The Danish Institute for Human Rights (the Institute), the national human rights institution of Denmark and Greenland, hereby submits its stakeholder report to the Universal Periodic Review of Denmark during the UN Human Rights Council’s 38th session, April/May 2021.

The key recommendations covered in this report are highlighted here and elaborated further below:

1. Introduce a national human rights action plan and systematic follow-up on recommendations
2. Ensure necessary remedies for the Intelligence Oversight Board
3. Ensure due process guarantees and rule of law
4. Prohibit use of solitary confinement as a disciplinary measure for more than 15 days
5. Avoid criminalisation of homeless persons
6. Introduce a general ban against discrimination on the grounds of disability
7. Reduce coercion in psychiatric treatment
8. Avoid ethnic discrimination in social housing
9. Introduce a national action plan against hate crimes motivated by ethnicity and religion
10. Reduce child poverty and prevent ethnic discrimination
11. Prevent sexual harassment
12. Introduce general protection against discrimination (Greenland)
13. Strengthen statistical systems analysis (Greenland)

The report is accompanied by Annexes I-III:
Annex I: All recommendations pertaining to Greenland
Annex II: Additional recommendations pertaining to Denmark
Annex III: NHRI mid-term report 2018 (UPR 2nd cycle)

1 INTRODUCE A NATIONAL HUMAN RIGHTS ACTION PLAN AND SYSTEMATIC FOLLOW-UP ON RECOMMENDATIONS
Though Denmark upholds a high level of human rights protection, there is no systematic and strategic approach to the implementation of human rights recommendations. No systematic and public evaluation is carried out when Denmark receives concluding observations from UN
treaty bodies, recommendations from special procedures or recommendations through individual communications.

Despite the adoption of several action plans concerning various human rights issues, including on combatting the trafficking of women, Denmark has yet to adopt a comprehensive national action plan for human rights to ensure proper identification of relevant human rights challenges and implementation of human rights standards. An inter-ministerial working group on human rights has been established, but efforts to promote and protect human rights nationally could be strengthened.

**Recommendations:**
- Take steps to develop a comprehensive national human rights action plan; and
- Ensure that the inter-ministerial working group on human rights establish a clear procedure for following up on recommendations from human rights mechanisms in cooperation with civil society actors and the national human rights institution.

### 2 ENSURE NECESSARY REMEDIES FOR THE INTELLIGENCE OVERSIGHT BOARD
The Danish Intelligence Oversight Board (IOB) was established in 2014 to oversee that the Danish Security and Intelligence Service and the Danish Defence Intelligence Service process information about natural and legal persons in compliance with the relevant legal provisions. However, the mandate of the IOB is limited and appears to lack the necessary remedies, competencies and resources to carry out effective legality control and oversight of the Danish Defence Intelligence Service in particular. Thus, the framework for supervision does not live up to international recommendations for independent and effective control of the intelligence services.

**Recommendation:**
- In collaboration with Parliament, the government should initiate an assessment of the oversight of the Danish Defence Intelligence Service by the Danish Intelligence Oversight Board and ensure that the necessary remedies and resources are allocated to the Board to conduct its mandate.

### 3 ENSURE DUE PROCESS GUARANTEES AND RULE OF LAW
Since 2001, Denmark has introduced several wide-ranging amendments to its counter-terrorism legislation. Furthermore, and since the last UPR cycle, far-reaching prohibitions and restrictions without the necessary
due process guarantees have been enacted for specific groups of persons.

Initiatives include provisions severely limiting the right to freedom of movement and the right to privacy, e.g. prohibiting the presence of some convicted persons in specific geographical areas and enabling the police to access the private homes of some convicted persons without a court order and to examine or remove for examination private letters or other items.\(^7\) Likewise, in 2019 an act was passed making it possible to administratively strip Danish citizenship from Danish citizens in Syria with dual citizenship and who have been identified as “foreign fighters”, without having such decisions automatically tried in court.\(^8\)

In its efforts against terror-related, organized or other serious crime, Denmark has over the past years put severe limitations on personal freedom, including interventions that can be initiated without mandatory judicial review by the courts.

Recommendations:

- Re-introduce judicial review by the courts relating to initiatives against terror, organized or other serious crime limiting the rights to privacy or movement; and
- Take specific steps to initiate an assessment of the entire Danish counter-terrorism legislation and in particular how the legislation is applied in practice.

4 PROHIBIT USE OF SOLITARY CONFINEMENT AS A DISCIPLINARY MEASURE FOR MORE THAN 15 DAYS\(^9\)

In several areas, Danish prison laws and practices are not fully in accordance with Denmark’s human rights obligations and related recommendations, including the United Nations Standard Minimum Rules for the Treatment of Prisoners (Mandela Rules). Denmark uses solitary confinement as a disciplinary measure both more often and for longer periods than proscribed, including by the Mandela Rules.\(^10\) In 2015, solitary confinement as a disciplinary measure of more than 14 days was imposed seven times while in 2019 the number had risen to 705.

Recommendation:

- Amend Danish prison laws and practices to comply fully with the United Nations Standard Minimum Rules for the Treatment of Prisoners, including by prohibiting the use of isolation for more than 15 days.
5 AVOID CRIMINALISATION OF HOMELESS PERSONS
Several legislative initiatives have been adopted and politically framed as being aimed at homeless foreign nationals and preventing public begging.11 A ban against establishing or residing in a camp of ‘permanent nature’ which disrupts public order was introduced.12 Persons who contravene this ban can receive a zonal ban on staying in an entire municipality for up to two years.13 The laws disproportionately affect foreign citizens, as 95 percent of the persons who received a zonal ban between May and November 2018 were foreigners.14 Furthermore, the measures have particularly affected citizens from Romania. 65 percent of all zonal bans issued in the period were issued to Romanian citizens.15

In November 2019, the UN Committee on Economic, Social and Cultural Rights noted concern over the legal provisions criminalizing conduct associated with situations of poverty in relation to article 11 of the International Covenant on Economic, Social and Cultural Rights.16

Recommendation:

- Repeal legislation that prohibits homeless persons from establishing or residing in a camp of ‘permanent nature’ which disrupts public order and repeal legislation that prohibits begging.

6 INTRODUCE A GENERAL BAN AGAINST DISCRIMINATION ON THE GROUNDS OF DISABILITY17
In July 2018, a general ban on discrimination on the grounds of disability outside the labour market entered into force. However, the ban did not include a general obligation to provide reasonable accommodation, nor an obligation to comply with existing accessibility standards. Despite recent efforts to introduce a right to reasonable accommodation of services in public schools and all types of daycare,18 there is still no general effective legal protection against discrimination on grounds of disability in relation to denial of reasonable accommodation or lack of accessibility.

Furthermore, in 2013 Denmark had a national disability action plan,19 but today there is no such plan in place. In 2018, a large group of national stakeholders called for a national disability action plan in a letter to the Minister of Children and Social Affairs.20 However, the current Danish government has still not taken any steps to produce a new action plan.
Recommendations:

- Amend the general ban against discrimination on the grounds of disability outside the labour market to ensure that reasonable accommodation and accessibility are provided in all spheres of society without any exemption; and
- Produce a comprehensive national disability action plan with specific and measurable targets for the implementation of the UN Convention on the Rights of Persons with Disabilities.

7 REDUCE COERCION IN PSYCHIATRIC TREATMENT

Forced physical restraint with belts is one of the most invasive measures available in the Danish psychiatric system. The European Court of Human Rights has recently found that Denmark violated the prohibition of torture, inhuman or degrading treatment in the European Convention on Human Rights in a case on the use of restraint, as there was no sufficient justification for its continued use and duration for nearly 23 hours. Whereas the use of long-term physical restraint with belts has decreased, there has been an increase in the use of other coercive measures, such as forced medication with tranquillizers. This may indicate that other coercive measures, such as forced medication with tranquillizers, have replaced long-term physical restraints with belts.

Moreover, the number of children subject to coercion in the psychiatric system has increased since 2011. There is no ‘coercion’ according to the Danish Psychiatric Act if 1) the patient is under the age of 15 and 2) the holder of custody has consented. Consequently, this means that a child below the age of 15, whose holder of custody has consented, does not enjoy the same procedural safeguards and standards provided in the Danish Psychiatric Act as children over the age of 15 and adults do.

Recommendations:

- Take steps to avoid the use of forced physical restraint with belts for more than 48 hours;
- Take steps to avoid that other forms of coercion are replacing long-term physical restraint with belts;
- Take steps to reduce the use of coercive measures against children; and
- Amend legislation on coercion in the psychiatric system to ensure children under the age of 15 procedural safeguards and standards equivalent to those provided for children over the age of 15 and adults.
8 AVOID ETHNIC DISCRIMINATION IN SOCIAL HOUSING

In 2018, the government introduced a set of legal amendments referred to as the “ghetto-plan”, which target social housing areas. The policies differentiate between residential areas categorized as “vulnerable areas” and “ghetto areas”. “Vulnerable areas” are defined as meeting two out of four criteria such as the rate of employment, the level of income and education among residents and the percentage of residents convicted for a criminal offense.

“Ghetto areas” are defined by the same characteristics, but with the addition that more than 50 percent of the residents of the area are immigrants or descendants of immigrants from a non-Western country. Thus, the requirements aimed at ghetto areas target and affect ethnic minorities to a large extent.

There is a requirement that the social housing associations in ghetto areas reduce the number of so-called ordinary family housing to a maximum of 40 percent by 2030 if a housing area has been categorized as a ghetto area for four years or more. The requirement has resulted in several terminations of leases of tenants to meet the requirement. In addition, some social housing areas have terminated leases of residents with non-Western ethnic background to avoid characterisation as a ghetto area.

Recommendation:

- Refrain from defining “ghetto areas” with reference to a share of residents of non-Western ethnic background.

9 INTRODUCE A NATIONAL ACTION PLAN AGAINST HATE CRIMES MOTIVATED BY ETHNICITY AND RELIGION

A national action plan to combat anti-Semitism is currently being prepared. However, the action plan does not include other kinds of hate crimes or racism. Denmark has pledged to continue efforts towards combating racial discrimination and hate crime. In 2018, the authorities registered 449 cases of hate crimes. Out of the 449 cases, 260 were motivated by racism and 112 were religiously motivated.

Surveys indicate, however, that 7 percent of victims of violence believe that the violence against them was motivated by racism. This translates into an annual number of between 3,600 and 5,000 persons who experience racist-motivated violence. This number differs significantly from the cases registered by the police.
Recommendation:

- Adopt a national action plan to combat racism and ethnic- or religious-motivated hate crime and ensure that cases are effectively investigated and prosecuted.

10 REDUCE CHILD POVERTY AND PREVENT ETHNIC DISCRIMINATION

In recent years, Denmark has seen a significant increase in the number of children living in poverty. At the end of 2018 there were 61,200 children in Denmark living in families with an income lower than Statistics Denmark’s indicator for relative poverty. While a temporary child benefit has been introduced and a commission has been established to scrutinise the social benefits system, children with an ethnic minority background are affected the most. Non-Western ethnic minorities make up 56 percent of all children living in poverty in Denmark. The integration benefit is the primary reason for the ethnic disproportion in child poverty. The reduced integration benefit is for persons who have not lived in Denmark for at least seven of the past eight years. Consequently, the primary recipients of the benefit are refugees or immigrants who have recently arrived in Denmark. In total, 98 percent of persons on integration benefit have an ethnic minority background. Families with more than one child do not receive a higher integration benefit than families with one child, despite the higher cost of living. As a result, the more children a family has, the more the strain on their financial situation.

Recommendations:

- Secure subsistence income for families with young children receiving integration benefits; and
- Ensure that children of non-Western immigrants are not disproportionately living in poverty after the reform of the unemployment benefits system.

11 PREVENT SEXUAL HARASSMENT

Sexual harassment has been in focus and well debated in the Danish media during August, September and October 2020 after large groups of women from different sectors publicly stated that sexism still exists in their workplaces.

From 2012 to 2016 there has been a steady rise in the number of people who have experienced sexual harassment within the last 12 months in the workplace. In general, data collection on sexual
harassment does not provide a specific and consistent overview of sexual harassment in Denmark.

Recommendations:

- Take steps to include a provision in the Danish Act on Equal Treatment that obliges employers and other responsible persons to prevent and discourage sexual harassment; and
- Take steps to ensure that national research is conducted on sexual harassment in relation to work environment and educational settings and that it meets the highest methodological standards of data collection.

12 INTRODUCE GENERAL PROTECTION AGAINST DISCRIMINATION

Legislation on equal treatment in Greenland prohibits gender-based discrimination through the Gender Equality Act, which mainly protects against discrimination within the labour market. In accordance with the Act, Greenland has set up an Equality Council. However, the mandate of the Council is restricted to gender equality, and the Council “is not obliged to work at the request of citizens but can assess whether an issue requires its attention”. Citizens in Greenland who feel discriminated against cannot complain to an independent appeals board but must bring their case to court. If a complaint concerns discrimination by a public authority, citizens can complain to the Ombudsman for Inatsisartut (the Greenlandic Parliament).

Recommendation to Greenland:

- Take initiative to introduce legislative measures on a general protection against discrimination on all generally recognised grounds, including gender, race or ethnic origin, disability, age, sexual orientation and religion, both within and outside the labour market, including by establishing an independent appeals board.

13 STRENGTHEN STATISTICAL SYSTEMS AND ANALYSIS

There is a lack of updated knowledge, research and baseline data in relation to several areas relevant to the human rights protection of people in Greenland. This applies, among other things, to information about the conditions at Greenlandic institutions and detentions and the conditions for vulnerable children and people with disabilities. Additionally, the available data is not systematically disaggregated by disability, gender, age and other relevant characteristics which is key for identifying and understanding inequalities.
Recommendation to Denmark and Greenland:

- Take measures to strengthen statistical systems and analysis and ensure that data is systematically collected and disseminated by the responsible authorities.

1 Relates to the implementation of recommendations: 120.46, 120.47 (noted), Report of the Working Group on the Universal Periodic Review of Denmark, A/HRC/32/10/Add.1, 2nd cycle, available at: https://undocs.org/A/HRC/32/10/Add.1
3 Act no. 231 of 7 March 2017 on the Danish Security and Intelligence Service (DSIS) (Bekendtgørelse af lov om Politiets Efterretningstjeneste (PET)), available in Danish at: https://www.retsinformation.dk/eli/lt/2017/231
7 Ministry of Justice, Act no. 1402 of 5 May 2017, Act on amendment of the Danish Criminal Code etc. (Initiatives directed at motorcycle gangs and other gang-related crimes etc.) (Lov om ændring af straffeloven, lov om en børne- og ungeydelse og lov om børnetilskud og forskudvis

8 Act no. 1057 of 24 October 2019 amending the Act on Danish citizenship and the Aliens Act (Deprivation of Danish citizenship from foreign fighters) (Lov om ændring af lov om dansk indfødsret og udlændingenloven (Fratagelse af statsborgerskab fra fremmedkrigere m.v.), available in Danish at: https://www.retsinformation.dk/eli/lt/a/2019/1057


10 The Danish Institute for Human Rights, Policy brief, Danish prison legislation and the UN Prison standards (Dansk fængselslovgivning og FN’s standarder for fængslser), available in Danish at: https://menneskeret.dk/sites/menneskeret.dk/files/media/dokumenter/udgivelser/policy_briefs/policy_brief_mandela_rules.pdf

11 See for instance Bill No. L 118 of 13 December 2017 on amendment of Act on police business (Expanded authorisation to establish rules on zoneban) (Forslag til Lov om ændring af lov om politiets virksomhed (Udvidet bemyndigelse til at fastsætte regler om zoneforbud)), available in Danish at: https://www.ft.dk/ripdf/samling/20171/lovforslag/l118/20171_l118_som_frems_at.pdf

12 Statutory instrument No. 305 of 31 March 2017 on amendment of statutory instrument on the police’s protection of public order and protection of private individuals and public safety etc., and the police’s access to institute temporary precautionary measures (Bekendtgørelse om ændring af bekendtgørelse om politiets sikring af den offentlige orden og beskyttelse af enkeltpersoners og den offentlige sikkerhed mv., samt politiets adgang til at iværksætte midlertidige foranstaltninger), available in Danish at: https://www.retsinformation.dk/Forms/R0710.aspx?id=188528. The
Statutory instrument was later changed in 2020 so that only camps that are of ‘permanent nature’ can be subject to a ban. Statutory instrument No. 1094 of 29 June 2020 is available in Danish at: https://www.retsinformation.dk/eli/lt/2020/1094.

Bill No. 118 of 13 December 2017 on amendment of Act on police business (Expanded authorisation to establish rules on zoneban) (Forslag til Lov om ændring af lov om politiets virksomhed (Udvidet bemyndigelse til at fastsætte regler om zoneforbud)), available in Danish at: https://www.ft.dk/ripdf/samling/20171/lovforslag/l118/20171_l118_som_fremats.pdf.

Calculation based on figures from the Danish Ministry of Justice, “Answer to question no. 113 (“ordinary part”) from the parliamentary Legal Affairs Committee” (Svar på spørgsmål nr. 112 (Alm. del) fra Folketingets Retudvalg), 12 December 2018, available in Danish at: https://www.ft.dk/samling/20181/almdel/reu/spm/113/svar/1540869/1987873/index.htm.

Calculated based of figures from the Danish Ministry of Justice, “Answer to question No. 113 (“ordinary part”) from the parliamentary Legal Affairs Committee” (Svar på spørgsmål nr. 112 (Alm. del) fra Folketingets Retudvalg), 12 December 2018, available in Danish at: https://www.ft.dk/samling/20181/almdel/reu/spm/113/svar/1540869/1987873/index.htm.


Relates to the implementation of recommendation: 120.66, 120.76 and 120.64 (Accepted in principle), Report of the Working Group on the Universal Periodic Review (A/HRC/32/10/Add.1), 2nd cycle, available at: https://undocs.org/A/HRC/32/10/Add.1.

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Letter to the Minister of Children and Social Affairs, August 2018, available in Danish at:
22 The European Court of Human Rights, Judgment Aggerholm v. Denmark, application no. 45439/18, 15 September 2020 available at: https://hudoc.echr.coe.int/eng#{%22fulltext%22:[%22Aggerholm%22],%22itemid%22:[%222001-204602%22]}
23 The Danish Health Data Authority, Register over forcible measures in the psychiatric system, available in Danish at: https://www.esundhed.dk/Registre/Register-over-Tvang-i-psykiatrien.
24 The Danish Health Data Authority, Register over forcible measures in the psychiatric system. Available in Danish at: https://www.esundhed.dk/Registre/Register-over-Tvang-i-psykiatrien.
26 Bill no. 38 of 22 November 2018 on the Act on amendments to the Act on social housing with more, the Act on renting social housing and the Act on rental housing (Lovforslag L 38 af 22. november 2018 om ændring af lov om almene boliger m.v., lov om leje af almene boliger og lov om leje), available in Danish at: https://www.ft.dk/samling/20181/lovforslag/L38/som_vedtaget.htm.
27 The Danish Institute for Human Rights, Press release, The Danish Institute of Human Rights brings Boligården in Elsinore before the Equal Treatment Board (Institut for Menneskerettigheder indbringer Boligården i Helsingør for Ligebehandlingsnævnet), 28 June 2020, available in Danish at: https://menneskeret.dk/nyheder/institut-menneskerettigheder-indbringer-boliggaarden-helsingoer-ligebehandlingsnævnet
28 Relates to the implementation of recommendation: 120.48, 120.49, 120.50, 120.52, 120.60, 120.75 (noted), Report of the Working Group on the Universal Periodic Review (A/HRC/32/10/Add.1), 2nd cycle, available at: https://undocs.org/A/HRC/32/10/Add.1.
29 Minister of Justice, Nick Hækkerup, answer to the Legal Committee of the Danish Parliament, 10 January 2020, available in Danish at: https://www.ft.dk/samling/20191/almdel/reu/spm/504/svar/1624330/2134133.pdf.
30 Note verbale dated 9 July 2018 from the Permanent Mission of Denmark to the United Nations addressed to the President of the General Assembly (A/73/130), available at: https://documents-dds-


34 Relates to the implementation of SDG 1.


38 Danish Broadcasting Corporation, “New figures: Relative poverty amongst children of ethnic background has exploded in just a few years” (“Nye tal: Relativ fattigdom blandt børn med indvandrerbaggrund er eksploderet på få år”), news article, 24 May 2019, available in Danish at:
https://www.dr.dk/nyheder/politik/folketingsvalg/nye-tal-relativ-fattigdom-blandt-boern-med-indvandrerbaggrund-
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39 The Danish Institute for Human Rights, Report on Families on integration benefit (Familier på integrationsydelse), 2018, available in Danish at:

40 The National Research Center for Work Environment, report on work environment of the Danes 2016 (Danskernes arbejdsmiljø 2016), p. 182, available in Danish at:
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42 Bill no. 2013/11 of 30 July 2013 on Inatsisartut Act on gender equality (Forslag til Inatsisartutlov om ligestilling af mænd og kvinder), explanatory notes to § 27(1), available in Danish at:
http://lovgivning.gl/lov?rid=%7bF8FD7F3C-9967-48DA-BCF0-F3A5FFA8E977%7d