migration and free movement of persons within a safer and more rights-based ECOWAS zone in relation to the regional integration process. One way of achieving this is to assist in implementing the ECOWAS Protocol on Free Movement and the Joint ECOWAS Approach to Migration. The programme is being implemented by a consortium composed of IOM, ILO and ICMPD.

Policy dialogue. Safe, orderly and regular migration is a common priority and interest among African and European partners. This type of intervention thus enables a joint platform for dialogue, in contrast to other parts on the migration agenda, where disagreements are widespread. It is a Danish priority that dialogue on difficult subjects also takes place through the EU, particularly with the AU, where summits and ministerial meetings are obvious platforms for high-level conversations, in addition to the regional platforms, such as the Rabat and Khartoum processes.

EU development interventions. ‘Legal migration and mobility’ is one of five priorities in EU’s development interventions regarding migration under the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI-GE). This also features as a priority domain in the Valletta Action Plan from 2015, which is a partnership between the EU and Africa on migration management. The funds from NDICI-GE for legal migration and mobility is also included in the Team Europe Initiatives for the Atlantic/Western Mediterranean Route and the Central Mediterranean Route, in which Denmark participates. Danish interventions in this track are a direct contribution to EU’s development cooperation, as they all support joint European regional programmes.

Track II – Strengthening migration management.

Geographical scope. The most frequently used irregular migratory routes to Europe go across the Western, Central and Eastern Mediterranean. The Western Mediterranean route tends to attract people moving from or through Algeria, Morocco, Senegal, Mauritania, Ghana, Guinea, Ivory Coast, Mali, Niger, and Nigeria. The Central Mediterranean route is typically used by irregular migrants coming from or through Tunisia, Libya, Niger, Sudan, Ethiopia, Eritrea, and Somalia. Whereas the Eastern Mediterranean route is mostly for those migrating from or through Turkey, Afghanistan, Syria, Somalia, and Egypt. In 2021, the most frequently used irregular migratory route to the EU was the Central Mediterranean route, accounting for 55 per cent of the total arrivals (compared to 37 per cent in 2020 and 25 per cent in 2019). This was also the route with the highest mortality rate in the Mediterranean accounting for 1,200 deaths. In 2021, Tunisia was the primary country of origin for irregular arrivals to Europe, followed by Algeria,

Egypt, and Bangladesh.⁸ Before irregular migrants arrive in the Mediterranean countries, they have often travelled along highly dangerous routes in Africa. UNHCR estimates that at least twice as many migrants perish on the journey to the Mediterranean than while crossing the sea. Accordingly, the geographical focus for this track is the main countries of origin, transit and destination for the Western, Central and Eastern Mediterranean routes.

Thematic scope. Effective migration management requires structured border management by countries along the routes through a rights-based approach. Apart from handling irregular migration, it is necessary to provide protection to refugees and asylum seekers along the migratory routes. This calls for capacity building and technical assistance within, for instance, rights-based border management, design of systems to facilitate asylum processing to handle vulnerable groups, and interventions to combat migrant smuggling and human trafficking. The aim of the interventions is to make countries along the migratory routes better able to handle and aid those who cross their borders, whether they be migrants or refugees with an UN-recognised need for protection.

Modalities of engagement and partnerships. Danish-supported interventions in the area of effective migration management are primarily implemented through regional and international organisations, such as the European Union Agency for Asylum (EUAA), the UN International Organization for Migration (IOM), the UN Higher Commissioner for Refugees (UNHCR), and the International Centre for Migration Policy Development (ICMPD). These undertakings have both a bilateral and a regional character depending on the issues and needs at hand. Additionally, a number of these interventions are also supported through the work on return and readmission (track III), as the interventions are financed by the flexible return and readmission funds, where the specific formulation and implementation of engagements are demand-driven and based on dialogue with partner countries.

Regional cooperation forum in North Africa and Niger regarding asylum

Denmark supports the establishment of a regional cooperation forum under the EU Regional Development and Protection Programme for North Africa with a view to fostering North-South and South-South exchange and cooperation between the EU, Algeria, Egypt, Morocco and Niger on asylum processing and international protection. The intervention revolves around three main areas, including asylum and reception-related legislation, asylum procedures and process, and reception. The project was launched in 2021 and is implemented by the EUAA.

Policy-dialogue. Policy dialogue and high-level engagements take place at the continental, regional, sub-regional and bilateral levels with regions and countries along the irregular migratory routes towards Europe. Since a number of these engagements are financed by the flexible return and readmission funds, they also form part of the bilateral dialogue on return and readmission of nationals without legal stay in Denmark.

⁸ The UNHCR Operational Data Portal.

Capacity building of relevant Tunisian authorities in rights-based border management with an emphasis on search and rescue at sea

Denmark supports an intervention aimed at boosting the capacity of the Tunisian authorities in rights-based border management with a view to reducing the number of irregular migrants using the Central Mediterranean route. The project encompasses technical capacity building of the national guard and national police of Tunisia in border management as well as in search and rescue at sea. Furthermore, the project is meant to support the establishment of coordination centres that will be operationally in charge of search and rescue at sea in order to combat irregular migration and save lives in the Mediterranean. The project was launched in 2021 and is implemented by the UN International Organization for Migration (IOM).

EU development interventions. Handling irregular migration, including migrant smuggling and human trafficking, is one of five priority domains in EU's development interventions regarding migration under the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI-GE). The funds from NDICI-GE under this heading is also included in the Team Europe Initiatives for the Atlantic/Western Mediterranean route and the Central Mediterranean Route, in which Denmark participates.

Track III – Promoting return and readmission.

Geographical scope. Identification and prioritisation of cooperation with countries of origin are continuously assessed in view of the profiles of rejected asylum seekers and other persons without legal stay in Denmark. This assessment is conducted in cooperation between the Ministry of Immigration and Integration and the Ministry of Foreign Affairs.

Thematic scope. As established in e.g. the UN Global Compact on Safe, Orderly and Regular Migration (GCM), states are obliged to readmit their own citizens without legal stay in another country, as well as to facilitate readmission processes without prior conditions. Effective compliance with this duty is a prerequisite for safe, orderly and regular migration. However, it still poses a challenge to return and readmit rejected asylum seekers and others without legal stay in Denmark to their countries of origin.

Modalities of engagement and partnerships. Cooperation with countries of origin on return and readmission is furthered through sustainable return and reintegration engagements. This work is subject to an incitative approach, which rewards countries living up to the obligation to readmit their own citizens without legal stay in Denmark. The specific engagements depends partly on the development challenges in the countries in question, and partly on the challenges in the cooperation on return and readmission. The countries are typically supported through technical assistance and capacity building in setting up migration systems and in measures to enhance control with irregular migration. Another objective of the

support is to improve the countries' fulfilment of human-rights standards and humanitarian principles. A series of engagement also bolster efforts to handle irregular migration (track II).

The European Reintegration Network's reception and reintegration programme

Denmark supports the European Reintegration Network's (ERIN) reception and reintegration programme in the countries of origin of rejected asylum seekers in Denmark volunteering for repatriation. The programme is to promote voluntary return while ensuring a dignified and sustainable resettlement and reintegration. For instance, participants in the programme receive funds for purposes of their own choosing, such as education, business start-up, etc.

Building of Turkey's national programme for voluntary repatriation and reintegration of irregular migrants

Denmark supports the implementation of Turkey's national programme for voluntary repatriation and reintegration. The programme consists of a number of components, including support for relevant authorities, building of operational capacity, support for reintegration work and dialogue with countries of origin. Thus far, the Turkish migration authorities' interventions related to voluntary repatriation and reintegration have been managed by the IOM, but the Turkish wish is to set up a national strategy with financial support from international partners. The strategy is to help increase the number of immigrants who can be returned and readmitted from Turkey to their countries of origin, thus avoiding a rise in the number of irregular migrants heading towards the EU. The project was launched in 2021, and is implemented by the ICMPD.

Policy-dialogue. It is a priority to strengthen diplomatic relations with the authorities of relevant countries of origin in order to build trust and good cooperation on migration measures that may pave the way for readmission of their citizens without legal stay in Denmark. Dialogue based on equal partnership is at the core of this endeavour.

EU development interventions. Return, readmission and reintegration are one of five main priorities in EU's development interventions regarding migration under the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI-GE). EU's regional programmes have also allocated flexible funds that may serve as necessary leverage in appropriate contexts to bring about effective compliance with EU's agreements and dialogues on migration with third countries. The funds from NDICI-GE for return, readmission and reintegration is also included in the Team Europe Initiatives for the Atlantic/Western Mediterranean route and the Central Mediterranean route, in which Denmark participates. The same applies to the coordination mechanism MOCADDEM, where discussions

on EU's cooperation with third countries, especially on return, readmission and reintegration and the use of relevant leverage are taking place.

4. Addressing the root causes of irregular migration by integrating migration concerns into other development interventions

In parallel with interventions in the three tracks indicated above, Denmark also focuses on *addressing* the root causes of irregular migration by integrating migration issues into other development interventions. These may take place in individual countries or in particular fields of work. It is particularly relevant in a number of countries in mainly Africa that has expanded partnerships with Denmark since many of these are also countries of origin, transit and/or destination for irregular migration. Hence, the planning of new interventions in partnership countries *must* also determine whether it is relevant to address the root causes of irregular migration and as such current migration challenges. This is the case under the auspices of Danish as well as EU's development cooperation.

The root causes of migration are those conditions in states, societies and among individuals that causes a wish for change and an aspiration to migrate. Such conditions can be social, economic, political and environmental but are also associated with poverty and insecurity.⁹ Overall, the root causes are complex and context-specific, tending to encompass a myriad of factors. Decisions on whether to migrate, how to migrate, and where to migrate, are influenced by the so-called *migration drivers*. For instance, poor living conditions, lack of future prospects and education, unemployment, and climate change may all play a part in the decision. So does the wider social, economic, political and environmental setting.¹⁰ The various aspects impinge on one another, and the decision is often affected by several push and pull factors. While push factors are the circumstances that make a person migrate, the pull factors are the conditions that attract migrants to a given country of destination. In addition, there is also a category of people crossing borders out of well-founded fears of persecution for reasons mentioned in the UN Refugee Convention or in the European Convention on Human Rights, which makes them eligible for status as persons in need of international protection.

Tools. The aforementioned dynamics *must* always be taken into account in the planning of new development interventions that address the root causes of irregular migration. In this regard, it is important that the preparatory analytical work elucidates the migration scenario in the countries concerned, as well as the regional dynamics. This serves to substantiate the design of interventions, including specific objectives, outputs and indicators that assist in addressing and managing migration, or are directly aimed at certain challenges related to migration. Likewise, it is necessary that this is followed up in the implementation and completion of interventions. A series of guiding questions for a targeted context analysis and formulation of interventions can be found in the table below. The targeted context analysis should be seen as a supplement to the wider context analysis of political, social and economic conditions, which lays the foundation for most Danish development interventions.

⁹ Migration and foreign aid: Drivers, desires and development. DIIS Working Paper (2021:14).

¹⁰ Integrating migration into international cooperation and development. IOM (2022).

Toolbox for targeted context analysis and formulation of interventions	
Guiding questions for the context analysis	<ul style="list-style-type: none"> • Can the context be characterised as a country of origin, transit or destination and/or with a substantial migration scenario? Which factors give rise to this characterisation? • How does the migration scenario affect the country's development, public debate and political decisions on the matter? • Does the migration scenario affect local communities, and how do they respond? • Does migration feature in the country's national development strategy or the like? Does the country have specific strategies targeting migration, asylum, border management, reintegration, etc.? • Do migrants face barriers and challenges in access to services (social services, healthcare, education, etc.) and to jobs? • Are there any sectors, regions or areas in which migrants are particularly vulnerable to human trafficking, exploitation or abuse? • Does the country have visa facilitation agreements with the EU and/or European countries? • Is there high unemployment and underemployment of migrants? • Do climate effects or environmental degradation influence migration and mobility? • Do conflicts, natural disasters or other emergency situations influence the migration scenario in the country? • Is there scope for migrants and diaspora transferring their knowledge and skills? • Are remittances a significant percentage of the country's GNP? Are the costs of money transfers above the SDG10 target?
Guiding questions for the formulation of interventions	<ul style="list-style-type: none"> • Are migrants and migration considered in the intervention in accordance with the context analysis? • Are there any references to migrants and migration? What type of migration? Is migration associated with particular sectors? • Does the intervention identify how migration influences development outcomes? What are the associated development opportunities (e.g. social and financial capital, skills, knowledge, diversity) and risks (e.g. stress on resources, limited social services for migrants, lack of social cohesion, human-rights violations, human trafficking, exploitation)? • How may the intervention affect migration?

Table 2. Toolbox for targeted context analysis and formulation of interventions.

Furthermore, the toolbox prepared by the IOM and EU in the table below may provide guidance and inspiration in the design of general as well as sector-specific development interventions.

Toolbox for integrating migration concerns into development interventions	
<p>For general development interventions, tools are available here: https://eea.iom.int/sites/g/files/tmzbdl666/files/mmicd/toolkit-integrating-migration-development-interventions.pdf</p>	<p>E-learning and interactive webinars on integrating migration into development interventions can be accessed here: https://eea.iom.int/mmicd-training</p>
<p>For interventions with a sector-specific focus on education, job creation, health, governance, environment and climate change, private-sector development and trade, security, development of rural districts, and urban development, tools can be accessed here: https://eea.iom.int/toolkits-integrating-migration-sector-specific-interventions</p>	<p>For interventions focusing on a socioeconomic COVID-19 response, tools are available here: https://eea.iom.int/sites/g/files/tmzbdl666/files/mmicd/toolkit-covid19-response/mmicd-toolkit-integrating-migration-covid-19-response-august.pdf</p>

Table 3. Toolbox for integrating migration into development interventions

5. Cross-cutting priorities, principles and guideposts

Criteria. For all migration-related engagements in the three tracks as well as in wider development interventions, a distinction is made between interventions with a full and a partial focus on migration. For interventions with a *full focus* on migration, the main objective is to support migration management or to address particular challenges related to migration. These are measured with as many targeted output indicators as needed. Interventions with a *partial focus* on migration have one significant objective and at least one output indicator that specifically supports migration management or directly addresses particular challenges related to migration. Interventions are *not* considered to be migration-related, if migration is only mentioned as a secondary aspect that falls short of being reflected in any significant objective, output or indicator.

Fundamental principles. All interventions are planned based on four fundamental principles as set out in the table below. Thus, it is a *sine qua non* that all partners adhere to these in the realisation of specific engagements.

<p>A human-rights-based approach ensures that all engagements are in adherence with international human rights and standards for all persons regardless of migratory status.</p>	<p>The do-no-harm principle ensure that interventions have no counterproductive effects with adverse consequences for migrants.</p>
<p>The principle of non-discrimination is a prerequisite for fundamental human rights. Migrants can be particularly exposed to discrimination, which calls for making sure that all undertakings are inclusive and non-discriminatory regardless of migration status, gender, age, sexuality, religion, race and other status. Moreover, engagements must pay</p>	<p>A gender-sensitive approach ensures that different types of vulnerability and risk among migrants are taken into account. Women and girls, for instance, may be particularly vulnerable to human trafficking, sexual and gender-based violence. With the chairmanship of the “<i>Call to Action on Protection from Gender-Based Violence in Emergencies</i>” for 2021-2022,</p>

close attention to the most vulnerable groups (the principle of <i>Leaving No One Behind</i> , LNOB).	Denmark has a strong platform to take on leadership in the struggle against gender-based violence.
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Table 4. Fundamental principles in the planning of Danish interventions.

The UN Sustainable Development Goals (SDGs). All interventions must also pursue the UN Sustainable Development Goals, whose key reference to migration is SDG 10 target 7 to facilitate orderly, safe and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies. Other SDGs and associated targets relate to migration too, such as economic migration (8.7 and 8.8), scholarships to enable international student mobility (4.b), human trafficking (5.2, 8.7 and 16.2), reducing transaction costs of remittances (10.c), and collecting migration data (17.18). In a wider sense, migration is relevant across all 17 SDGs. This makes it important also to look at how migration interacts with many other conditions in the implementation of interventions in the field.

DAC codes for migration. The primary sector code (CRS code) for migration interventions is 15190 on facilitation of orderly, safe, regular and responsible migration and mobility. For support to pre-departure activities in the donor country on the occasion of voluntary repatriation, the code is 93010. For support for national immigration authorities and services, the code is 15136. And for support to reduce the transaction costs of remittances, the code is 24050. For activities that address the root causes of irregular migration and displacement, the relevant sector codes for the interventions concerned are used.

Data and evidence. An evidence-based approach is a prerequisite for developing future political measures and undertakings that address irregular migration. Among others, Denmark supports Mixed Migration Centre. This was set up to enhance knowledge of so-called mixed migratory movements by means of qualitative and quantitative data that is supported by the personal stories of migrants. Some interventions may benefit from including elements of data collection and interpretation as needed.

Financing. The Finance Act for 2022 established a budget for regions of origin and migration (§06.32.10) in order to gathering, linking and drawing attention to a number of interventions that prevent fragility in places and regions neighbouring conflict, as well as addressing the root causes of irregular migration and displacement. Setting up a single budget across interventions related to refugees, migration and regions of origin also enables planning of long-term interventions in priority countries and through priority partners, and at the same time swiftly react to opportunities that may arise. The total budget of the fund is expected to rise from DKK 640 million in 2022 to DKK 750 million in 2025. Other budgets in the Finance Act cover regional and country-based intervention focusing on the root causes of irregular migration as well as migration management.

6. Joint European interventions and EU cooperation

It is a Danish priority that EU's development engagements address migration across the Danish priority areas. This primarily takes place through the implementation of NDICI-GE, which is a part of the agreement on EU's Multiannual Financial Framework (MFF) for the period 2021-2027. According to the regulation for NDICI, a minimum of 10 per cent of EU's development aid for this period is to be spent on interventions related to migration and forced displacement. It is a priority for Denmark that EU's country and regional development programmes address these matters to the highest degree possible, for instance through active participation in the migration coordination groups under NDICI-GE. This also applies to the coordination mechanism MOCADDEM, where discussions on EU's cooperation with third countries, particularly on return, readmission, and reintegration as well as the use of relevant leverage such as EU development aid is taking place. Denmark also provides political support and funding to the Team Europe Initiatives (TEI), which focus on the Atlantic/Western Mediterranean route, and the Central Mediterranean route. Finally, Denmark contributes to establishing and implementing migration partnerships with third countries in the framework of the EU Pact on Migration and Asylum within the Working Party on External Aspects of Asylum and Migration (EMWP).

7. The normative approach

The normative track is a crosscutting element, which aims to support the implementation of Denmark's collective efforts within the field of migration. The normative track is undertaken at both the international, regional and bilateral levels.

At the **international level**, the UN Global Compact for Safe, Orderly and Regular Migration (GCM) from 2018 is the primary framework. The GCM is a political declaration of intent, which respects the sovereign right of states to decide who gets access to and stays in their territories, while reaffirming universal human rights regardless of migratory status. GCM also expresses a wish for greater commitment to international cooperation on migration to foster safe, orderly and regular migration globally, as well as migrants' contributions to sustainable development. Accordingly, Denmark works for continued strengthening of international cooperation on global migration challenges through implementation of the GCM, among other means. Denmark's key concern is to enhance coordination of international interventions that address the root causes of forced displacement and irregular migration as well as current issues on the migration agenda. The UN International Organization for Migration (IOM) and the UN Network on Migration are at the heart of this work. The primary platform to discuss the implementation of GCM is the International Migration Review Forum (IMRF), which is held every four years. The next is scheduled for 2026 and builds on a number of prior dialogue series. Moreover, Denmark is active in multilateral forums in promoting compliance with existing international norms and standards, including human rights, as well as to ensure that the formulation of new ones is compatible with Danish migration policy.¹¹

¹¹ For the pursuit of offensive and defensive Danish interests in international negotiations, please refer to the framework instruction on this subject matter.

Likewise, the UN Global Compact on Refugees (GCR) from 2018 is a political declaration of intent on refugees. The GCR is also a non-legally binding document. Accordingly, it does not replace but builds on the UN Refugee Convention from 1951 as the legal foundation for the rights of refugees and the duties of states. The GCR aims to enhance international cooperation on managing refugees and displaced people, securing better sharing of burdens and responsibilities. Denmark is an advocate for the GCR, which is profoundly concerned with bringing humanitarian and development actors in closer cooperation on finding long-term solutions to displacement scenarios. Accordingly, it is fundamentally a vision of taking a nexus approach to this work. Denmark backs this aspect by advancing closer cooperation with i.e. the World Bank and the UNHCR in dialogue with both humanitarian and development partners. One of the goals is to promote refugees' protection and opportunities for self-support and access to public services through inclusion in host communities. Thus, Denmark works in multilateral forums to maintain and enhance the countries' engagement and implementation of the GCR. An essential avenue for the countries to hold each other accountable to their commitments is during the follow-up meetings taking place every second years. Denmark also cooperates closely with UNHCR to strengthen and develop its role as a facilitator of implementation. Furthermore, Denmark uses the negotiation of resolutions etc. to insist that all countries fulfil their duties with a view to advancing protection and durable solutions for the displaced people of the world.

At the **regional level**, the political declaration of intent and Action Plan from the 2015 Valletta Summit on Migration lays down the migration cooperation between the EU and Africa. The Action Plan contains a set of political and operational measures aimed at establishing the framework for humane and sustainable management of migration on both sides of the Mediterranean. It contemplates five priority domains, namely: i) Development benefits of migration and addressing root causes of irregular migration and forced displacement, 2) 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.¹²

The legally binding *Post-Cotonou Agreement* with its corresponding protocol for the 49 Sub-Saharan African countries corresponds with the Valletta Action Plan and its priority domains. The agreement is expected to be signed in March 2022 and enter into effect on an interim basis in July 2022. Afterwards, the agreement is subject to subsequent ratification processes in EU member states. In line with Danish priorities, the agreement's strengthened focus on migration is a clear acceptance of countries' international obligation to readmit their own citizens without legal stay in another country provided with specific and comprehensive guidelines for compliance. In addition, it lays down obligations to address the root causes of irregular migration and to combat cross-border crime and human smuggling.

Furthermore, the *joint political declarations* from EU-AU summits and ministerial meetings chart the strategic course of the EU-Africa partnership, including migration and mobility. Indeed, the latest declaration from 18 February 2022 contains a special section on migration cooperation between the two continents over the coming three years until the next summit. This is also a comprehensive and balanced text, just like the Valletta Action Plan and the Post-Cotonou Agreement.

¹² https://www.consilium.europa.eu/media/21839/action_plan_en.pdf