



European Commission  
against Racism and Intolerance  
**ECRI**  
Commission européenne  
contre le racisme et l'intolérance



CRI(2024)32

**ECRI CONCLUSIONS  
ON THE IMPLEMENTATION OF THE RECOMMENDATIONS  
IN RESPECT OF DENMARK  
SUBJECT TO INTERIM FOLLOW-UP**

*Adopted on 3 July 2024<sup>1</sup>*

*Published on 15 October 2024*

---

<sup>1</sup> Unless otherwise indicated, this analysis does not take into account any developments that occurred after 13 May 2024, the date on which the response of the authorities of Denmark to ECRI's request for information on measures taken to implement the recommendations chosen for interim follow-up was received.

ECRI Secretariat  
Directorate General of Democracy and Human Dignity  
Council of Europe  
F - 67075 STRASBOURG Cedex  
Tel.: +33 (0) 390 21 46 62  
E-mail: [ecri@coe.int](mailto:ecri@coe.int)

[www.coe.int/ecri](http://www.coe.int/ecri)

 @ECRI\_CoE

## FOREWORD

As part of its sixth round of monitoring work, ECRI has renewed its process of interim follow-up with respect to two specific recommendations made in each of its country reports.

In line with the Information Document on ECRI's sixth monitoring cycle brought to the attention of the Ministers' Deputies on 9 May 2018<sup>2</sup>, not later than two years following the publication of each report, ECRI addresses a communication to the Government concerned asking what has been done in respect of the specific recommendations for which priority follow-up was requested.

At the same time, ECRI gathers relevant information itself. On the basis of this information and the response from the Government, ECRI draws up its conclusions on the way in which its recommendations have been followed up.

It should be noted that these conclusions concern only the specific interim follow-up recommendations and do not aim at providing a comprehensive analysis of all developments in the fight against racism and intolerance in the State concerned.

---

<sup>2</sup> [CM/Del/Dec\(2018\)1316/4.1](#); [CM\(2018\)62-add10](#).

1) *In its report on Denmark, (sixth monitoring cycle) published on 9 June 2022, ECRI recommended that the Danish authorities introduce a national action plan against racism, with a particular emphasis on preventing anti-Muslim racism and discrimination. The action plan should take a holistic approach and include actions in, for example, the areas of education, public awareness, promotion of counter speech and the training of relevant professionals, such as law enforcement officials and teachers. Efforts to secure a proportion of staff from Muslim and other minority backgrounds in such professions should be among the elements of this action plan.*

ECRI recalls that the Danish Government's viewpoints on ECRI's sixth report on Denmark referred to a January 2022 announcement made by the then Government of Denmark, according to which it intended to draw up an action plan against racism, which was expected to be launched before the end of 2022.<sup>3</sup> According to media reports, a political agreement among the then political parties in the Danish Parliament had been reached about the launch of such a plan and a budget for its implementation had been allocated in the State budget. However, the expected action plan could not be launched by November 2022, when general elections were held in Denmark. In 2023, the responsibility for the preparation of the action plan against racism was transferred from the Ministry of Justice to the Ministry of Immigration and Integration.<sup>4</sup>

In April 2024, the Danish authorities informed ECRI that the Government was preparing a national action plan against racism, which was expected to be presented in the first half of 2024, and that the ambition for the action plan is to counter racism in Danish society through a number of initiatives. In May 2024, ECRI was further informed that the Government had set aside 8.8 million DDK (about € 1,18 million) for the implementation of the action plan.

ECRI welcomes these preparations, including the budget allocation. However, it is obliged to note that no action plan against racism has actually been adopted and that the Government has not provided information about the details of the plan it intended to develop, including about any emphasis on actions against anti-Muslim racism and discrimination.

Consequently, in the present state of affairs, ECRI considers that its recommendation has not been implemented.

2) *In its report on Denmark, (sixth monitoring cycle) published on 9 June 2022, ECRI recommended that the Danish authorities, in order to avoid forced evictions for achieving the objectives of the so-called "parallel society" legislation as regards a more balanced composition between non-westerners, EU citizens and "native Danes" in the neighbourhoods referred to as "parallel society", instead introduce positive incentives for all population groups concerned in order to achieve the stated aim.*

The Danish authorities reiterated the position expressed in the 2022 government viewpoints according to which no eviction of tenants takes place based on the tenants' ethnic or national origin from non-Western countries.<sup>5</sup>

ECRI nevertheless notes that the aim of the Danish legislation and related policy remains to reduce the share of "non-westerners" in "parallel societies" and "transformation areas" (formerly called "ghetto areas" and "hard ghetto areas" respectively). The implementation of the relevant legislation and policy has inevitably resulted in forced evictions, which constitute

---

<sup>3</sup> See Government's Viewpoint appearing as an Appendix to the ECRI's sixth-cycle report on Denmark (published on 9 June 2022).

<sup>4</sup> See answers by Minister of Immigration and Integration during question time on 22 November 2023 in the Danish Parliament [S 223 - 2023-24 \(oversigt\): Vil ministeren redegøre for, hvorfor partierne bag finanslovsaftalen for 2022 endnu ikke er indkaldt til forhandlinger om handlingsplanen mod racisme, og hvorfor handlingsplanen mod racisme endnu ikke er lanceret? / Folketinget](#)

<sup>5</sup> See Government's Viewpoint appearing as an Appendix to the ECRI's sixth-cycle report on Denmark (published on 9 June 2022).

a means mentioned in the explanatory memorandum to Bill No. 138 L of 3 October 2018 (containing the relevant so-called “ghetto legislation”). Decisions on such evictions have been challenged in Danish courts. However, pending an interpretation by the Court of Justice of the European Union as to whether *inter alia* the Danish legislation using “non-westerners” as a central concept is in breach of the European Union Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin, no decision about the evictions has yet been taken by Danish courts.

ECRI further notes that, according to the information provided by the Danish Institute of Human Rights, one of Denmark’s two equality bodies, the Institute recommended that the Government takes the initiative to change the relevant legislation so that the residents' ethnic or national background is not included as a criterion in the categorisation of residential areas.

Finally, ECRI has not received any information, from the authorities or any other sources, about the introduction of positive incentives for all population groups concerned, as alternative measures to forced evictions, in order to achieve the stated aim of the legislation and policy in relation to the neighbourhoods referred to as “parallel society”.

In the light of the above, ECRI concludes that its recommendation has not been implemented.