

## 4.2. Denmark

Denmark's reflections on the M&D nexus started at the beginning of the 21st century. Although M&D was introduced as one of the three priorities areas in the strategy for Danish Development Assistance for 2008-2012, the current strategy published in 2012 does not mention it. Denmark has a strong interest in forced displacement. Since 2003, and even more since 2008, Denmark has been focusing on the topic of forced displacement via the Regions of Origin Initiative, which has allocated more than € 40 230 800 (DKK 300 million)<sup>98</sup> every year. Through the Regions of Origin Initiative, Denmark applies a broad concept of humanitarian aid that goes beyond acute relief and includes development actions focusing on poverty reduction. The Ministry of Foreign Affairs is the pivotal actor in coordinating development strategies and cooperates mainly with international and national NGOs on the implementation of ROI projects.

Denmark has reduced its bilateral aid to 16 programme countries, mainly in Africa and Asia. Concerning the ROI, four displacement situations are prioritized: Afghanistan, Iraq, the Horn of Africa and South Sudan. Also, Denmark is one of the pioneer countries, next to Sweden and Finland, on policy coherence for development, having adopted a whole-of-government approach and institutionalized inter-governmental committees. Even though Denmark is a member of a number of migration dialogues and provides financial resources for the organisation of the GFMD, the country only actively participates when the meeting is also relevant for the issue of forced displacement. Denmark is monitoring the diverse regional dialogues and frameworks, but does not consider its active participation a priority, except within the EU High-Level Working Group on Asylum and Migration.

### 4.2.1. The Migration and Development concept

Denmark does not consider the 'traditional' M&D focus areas a political priority for its development strategy and therefore has no specific policy on this topic. This decision was taken after the Danish Ministry of Foreign Affairs commissioned a study in September 2001 called *"The Migration-Development Nexus, Evidence and Policy Options, State-of-the-Art Overview"*.<sup>99</sup> The paper provides conclusions in four

areas that have been identified as being critical to examine the links between M&D, namely; poverty and migration, conflicts, refugees and migration, migrants as development resource, as well as aid and migration. The authors dismissed the root-causes approach and came to the conclusion that "poverty reduction is not in itself a migration-reducing strategy. As long as poverty reduction is the overriding goal of aid and development cooperation, there is no direct link between aid and migration control."<sup>100</sup> The

<sup>98</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341, <http://www.oanda.com>.

<sup>99</sup> Nyberg-Sørensen, Nicholas Van Hear, and Poul Engberg-Pedersen *The Migration-Development Nexus, Evidence and Policy Options, State-of-the-Art Overview*, International Migration Vol. 40 (5) SI 2/2002, 2002.

<sup>100</sup> Ibid.

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authors of the study also call for a reconsideration of migrants as a development resource.

In November 2001, parliamentary elections led to a government change: the Social Democrats, since 1924 the biggest party, were beaten by the center-right Venstre party under Anders Fogh Rasmussen. In January 2002, regardless of the conclusions of the paper mentioned above, the new Danish Government announced their decision to *enhance the links between its aid and refugee policies* as part of the overall focus on poverty reduction.

In June 2003, the Danish Ministry of Foreign Affairs issued their 2004-2008 development strategy *“A World of Difference, the Danish Government’s Vision for New Priorities in Danish Development Assistance”*.<sup>101</sup> The strategy neither refers to M&D nor mentions migration as an area of intervention. Instead, refugees are put forward as one of the five priorities of Denmark’s development policy, which follows an overall poverty reduction objective:

1. Human rights, democratisation and good governance;
2. Stability, security and the fight against terrorism;
3. Refugees, humanitarian assistance and regions of origin;
4. Environment;
5. Social and economic development.

Within the pillar *“Refugees, Humanitarian Assistance and Regions of Origin”*, one can read: “The Government will, as part of its contribution to the fight against poverty, fundamentalism and terrorism, prioritize its efforts

to come to the rescue of people in distress and displaced people in the developing countries during as well as after catastrophes. [...]The overall prioritization also includes a wish to help refugees and internally displaced people as close to their home as possible, thus making it easier for them to return home while at the same time reducing political problems in the host countries.”

Perhaps coincidentally with the upcoming Danish Presidency of the Council of the European Union (first half 2012), the follow-up strategy for 2008-2012 *“A World for All - Priorities of the Danish Government for Danish Development Assistance”*<sup>102</sup> introduces M&D as one of its three priority areas:

1. Climate change, energy and environment;
2. Migration and development;
3. Stability and democracy.

Within the pillar *“Migration and development”*, the Danish government emphasizes the merits (remittances, knowledge exchange) as well as the negative aspects of migration (brain drain, pressure on administrations). However, it also highlights the role of development in addressing the root causes of migration “with a focus on poverty reduction, investments in people and strengthened national authorities, the long-term-oriented Danish development cooperation contributes already significantly to tackling the underlying causes of migration”<sup>103</sup>. The 2008-2012 strategy stresses that “the Government will push the emerging international cooperation on migration and development through both dialogue and concrete initiatives and will take stronger steps

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**101** Ministry of Foreign Affairs, *A World of Difference - The Danish Government’s Vision for New Priorities in Danish Development Assistance 2004-2008*. Copenhagen, 2003.

**102** Ministry of Foreign Affairs, *A World for All - Priorities of the Danish Government for Danish Development Assistance 2008-2012*. Copenhagen, 2007.

**103** Ibid.

to ensure that Danish development assistance contributes to analysing the underlying causes of migration.”<sup>104</sup>

In the following 2012 strategy “*The Right to a Better Life - Strategy for Denmark’s Development Cooperation*”<sup>105</sup> M&D disappeared, the four priority areas now are:

1. Human rights and democracy;
2. Green growth;
3. Social progress;
4. Stability and protection (including migration, but only peripherally).

It is evident from the above that Denmark’s lack of interest in M&D can be seen in light of its strong engagement on *forced displacement*, which is considered an important factor within its development policy, in particular on the *issues of refugees, displaced people and forced migration*. One of the main instruments of this policy is the *Regions of Origin Initiative (ROI)* established in 2003 with the overall objective “to create durable solutions, either by giving those fleeing better opportunities to return and establish themselves in their home areas, or by providing support to enable them to settle down permanently in places close to their home areas, and in this way be able to build a home and dignified life. In addition, it costs a hundred times as much to help a refugee in Denmark as it does, for example, to help a refugee in Kenya. In other words, a far greater number of refugees can be helped for the same amount of money if Denmark and other countries cooperate with the developing countries that shelter the many refugees.” This initiative herewith follows the “basic premise of the efforts of Denmark’s 2008-2012 devel-

opment strategy being that Africa’s migration challenge is best solved in Africa.”

In July 2008, the Danish Government released the strategic framework “*The Danish Regions of Origin Initiative*”.<sup>106</sup> This framework and the related programme management arrangements have been developed to facilitate future planning, design, implementation and monitoring of the ROI for the 2008 – 2012 period. The specific objectives of the ROI are to:

1. Improve living conditions and protection for targeted groups of forced migrants including refugees, IDPs, rejected asylum seekers and host populations;
2. Support the safe and dignified return of forced migrants to their place of origin and assist their reintegration;
3. Assist with support to self-reliance or local integration in the country of asylum where possible in line with existing integration/resettlement policies;
4. Strengthen capacities of asylum and migration authorities in developing countries to address mixed migratory flows;
5. Promote, primarily through the EU and innovative pilots, international cooperation within the field of migration and development.

As a high level official within the Ministry of Foreign Affairs explained, the ROI initiative is a governmental priority *at the crossroad between Denmark’s humanitarian and development aid policies*. For Denmark, humanitarian aid includes acute relief but also support for sustainable livelihoods, capacity building

<sup>104</sup> Ibid.

<sup>105</sup> Ministry of Foreign Affairs, *The Right to a Better Life – 2012 Strategy for Denmark’s Development Cooperation*, Copenhagen, 2011.

<sup>106</sup> Ministry of Foreign Affairs of Denmark, *The Danish Regions of Origin Initiative. Part 1 Strategic Framework*, Copenhagen, 2008, viewed on 4 August 2012, <http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Samarbejde/Hum-org/ROIpart1.ashx>.

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and a systemic approach to forced displacement, and hence differs from the classical perspective. Also, contrary to other countries where M&D projects are led by a migration-reduction objective, the Regions of Origin Initiative does not aim at reducing the number of asylum seekers, but at *providing an effective response to the displacement realities on the ground*. This approach corresponds more to the perspective of the Ministry of Foreign Affairs, which has the lead in the ROI initiative, rather than to the Ministry of Justice, the relevant authority for migration issues.

#### 4.2.2. Institutional framework and policy coherence for Migration and Development

Until recently, the responsibility for M&D issues was placed with the Department for Global Cooperation in the Ministry of Foreign Affairs. However, all matters relating to forced displacement, including the Region of Origin Initiative, are handled by the Department for Humanitarian Action.

The Danish International Development Cooperation Agency DANIDA is not, as its counterpart in Sweden (Sida) or Germany (GIZ), an independent development agency, but the acronym is used as a brand that includes all actors within the Ministry of Foreign Affairs who deal with development assistance. Therefore, DANIDA is not, as in other countries, the implementing actor of M&D projects. Instead, the implementation falls under the responsibility of the Ministry of Foreign Affairs which outsources it to partners, for instance to international organisations or international and national NGOs.

On 3 October 2011, the Ministry of Refugee, Immigration and Integration Affairs was closed, and the ministry's responsibilities have been transferred in large parts to the *Ministry of Justice*, as well as to other ministries such as the Ministry of Employment and the Ministry of Social Affairs. The former *Danish Immigration Service* was split into two new agencies on 1 January 2012:

1. The Danish Immigration Service (under the Ministry of Justice) handles cases regarding family reunification, asylum, short-term visa, permanent residence permit and all cases regarding visa and residence on The Faroe Islands or Greenland;
2. The Danish Agency for Labour Retention and International Recruitment (under the Ministry of Employment) handles cases regarding work, studies, au pair, internship, and working holidays.

Concerning Denmark's engagement in *policy coherence for development (PCD)*, according to the latest Development Assistance Committee (DAC) peer review, Denmark is strongly committed to it. One of the key documents for Denmark's development cooperation, "Freedom from Poverty"<sup>107</sup>, states that Denmark will "strengthen the link between the relevant Danish policies and instruments in order to achieve a higher degree of synergy to the benefit of development."<sup>108</sup> To achieve policy coherence, Denmark deals with a number of specific development issues, notably climate, security and migration, through *whole-of-government approaches*.<sup>109</sup>

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**107** Ministry of Foreign Affairs, *Freedom of Poverty – Freedom to change, Strategy for Denmark's Development Cooperation*, Copenhagen, 2010. Viewed on 4 August 2012, <http://um.dk/en/~media/UM/English-site/Documents/Danida/Goals/Strategy/Freedom%20from%20poverty.ashx>.

**108** Ibid.

**109** Development Assistance Committee, *DAC Peer Review of Denmark 2011*. Paris: OECD, 2011.

Another important reference point concerning policy coherence are *EU policies and instruments*. In this regard, Denmark aims to work closely with the Commission and EU Member States to align priorities and enhance coherence between the EU's and EU Member States' development policies.

Concerning PCD on migration, although development co-operation is mainly administered by embassies in partner countries, activities within ROI and the humanitarian sector are administered centrally by the *Danish Ministry of Foreign Affairs*. This was assessed positively by the DAC peer review in 2011. Furthermore, Denmark is committed to improving its existing *inter-governmental co-ordination committees*, and to promote policy coherence in areas that go beyond the foreign affairs mandate. The Ministry of Foreign Affairs is represented in several special committees that also include interest groups, although the committees' sessions are always chaired by a civil servant. Denmark is also among the EU Member States that have a PCD coordination mechanism in place.<sup>110</sup>

The Regions of Origin Initiative touches upon several policy areas in order to secure access to protection and durable solutions for refugees and IDPs in their region of origin. The initiative is managed and implemented by the Danish MFA and co-operated (before its responsibilities were transferred to other ministries, mainly the Ministry of Justice in the area of humanitarian affairs) closely with the Ministry of Refugee, Immigration and Integration Affairs (MOI). Therefore, the two ministries met four

to six times a year to discuss policies on development, asylum, migration and humanitarian crises. Today, *the Ministry of Foreign Affairs and the Ministry of Justice* meet through the same type of *informal "contact group" meetings* to discuss issues relating to forced displacement, M&D, more or less with the same frequency. However, the Ministry of Foreign Affairs clearly has the lead in the definition and implementation of the overall policy strategy on these subjects.

Concerning *regional authorities*, in Denmark, they are neither involved in deciding the overall orientation of the ROI, nor are they considered partners in the implementation of projects. Nevertheless, there are some initiatives taken by regional authorities that try to involve their diaspora communities for development, but these attempts remain insignificant.

#### 4.2.3. Operationalising the Migration and Development policy

As emphasized previously, Denmark does not consider M&D relevant in its development agenda. Therefore there are no development projects targeting migrants but forced displacement through the ROI. For the period 2004-2008, the Regions of Origin Initiative was given approximately EUR 134 million (DKK 1 billion) by the Government. For the period 2008-2012, the ROI was given approximately € 40 230 800 (DKK 300 million)<sup>111</sup> a year. The actual expenditure in support of displaced people is well above the ROI budget. In the last years this has exceeded *approximately € 80 461 500 (DKK 600 million)*<sup>112</sup> a year, or about 4% of the total Danish development aid. This

<sup>110</sup> See European Commission for Development and Humanitarian Aid, *Commission Staff Working Paper SEC (2007) 1202: EU Report on Policy Coherence for Development, 2007*, viewed on 6 August 2012, [http://ec.europa.eu/development/icenter/repository/Publication\\_Coherence\\_DEF\\_en.pdf](http://ec.europa.eu/development/icenter/repository/Publication_Coherence_DEF_en.pdf).

<sup>111</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341.

<sup>112</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341.

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is due to the fact that a major portion of the humanitarian budget (besides the ROI-part) is actually spent in support of vulnerable population groups affected by conflict (i.e. IDPs and refugees as well as affected host communities). However, Denmark has recently reformed the structure of the finance bill. As a consequence the ROI will disappear as a budget line and be merged into the overall humanitarian budget. Still, ROI remains the first priority within this portfolio.

To maximise the effectiveness of Danish aid, *bilateral assistance* is concentrated within 16 *programme countries*<sup>113</sup>, from two to four priority sectors per country. For the 2010-2014 period, the following programme countries and major sector priorities have been retained:

- Africa: Benin, Burkina Faso, Ghana, Kenya (Health, Water and Sanitation), Mali, Mozambique (Health), Tanzania, Uganda (Social Development including a special bilateral HIV/AIDS initiative), Zambia (Water and Sanitation);
- Asia: Afghanistan (Education), Bangladesh (Water and Sanitation), Bhutan, Nepal, Vietnam;
- Latin America: Bolivia (Education), Nicaragua (Education).

Significant levels of aid are also provided to Somalia, Myanmar and South Sudan.

Concerning the ROI, the Danish government focuses on certain countries and regions through *joint regional approaches*. This

regional approach to the refugee question was highlighted by a high-level official within the Ministry of Foreign Affairs who stated that this is part of its comprehensive support package to the displacement situations in question.<sup>114</sup>

The *Regions of Origin Initiative* targets areas hosting refugee and IDPs as well as areas of return for the refugees and IDPs. In 2008, the ROI supported activities in *twelve countries*.<sup>115</sup> Kenya, Tanzania, Uganda, and Zambia, which are all also priority programme countries for Danish bilateral assistance as well as in Angola, Somalia, Sudan, Burundi, Afghanistan, Sri Lanka, Iraq and Kosovo. *Currently*, ROI has *four focus displacement regions*, which are Afghanistan, Iraq (including Iraqi refugees in neighbouring countries), the Horn of Africa and South Sudan. Next to these focus regions, ROI also implements *smaller programmes* within the Ivory Coast, Guinea and Liberia, and also supports the global policy orientation by funding studies and other activities by the World Bank or Oxford University related to forced displacement. Actions within the ROI focus on *two main issues*: direct assistance to IDPs, refugees and affected host communities, as well as skills development and institutional capacity building. This is underlined by the types of projects funded by Denmark.<sup>116</sup>

The Danish Development Agency DANIDA has commissioned an *Evaluation of the Danish Regions of Origin Initiative support to Afghani-*

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**113** Deutsche Stiftung Weltbevoelkerung, *Euroresources, website*, viewed on 30 August 2012, [http://www.euroresources.org/guide/donor\\_profiles/dk\\_denmark.html](http://www.euroresources.org/guide/donor_profiles/dk_denmark.html).

**114** Development Assistance Committee, 2011, op. cit.; Ministry of Foreign Affairs of Denmark, 2008, op. cit.

**115** Ministry of Foreign Affairs, 2008, op. cit.

**116** Ministry of Foreign Affairs, *Program and Project Orientation (PPO) 2011 database*, viewed on 6 August 2012, <http://um.dk/da/danida/det-goer-vi/program-og-projektorientering-ppo/ppo-2011>.

**117** Ministry of Foreign Affairs, *Terms of Reference, Evaluation of the Danish Regions of Origin Initiative support to Afghanistan*, viewed on 19 August 2012, [http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Resultater/Eval/Afgh\\_ROI\\_ToR.ashx](http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Resultater/Eval/Afgh_ROI_ToR.ashx).

stan<sup>117</sup> to GHK. The evaluation focuses primarily on activities undertaken under the second phase (2009-12) of the Danish ROI support, in line with the assessment of the five OECD/DAC evaluation criteria (relevance, efficiency, effectiveness, impact, and sustainability). The additional (humanitarian) evaluation criteria of coherence, complementarity, coverage and coordination are also of relevance to different aspects of the ROI support in Afghanistan.

Two success factors for ROI projects can be extrapolated:

1. Projects dealing with refugee or forced displacement situations should be driven by an objective which emerges out of the situation on the ground and not out of the domestic policy setting in Denmark;
2. Projects dealing with refugee or forced displacement situations should not only focus on the target population itself, but should also include the host population in equal measures, a factor which is often neglected due to a lack of money. Therefore, it is necessary to recognise and to foster the link between refugee assistance and the development of livelihoods for the host population in order to avoid a conflicting relationship between these groups.

Concerning Denmark's partners within the ROI initiative, its projects are generally implemented by *international or national NGOs*, as well as with *multilateral organisations*, depending on the local setting and their comparative advantages. Denmark only rarely implements projects through local or governmental author-

ities in the countries concerned. Strategic and operational partnerships of the ROI include: UNHCR, UNICEF, UNDP, the European Commission, IOM, the Danish Refugee Council, ADRA, Caritas, the Dan Church Aid, Save the Children Denmark and Danish Red Cross. On a regional level, some authorities also cooperate with diaspora organisations in order to foster their integration and at the same time support their development projects at home, but these attempts remain rare.

#### 4.2.4. Involvement in international fora on Migration and Development

Even though Denmark is a member of a number of migration dialogues (MME, ACP-EU<sup>118</sup>, MTM<sup>119</sup>, Prague Process, Budapest Process, Rabat Process, GFMD), regional and international cooperation frameworks on M&D are not a priority. The government of Denmark also provides financial resources for the organisation of the GFMD. Although Denmark monitors these frameworks, the country only actively participates when the meeting is also relevant for the issue of forced displacement. Indeed, Denmark wishes to actively promote forced displacement as a development issue on the international scene and considers itself a pioneer in this field. For instance, by funding research and related policy-work within the World Bank and the Refugee Studies Centre at Oxford University, Denmark aims to give forced displacement more importance on the international development agenda.

Next to this priority, Denmark is also actively engaged in the *High-Level Working Group on Asylum and Migration*, as well as in the *Mobility Partnerships* within the EU framework.

**118** The 23rd session of the ACP-EU Joint Parliamentary Assembly was held in Horsens (Denmark) from 28 to 30 May 2012.

**119** Denmark chaired the MTM conference "From More Development for Less Migration to Better Managed Migration for More Development", Copenhagen, January 27-28, 2005

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