EUROPEAN COMMISSION AGAINST RACISM AND INTOLERANCE

REPORT ON DENMARK

(seventh monitoring cycle)



Adopted on 30 June 2026

Published on 22 October 2026

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

COUNCIL OF EUROPE
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All other correspondence concerning this document should be addressed to the European Commission against Racism and Intolerance (ECRI). Council of Europe, F-67075 Strasbourg Cedex. E-mail: ecri@coe.int

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European Commission against Racism and Intolerance (ECRI)
Council of Europe
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FOREWORD

The European Commission against Racism and Intolerance (ECRI), established by the Council of Europe, is an independent human rights monitoring body specialised in questions relating to preventing and combating racism, intolerance and related discrimination (on grounds of "race", ethnic or national origin, citizenship, skin colour, religion, language, sexual orientation, gender identity and sex characteristics). It is composed of independent and impartial members appointed on the basis of their moral authority and recognised expertise in dealing with racism and intolerance.

Within the framework of its statutory activities, ECRI conducts country monitoring work, which consists of analysing the situation in each of the member States of the Council of Europe regarding racism and intolerance and action against these phenomena, and of drawing up relevant proposals and recommendations to address any issues that have been raised during the monitoring process.

ECRI's country monitoring deals with all member States on an equal footing. The work takes place in cycles of about five years, on average. The first-cycle reports were completed in 1998. Work on seventh-cycle reports started in 2025.

The working methods for the preparation of the reports involve desk research and documentary analyses, a visit to the country concerned, and then a confidential dialogue with the national authorities.

ECRI's reports are not the result of inquiries or testimonial evidence. They are analyses based on information gathered from a wide variety of sources. Desk research and documentary studies are based on a large number of national and international written sources. The in situ visit provides the opportunity to meet with various stakeholders directly concerned (such as relevant public officials, national or local elected officials, prosecutors and judges, representatives of equality bodies, national human rights institutions and civil society organisations working in areas of relevance to ECRI, relevant professionals and people belonging to groups of concern to ECRI) with a view to gathering detailed information. The process of confidential dialogue with the national authorities allows the latter to provide, if they consider it necessary, comments on the draft report, with a view to correcting any possible factual errors which the text might contain. At the end of the dialogue, the national authorities may request, if they so wish, that their viewpoints be appended to the final ECRI report.

The seventh-cycle country reports focus on two topics common to all member States: (1) Preventing and combating hate speech and hate crime, and (2) Ensuring equal treatment and inclusion in education and healthcare.

In the framework of the seventh cycle, priority implementation is requested by ECRI for two specific recommendations chosen from those made in the report. These recommendations should be implemented within 18 months after the publication of the report on the country in question. A process of interim follow-up is subsequently conducted by ECRI to review action taken to implement them.

The following report was drawn up by ECRI under its own responsibility. It was prepared following a visit to Denmark from 17 to 21 November 2025. The visit was preceded by online meetings on 14 October 2025. Unless otherwise indicated, it covers the situation up to 18 March 2026; as a rule, developments since that date are neither covered in the following analysis nor taken into account in the conclusions and proposals therein.

SUMMARY

Since the adoption of ECRI's sixth report on Denmark on 29 March 2022, progress has been made and good practices have been developed in a number of fields.

The Danish authorities adopted several policy documents that include measures to address hate speech and hate crime, including through additional budget, such as the National Action Plan Against Antisemitism in 2022 and 2025, the LGBT+ Action Plan (2022-2025), and the National Action Plan against Racism (NAPAR). They have also strengthened their efforts to get a better understanding of the prevalence of hate incidents beyond official hate crime statistics.

The Danish authorities have taken more action to tackle inequalities affecting Greenlanders, including through dedicated measures across several areas of life and examples of formal official apologies for historical injustices.

Hate crime is part of the mandatory police training that all police officers undergo at the Police Academy. A supplementary course to police officers is also offered twice a year, with the involvement of civil society organisations. The Public Prosecution Service produces an overview of judgments in which the courts applied the provision on hate-aggravated circumstances. In addition, a new scheme to be introduced from 2026 provides for the appointment of a hate crime coordinator in each police district.

Intercultural understanding, democratic participation and equality are core principles within the common objectives of school education. Holocaust education was reinforced in the mandatory history curriculum since 2023, and steps have been taken to strengthen education related to Greenlandic history and culture.

By law, every school must adopt an anti-bullying strategy, which must also include steps against digital bullying, and must respond to incidents.

The Health Act guarantees access to healthcare based on medical need and equality is considered a general principle in the provision of healthcare. The specialised migration clinics greatly contribute to responding effectively to the specific health needs of migrants. There are dedicated centres within the public health system to provide specialised transgender healthcare.

The NAPAR includes a set of welcomed measures to combat discrimination, for example in access to private housing, racism in the nightlife, and support to civil society actors.

ECRI welcomes these positive developments in Denmark. However, despite the progress achieved, some issues give rise to concern.

New laws allowing for harsher penalties for hate crimes that occur within an "aggravated penalty zone" or during an "aggravated penalty period" to be defined by the National Police raised questions about legal certainty and proportionality.

The NAPAR does not contain explicit acknowledgment of or targeted measures to prevent and combat anti-Muslim hatred, even though data indicates that this is one of the most pressing issues in the area of hate incidents.

Hate speech appears to be on the rise and many interlocutors referred to a trivialisation of hate speech, notably in the political sphere and online. Muslims, Jews, migrants, Roma and other ethnic minorities, LGBTI persons, and Greenlanders have reportedly been particularly affected by hate incidents.

There is no mandatory training on hate crimes for prosecutors or judges. There are also concerns about possible misclassification of some hate crimes as ordinary crimes.

Schools and teachers do not sufficiently cover issues such as combating racism and discrimination. They are often unprepared to manage discussions deemed controversial. Racist and LGBTI-phobic bullying remain a concern and anti-bullying measures and data do not reflect their specific nature.

Transgender and intersex individuals also frequently report unmet health needs and negative experiences. Healthcare professionals often lack knowledge and skills to ensure equal access to healthcare for groups of concern to ECRI. Changes in relation to fees for interpretation services have led to negative impact on migrants' access to healthcare. The Danish framework on intersex persons does also not appear to be fully in line with European standards pertaining to bodily integrity.

There are also concerns about episodes of possible racist and discriminatory behaviour by Danish police officers.

There has been no positive change in the authorities' approach to the use of the "non-Western" category in various laws, policies and administrative practices, including in relation to the "parallel society" legislation.

In this report, ECRI requests that the authorities take action in a number of areas and makes a series of recommendations, including the following.

The Danish authorities should undertake a comprehensive review of the application of relevant legislative provisions pertaining to racist and anti-LGBTI forms of hate speech, in consultation with civil society actors and representatives of groups of concern to ECRI, to identify gaps and consider legal amendments to ensure effective protection against hate speech, including online and directed at individuals, through appropriately calibrated provisions of civil, administrative and criminal law.

As a matter of priority, the authorities should devise and implement a specific programme of actions focused on anti-Muslim racism, including anti-Muslim hate speech and hate crime, after meaningful consultations with the Muslim communities, relevant civil society organisations, and the Danish Institute for Human Rights.*

The authorities should ensure that specific and practical training on hate crimes is part of the compulsory initial and continued training for prosecutors. Without prejudice to their independence, dedicated initial and continued training on hate crimes should also be offered to judges.

In the area of education, the authorities should strengthen the capacity of the education system to promote a culture of living together among pupils and to deal with sensitive societal issues related to, inter alia, racism, including antisemitism and anti-Muslim racism, and intolerance towards LGBTI persons, by providing teachers and school principals with compulsory and practical training, together with appropriate support material, to help them to create a racism-free and inclusive climate in diverse school environments.

They should also, as a matter of priority, set up a national monitoring system to gather incidents of racist and LGBTI-phobic bullying in schools, which should include appropriately disaggregated data on specific grounds for bullying behaviour. Such initiative should contribute to more informed policy-making in this area, including the design of suitable support mechanisms for teachers and schools.*

In the area of healthcare, the authorities should work alongside medical schools, doctor associations and other relevant institutions to ensure that healthcare professionals receive mandatory initial and, where appropriate, ongoing training in diversity competences, including cultural awareness, LGBTI-inclusive care, and knowledge of specific health needs of ethnic minorities, migrant populations, and other groups of concern to ECRI.

The authorities should also take a number of steps to ensure equal rights and dignity for intersex persons, for example by conducting a thorough review of the legislation to ensure that it expressly acknowledges the right of intersex persons to bodily integrity and prohibits the performance of medically unnecessary surgeries and other non-therapeutic treatments until such time as the intersex child is able to participate in decisions, based on the principle of free and informed consent.

The authorities should reinforce their action to prevent and combat racial profiling, for example by introducing a specific and unambiguous legal prohibition of discrimination, including ethnic profiling, in police activities and enhancing police in-service training.

The authorities should conduct an in-depth review of the collection, analysis and use of statistical data on the basis of citizenship and national or ethnic origin, such as through the use of the "non-Western" category in legislative, policy or administrative provisions, in particular in the areas of housing, employment and access to services, with a view to ensuring their full compliance with international and European standards, and take any legislative and other measures as a result to prevent any direct or indirect discrimination.

* This recommendation, which will be subject to a process of interim follow-up by ECRI, should be implemented within 18 months after the publication of this report.

FINDINGS AND RECOMMENDATION

I. PREVENTING AND COMBATING HATE SPEECH AND HATE CRIME[1]

Legislative framework

1. In Denmark, hate crimes, including hate speech of a criminal nature, are primarily addressed under the Criminal Code through Section 266b and Section 81(6).[2] According to Section 266b, any person who publicly, or with intent of dissemination to a wide group, issues a statement or other communication threatening, humiliating or degrading persons of a particular group because of their race, colour, national or ethnic origin, religious faith, disability, sexual orientation, gender identity, gender expression or gender characteristics, is sentenced to a fine or imprisonment for a term not exceeding two years. If the statement or communication has the character of "propaganda", it must be considered a particularly aggravating circumstance in the sentencing.[3] As for Section 81(6), it requires courts to consider, as an aggravating circumstance, whether an offence was motivated fully or partly by hate under these grounds. ECRI welcomes that, in 2022, the Criminal Code was amended to include gender identity, sex characteristics, and gender expression as protected personal characteristics, as well as to clarify that the aggravating circumstances provision also applies in cases with mixed motives.[4]

2. ECRI notes the concerns shared by civil society actors according to which the application of Section 266b has been uneven, that convictions remain relatively rare, and that the provision has proved difficult to apply to online hate crime cases. For example, a review of 1 418 cases under Section 266b has shown that 72% of them were dismissed before reaching court, around half of them being dismissed by police services. Several factors are said to contribute to what is perceived as inconsistent practices across police districts and courts, such as uncertainty as to when a statement is sufficiently "disseminated", ambiguity over whether remarks target a protected group or an individual, and an inconsistent application of the severity assessment, with public statements often being classified as personal insults and being treated as defamation rather than hate speech under Section 266b.[5] Therefore, in ECRI's view, although a legal framework on hate speech exists, it appears not to offer effective protection in practice.[6]

3. ECRI recommends that the authorities undertake a comprehensive review of the application of relevant legislative provisions pertaining to racist and anti-LGBTI forms of hate speech, in consultation with civil society actors and representatives of groups of concern to ECRI, to identify gaps and consider legal amendments to ensure effective protection against hate speech, including online and directed at individuals, through appropriately calibrated provisions of civil, administrative and criminal law.

4. In March 2025, a new law entered into force allowing for harsher penalties for hate crimes that occur within an "aggravated penalty zone" or during an "aggravated penalty period", which are to be defined by the Danish National Police.[7] To date,

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[1] See definitions of hate speech and hate crime in ECRI's glossary.

[2] See Section 266b and Section 81(6) of the Danish Criminal Code.

[3] The concept of "propaganda" is understood as the exercise of a systematic, intensive or continuous activity with a view to influencing the formation of opinion. See the prosecutorial guidance in relation to Section 266b(2).

[4] Act No. 2591 of 28 December 2021, which entered into force on 1 January 2022.

[5] Amnesty International (2025).

[6] Reference is made, for example, to ECRI's General Policy Recommendation (GPR) no. 15 on combatting hate speech, Recommendation CM/Rec(2022)16 of the Council of Europe's Committee of Ministers on combating hate speech and Recommendation CM/Rec(2024)4 of the Committee of Ministers on combating hate crime.

[7] Act No. 201 of 25 February 2025, which entered in force on 1 March 2025. This legislation, despite its broader scope, is part of the implementation of the political agreement on strengthening efforts to combat antisemitism.

the law has not been applied. ECRI shares the concerns of the Danish Institute for Human Rights (DIHR), which has an equality body function, and several civil society actors that this new law raises questions about legal certainty, proportionality, and balancing of rights, including freedom of expression.[8] The Danish Association of Judges considered the delegation of authority to the police to define aggravated penalty zones and periods as very far-reaching, particularly because neither the legislative power nor the executive power set any criteria, and because the law allows such periods to be extended indefinitely.[9] ECRI invites the authorities to initiate a fundamental review of this legislation to ensure that it respects the principles of legality and proportionality, sets out clear criteria and time-limits for its application, and introduces appropriate safeguards.

5. Concerns have also been expressed by civil society actors that recent legislative and policy initiatives to combat hate speech, particularly antisemitic hate speech, expand police powers to remove "terror-related" online content without proper oversight,[10] thereby increasing risks of undue interferences with the right to freedom of expression. This has become apparent, in particular, around public discussions related to conflicts in the Middle East, solidarity for Palestine, and criticism of Israeli policies.[11] ECRI encourages the authorities to review removal procedures, ensure that removal conditions are transparent, clear and predictable, subject to due process, and guarantee users the right to an effective remedy delivered through transparent oversight and timely, accessible and fair appeal mechanisms, which are ultimately subject to independent judicial review, taking due account of Recommendation CM/Rec(2022)16 of the Council of Europe's Committee of Ministers on combating hate speech.[12]

Strategies and policy documents

6. ECRI welcomes that the Danish authorities adopted several policy documents that include measures to address hate speech and hate crime, including through additional budget. In particular, ECRI takes positive note of the strong commitment by the authorities to combat antisemitism. For example, Denmark adopted a National Action Plan against Antisemitism in 2022,[13] which was followed by a set of 12 additional measures in June 2024.[14] In December 2025, a new action plan was adopted for the period 2026–2029.[15]

7. Another policy document of reference is the LGBT+ Action Plan (2022-2025), adopted in August 2022, which introduced 39 initiatives, including enhanced training to the police in identifying and registering LGBTI-phobic hate crimes.[16] ECRI was informed that the subsequent action plan (2026-2029) is expected to have hate crimes as one of its areas of focus.[17] This is to be welcomed. ECRI also considers it a step in the right direction that the new LGBT+ Action Plan (2026-

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[8] Danish Institute for Human Rights (DIHR) (2024a). See also the note on the consultation of the draft law, before its adoption.

[9] Danish Association of Judges (2024).

[10] See, for example: Minister of Justice, Enigt Folketing giver politiet nye værktøjer i kampen mod antisemitisme.

[11] See, among others: Amnesty International (2024, 27 June); EDRi (2024, 11 September); CEDA (2025a); Hammoude (2025). See also the concerns from civil society actors in the consultation note on the proposal for the legislative act.

[12] As regards antisemitic hate speech and freedom of expression on criticism of Israeli policies, in particular towards the Palestinian people and in the context of the Israeli occupation of Palestinian territories, see also ECRI's General Policy Recommendation No. 9 (revised) on preventing and combating antisemitism: § 8.

[13] Action Plan against Antisemitism, adopted in January 2022.

[14] Agreement on a Strengthened Effort Against Antisemitism, adopted in June 2024.

[15] The plan includes increased security funding for Jewish institutions, stronger action against online hate crimes, more research on antisemitism, the appointment of a coordinator against antisemitism and the organisation of Holocaust study trips for students. It is backed by about DKK 120 million (approximately €16 million).

[16] LGBT+ Action Plan (2022-2025), adopted in August 2022.

[17] The government has included a budget allocation of 24 million DKK in the proposed 2026 state budget for a new "LGBT+ action plan" covering the period 2026–2029. This amount will be negotiated as part of the broader state budget.

2029) includes a specific initiative to follow up on the Recommendation CM/Rec(2025)7 of the Committee of Ministers of the Council of Europe on equal rights for intersex persons.[18] At the same time, ECRI notes the concerns expressed by some civil society actors about the lack of specific measures to prevent and combat discrimination against intersex persons, which were otherwise included in previous action plans.[19] ECRI encourages the authorities to take further action to recognise the experiences and vulnerabilities faced by intersex persons in the development of measures towards LGBTI equality, including in the area of hate speech and hate crime.[20]

8. The National Action Plan against Racism (NAPAR), presented in February 2025, also includes a set of activities that contribute to combating hate crime.[21] In ECRI's view, this is very positive. However, ECRI is concerned that the NAPAR does not contain explicit acknowledgment of or targeted measures to prevent and combat anti-Muslim hatred, even though data indicates that this is one of the most pressing issues in the area of hate speech and hate crime.[22] According to the authorities, the NAPAR is intentionally broad to encompass all forms of racism. ECRI considers that actions aimed at countering anti-Muslim racism and hatred should be consistently given their due place amongst measures aimed at countering racism, be it through a separate action plan or alternatively integrated into an overall action plan against racism, on the basis of available data and research, and following meaningful consultation with affected communities.

9. ECRI recommends, as a matter of priority, that the authorities devise and implement a specific programme of actions focused on anti-Muslim racism, including anti-Muslim hate speech and hate crime, after meaningful consultations with the Muslim communities, relevant civil society organisations, and the Danish Institute for Human Rights, taking due account of ECRI's General Policy Recommendation No. 5 (revised) on preventing and combating anti-Muslim racism and discrimination.

Data

10. There was consensus among the ECRI delegation's interlocutors during the 2025 visit that hate speech and hate crimes appear to be on the rise in Denmark in recent years. This was corroborated by different surveys and reports on hate speech and hate incidents. Many interlocutors met during the visit referred to a trivialisation of hate speech, often under the guise of freedom of speech, particularly in the political sphere and online.

11. In a 2024 survey, 76% of respondents fully or mostly agreed that hate speech is a serious societal problem in Denmark and 70% were concerned that their children would grow up in a society with increasing levels of hate speech.[23] According to a recent annual victimisation survey made at the request of the Ministry of Justice, 0,6% of respondents who reported violence in the period of 2020-2024 indicated

[18] LGBT+ Action Plan (2026-2029), adopted in January 2026.

[19] According to civil society actors, this omission is also evident in the change of acronym in the action plan, from "LGBTI" to "LGBT+". For more details, see: Organisation Intersex International (OII) Europe (2024). The authorities informed ECRI of their views that relevant action plans adopt a broad understanding of sex and gender, encompassing variations in sex characteristics.

[20] Reference is made to ECRI's GPR no. 17 on preventing and combating intolerance and discrimination against LGBTI persons and to Recommendation CM/Rec(2025)7 of the Committee of Ministers on equal rights for intersex persons.

[21] For example, these comprised initiatives to monitor hate speech online, public awareness and civil society support measures, and efforts to document hate incidents against Greenlanders. See: National Action Plan Against Racism (NAPAR), adopted in February 2025, and section III.A. below.

[22] In this connection, see: ECRI (2024); ECRI (2022a).

[23] The opinion poll was conducted by Verian on behalf of Amnesty International Danmark. The results are based on 1,060 interviews conducted from 22 November to 3 December 2024.

that they believed they had experienced a hate crime. This corresponds to an estimated 21,000 to 29,000 individuals experiencing hate crime annually.[24]

12. According to annual hate crime statistics published by the Danish National Police, drawn on data from case files and incident reports recorded in the electronic police case management system (POLSAS),[25] 525 "hate criminal offences" were recorded in 2024, against 476 in 2023 and 340 in 2022. Out of the 525 cases in 2024, 181 related to hate speech and 343 to other hate incidents (the majority of which being physical assaults, followed by vandalism and threats). Nearly half of all "hate criminal offences" and incidents were recorded as motivated by "racism and xenophobia", followed closely by religion.

13. As regards police reports recorded under Section 266b of the Criminal Code, there were 205 in 2024, 200 in 2023, and a total of 1,004 since 2020. At the same time, the number of final decisions taken by the courts was 37 in 2024, 44 in 2023, and a total of 252 since 2020. A total of 64 decisions resulted in convictions under Section 266b since 2020 (15 of them resulting in "unconditional sentences"). Similarly, there were 19 convictions with enhanced penalties under Section 81(6) in 2024, and 111 such convictions since 2020. It follows from this data that there is a significant discrepancy between the number of police reports and the number of cases that reach prosecution and sentencing. In ECRI's view, this may indicate potential challenges in the application of the law, including issues related to legal clarity, evidentiary thresholds, or case registration and processing.[26]

14. In the light of the above, ECRI welcomes the efforts made by the Ministry of Justice to get a better understanding of the prevalence of hate incidents beyond official hate crime statistics and by the police to make annual hate crime statistics available to the public. However, it notes the concerns from the Office for Democratic Institutions and Human Rights of the Organisation for Security and Cooperation in Europe (OSCE/ODIHR) that information on hate crimes recorded by prosecution services is not as easily available as police data, making it difficult to get a clear overview of indictments regarding hate crimes.[27] ECRI encourages the authorities to ensure that anonymised and disaggregated data are collected and analysed by criminal justice actors during the lifecycle of a hate crime, from the point of reporting and recording to prosecution, sentencing and post-conviction support and diversion measures, as well as to make relevant statistics publicly available, taking due consideration of Recommendation CM/Rec(2024)4 of the Council of Europe's Committee of Ministers on combating hate crime.

Groups of concern to ECRI

15. Hate speech and hate crimes in Denmark appear to affect particularly Muslims, Jews, migrants, Roma and other ethnic minorities, LGBTI persons, and Greenlanders.

16. Hate speech and hate crimes targeting Muslims is reported to have significantly increased since the Hamas terror attack of 7 October 2023 against Israel and Israel's subsequent war in Gaza. According to a 2024 report, 62% of Muslim respondents said they had experienced an anti-Muslim incident while 36% said they had witnessed one.[28] The report shows a strong link between visible religious or cultural markers (e.g. women who wear a hijab, bearded men, people wearing a keffiyeh) and anti-Muslim hostility. Muslim women, in particular, are vulnerable in public spaces. ECRI shares the concerns of civil society actors that political

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[24] See: Victimisation Surveys (2005–2024).

[25] See: Hadforbrydelser 2024. POLSAS is not a statistical database but a case management system. Hate crime data are extracted for statistical reporting after cases are identified through search keys.

[26] See, for example, similar challenges identified in relation to the application of Section 266b: Amnesty International (2025).

[27] OSCE/ODIHR (2025).

[28] CEDA (2025a). See also the relevant findings in relation to Denmark: EU FRA (2024a).

discourse in recent years, including from prominent politicians and elected officials, has contributed to the spreading of stereotypes and anti-Muslim narratives. Stigmatising statements, including in the context of pro-Palestinian protests, have presented Muslims as extremists or as not embracing "Danish values".[29]

17. Regrettably, anti-Muslim hate crimes have also increased, from 50 police-registered anti-Muslim incidents in 2022 to 113 in 2024.[30] Assaults and threats against Muslims and attacks against mosques have been recorded, at times followed by concerns of a perceived lack of effective police protection.[31] The ECRI delegation's findings during the 2025 visit also suggest that there is a high level of underreporting of anti-Muslim incidents.[32] Therefore, ECRI welcomes initiatives such as the new app and online platform developed by CEDA, an independent centre working for defending the human rights of Muslims, where victims and witnesses can report anti-Muslim incidents and receive legal guidance.[33] ECRI encourages the authorities to strengthen police engagement with Muslim communities and representative organisations in order to tackle underreporting, increase trust in the police, and ensure places of worship are adequately protected.

18. Recent surveys and reports also reveal a sharp rise in antisemitism in Denmark after October 2023.[34] In 2024, AKVAH, the Jewish community's Department for Mapping and Knowledge-sharing of Antisemitic Incidents, registered a record number of antisemitic incidents (207), an increase from 121 in 2023. In 60% of cases in 2024, the content or context was related to Israel, Israel's war in Gaza, or other developments or events in the Middle East.[35] Nine incidents of antisemitic violence, assault, or other forms of physical harassment were recorded in 2024, including a knife attack against a Jewish boy and an arson attack against a Jewish woman's home. In this connection, ECRI welcomes the Danish authorities' firm commitment and recent actions to prevent and combat antisemitism in the country, such as the allocation of additional funding for monitoring antisemitism, enhanced security measures for Jewish institutions, and the appointment of a national coordinator for combating antisemitism in the Danish National Police. These positive steps could serve as a model for broader hate crime initiatives and, where necessary, be extended to protect other groups facing similar risks.

19. Another concern to ECRI is the increasingly hostile discourse in the political sphere and in social media against migrants and people with a migration background in Denmark. According to civil society actors, migrants from so-called "non-Western countries" (see section III.C.) are particularly targeted and referred to in a stigmatising and hostile manner,[36] for example being associated with crimes, unemployment, the supressing of women's rights, and undemocratic or "anti-Danish" attitudes. According to a number of interlocutors met by the ECRI's delegation during the visit, while such discourse was previously confined to

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[29] See: CEDA (2025a); Hammoude (2025); Nassri & Hassani (2024); CEDA (2025, 9 January); Copenhagen Post (2025, 5 November); Hammoude (2025, 12 May).

[30] Danish National Police, Hadforbrydelser (2024).

[31] CEDA (2025a); CEDA (2025b); Nassri & Hassani (2025): 252-253.

[32] According to a 2024 report, 88% of victims of an anti-Muslim incident did not report it to the police, with responses indicating a low trust and negative prior experiences with the police, and a belief that they would not be taken seriously. See: CEDA (2025a).

[33] See the online portal and the app launched in cooperation with Equitas, an European network of NGOs working to document and highlight anti-Muslim hate crimes and hate speech.

[34] AKVAH (2025); DIHR (2025). A recent survey by the EU Fundamental Rights Agency (FRA) has also shown that 24% of Jewish respondents experienced antisemitic harassment in the year before the survey, 4% were attacked in the five years and 2% in the year before the survey. See: EU FRA (2024b).

[35] AKVAH (2025).

[36] An analysis of over 73 million posts and comments on Danish politicians' and media Facebook pages found that 35% of hateful content related to ethnicity or nationality, 84% of which targeted people perceived to be from the Middle East. Analyse & Tal, (2025).

politicians from ultra-nationalist parties,[37] it has increasingly appeared in mainstream politics and is sometimes invoked by public officials to justify stricter immigration and integration policies. Reportedly, xenophobia often overlaps with anti-Muslim, anti-Black or anti-Roma sentiments.

20. Official data shows that "racism and xenophobia" accounted for 45% of hate motivations in police-recorded hate incidents.[38] Moreover, 84% of persons belonging to an ethnic minority who grew up in Denmark stated they had experienced discrimination and 12% that they had been subjected to violence or threats due to their ethnicity.[39] A survey from EU FRA shows that 40% of Black people and persons of African descent experienced racist harassment and 8% racist violence in the five years before the survey.[40]

21. ECRI recommends that the authorities strongly encourage public figures, including high-level officials and politicians across the political spectrum, to take a prompt, firm and public stance against xenophobic and other racist hate speech, and to actively promote respect for diversity, including by adopting and enforcing adequate codes of conduct. Reference is made to ECRI's General Policy Recommendation No. 15 and the Recommendation CM/Rec(2022)16 of the Council of Europe's Committee of Ministers on combating hate speech, as well as the Charter of European political parties for a non-racist and inclusive society as endorsed by the Parliamentary Assembly of the Council of Europe in its Resolution 2443 (2022).

22. The ECRI delegation's findings during the 2025 visit suggest that, despite strong legislation on LGBTI equality,[41] LGBTI persons remain one of the groups most at risk of hate speech and hate crime. Reports show that there is increasing anti-LGBTI hostility in political discourse, particularly against transgender and intersex persons.[42] LGBTI-phobic forms of hate speech on social media are also said to be common, such as messages presenting LGBTI persons as a risk to children.[43]

23. There is an increase in the number of LGBTI-phobic hate incidents recorded by the police (from 104 in 2022 to 179 in 2024).[44] Civil society organisations have alerted ECRI about a few cases of concern. In particular, in September 2024, three gay men were individually lured, subjected to homophobic slurs, and violently assaulted by the same group in Odense. The assaults were investigated and brought to court as hate crimes. While the court found the perpetrators guilty of aggravated assault and other offences, the hate crime qualification was not retained in court. The judgment was subject to appeal by the public prosecutor.[45] In another case, a drag performer received death threats and slurs, including being called a paedophile. While the court found the statement sufficiently severe to fall under the scope of criminal hate speech, it held that drag performers were not

[37] Reference was made during the visit, for instance, to a political party's manifesto, which argues that African and Middle Eastern migrants brought "ghettoisation, ethnic conflicts, radicalisation, clan culture, honour-related crimes, social control, persecution of Jews and sexual minorities, infiltration of public authorities, Islamic censorship and gender segregation", "bring a lot of crime", and oppose "Danish culture and values".

[38] See: Hadforbrydelser 2024.

[39] DIHR (2023a).

[40] EU FRA (2023).

[41] Denmark figured fourth place in ILGA Europe's Rainbow Map in 2025.

[42] For example, in August 2024, the former Minister for Gender Equality, in an opinion piece, publicly presented transgender and intersex people as posing a threat to the achievement of gender equality in Denmark and misrepresented transgender and intersex people, in contrast to Danish governmental policies on LGBTI issues. See: OII Europe (2024); ILGA Europe (2025).

[43] ILGA Europe (2024).

[44] Danish National Police, Hadforbrydelser (2024).

[45] See the official court summary of the case and the statement by the Danish Public Prosecutor's Office on the subsequent appeal. See also: LGBT+ Denmark (2025, 25 June); TV2. (2025, 24 June); TV2 Fyn (2025, 24 June).

protected under the provision. As a result, the accused was acquitted.[46] These recent cases have raised serious questions among LGBTI persons and organisations about the effective protection offered by the Danish legal framework.

24. Greenlanders are also reportedly often subject to negative stereotyping, for example being depicted as socially marginalised, alcoholics, or homeless.[47] While there is no systematic data collection, the ECRI delegation was informed by interlocutors met during its 2025 visit about incidents of hate speech targeting Greenlanders, which apparently remain in their vast majority unreported. Reluctance to lodge complaints is attributed to a lack of trust in the criminal justice system, language barriers, and reporting mechanisms that are said not to be sufficiently culturally-sensitive. Against this background, ECRI would like to welcome the steps taken by the authorities in recent years to tackle inequalities affecting Greenlanders[48] and the formal apology for the forced intrauterine device (IUD) programme carried out in Greenland in the 1960s and 1970s.[49] ECRI is of the view that the authorities should pursue these efforts and do their utmost to prevent and combat hate speech and hate crimes targeting Greenlanders.

25. ECRI recommends that the authorities continue to strengthen their efforts to prevent and combat hate speech and hate crime targeting Greenlanders, including by carrying out public awareness-raising campaigns and ensuring that effective complaints mechanisms are available and accessible to them.

26. Another group of concern to ECRI is Roma, who are reported to be among the most marginalised and overlooked minorities in Denmark.[50] Anti-Roma sentiment is particularly apparent during public discussions on laws that tighten penalties for begging. Hate speech and divisive public discourse is especially visible online, in the media, and at the political level, where Roma are portrayed as a societal problem, associated with criminality, or considered a financial burden.[51] In October 2021, the Danish Strategy for Roma Equality, Inclusion and Participation was adopted. However, it only highlights legislation and policy initiatives of a general nature, thus lacking Roma-targeted measures and concrete goals.[52]

27. ECRI recommends that the authorities revise the Strategy for Roma Equality, Inclusion and Participation to ensure that it (i) includes Roma-specific measures with clear objectives, timelines and a dedicated budget, including in the area of preventing and combating anti-Roma hate speech and hate crime; and (ii) incorporates measures to tackle prejudices and negative stereotypes about Roma in Denmark, for example through awareness-raising campaigns. Reference is made in this respect to ECRI's General Policy Recommendation No.13 on combating antigypsyism and discrimination against Roma.

Guidance and tools for criminal justice actors

28. ECRI is concerned about reports of a perceived tendency among police officers to treat incidents as hate crimes only when they are manifestly or overtly motivated by hate, thus overlooking more complex cases.[53] While the authorities informed ECRI that police officers have guidelines on how to register and conduct interviews of possible hate crimes, police officers are reportedly not required to record

[46] See: Berlingske (2025, 11 March); Amnesty International (2025, 25 March).

[47] See: DIHR (2023b); DIHR (2023c); DIHR (2015); UN Special Rapporteur on the rights of Indigenous Peoples (2023).

[48] See: National Action Plan Against Racism (NAPAR). A new state-level office to coordinate efforts on equal treatment for Greenlanders residing in Denmark was also created.

[49] AP News (2025, 27 August); The Guardian (2025, 11 December).

[50] EU Commission (2025a); DIHR (2025b); Projekt Udenfor (2025); Ravnbøl (2025); Borevi (2021). See also: Kompasset service and Projekt Udenfor (2025).

[51] DIHR (2025b); Projekt Udenfor (2025); Ravnbøl (2025); Borevi (2021).

[52] DIHR (2023d); EU Commission (2025a); EU Commission (2023).

[53] DIHR (2023e).

whether a victim perceives the incident as a hate crime.[54] In the opinion of civil society actors, this has led to a lack of trust in the police and other criminal justice actors and to the misclassification of some hate crimes as ordinary crimes. One proposal was that the police adopt a "mandatory victim-perception registration model".[55] However, the authorities considered that this could undermine professional judgement among police officers.[56] ECRI considers it important for police officers to have all the necessary guidance to ensure that the hate element of a crime is adequately detected, unmasked, and registered. It therefore strongly encourages the authorities to engage further with civil society and other relevant actors to develop more detailed guidelines and protocols to the police on the handling of hate crimes.

29. ECRI notes with interest that the Danish government, together with the support of a broad majority of political parties in the Danish Parliament, agreed to establish a scheme whereby a hate crime coordinator will be appointed in each police district.[57] The coordinators will, inter alia, disseminate knowledge related to hate crimes to other police officers, meet victims of suspected hate crimes, and ultimately contribute to better identification and registration of hate crimes by the police. ECRI considers this a highly positive development and trusts that hate crime coordinators will be adequately supported to fulfil their mandate and that they will engage with groups most vulnerable to hate crimes.

30. Since 2023, the Public Prosecution Service produces overviews of judgments on which the courts applied the provision on hate-aggravated circumstances (Section 81(6)) and on hate speech of a criminal nature (Section 266b). The overviews are updated regularly and are deemed as helpful tools to prosecutors, practicing lawyers, civil society actors supporting victims when considering and preparing for possible hate crime cases. Moreover, guidance on the various hate crime provisions is also published.[58] ECRI considers these tools as **good practices**.

Training of police officers and other criminal justice actors

31. According to the authorities, hate crime is part of the mandatory police training that all police officers undergo at the Police Academy, which includes an overview of criminal provisions, examples based on real-life cases, practical challenges and good practices in the registration and investigation of hate crimes. In addition, twice a year, the Police Academy offers a two-day supplementary course for police officers regarding hate crime, with a focus on victims and with the involvement of civil society organisations.[59] ECRI considers it a **good practice**.

32. As regards prosecutors, there is no mandatory training on hate crimes. ECRI was informed that, as of 2025, prosecutors from local districts can join the hate crime courses offered by the Police Academy. While this is welcomed, ECRI considers it insufficient to ensure that prosecutors are adequately equipped with the specialised knowledge and skills needed to effectively deal with hate crimes, particularly given the often-complex nature of the cases involved. Similarly, judges do not receive dedicated training on how to handle hate crime cases in court.

33. ECRI recommends that the authorities ensure that specific and practical training on hate crimes is part of the compulsory initial and continued training for prosecutors. Without prejudice to their independence, dedicated initial and

[54] Ibid.

[55] Such a model would require police officers to record whether the victim considers the offence to be hate-motivated and issue a formal acknowledgment of their statement on the matter. See: DIHR (2023e).

[56] See the Danish government's answer of 18 September 2023 to question no. 899 from the Parliament's Legal Affairs Committee.

[57] See: Agreement on the budget for the police and the prosecution service for 2026–2030.

[58] See the prosecutorial guidance as well as the overviews of judgments regarding Section 81(6)) and concerning Section 266b.

[59] This practice has also been positively noted by the EU FRA. Previous civil society organisations involved in the training course include ActionAid Denmark, the Muslim Council, the Jewish community in Denmark, and LGBT+ Denmark.

continued training on hate crimes should also be offered to judges. Where appropriate, relevant civil society organisations and representatives of groups of concern to ECRI should be involved in the design or the implementation of such training. In this context, due account should be taken of the Recommendation CM/Rec(2024)4 of the Committee of Ministers of the Council of Europe on combating hate crime.

34. ECRI welcomes the information made available to it according to which the National Police and the Public Prosecution Service maintain regular and institutionalised dialogue on hate crimes with civil society actors, including the Jewish community, the Muslim Council, LGBT+ Denmark, and ActionAid. Outreach to the Greenlandic community has also been strengthened since 2024. ECRI trusts that the authorities will continue and diversify their cooperation in order to fully reflect the plurality of perspectives and experiences within affected communities.

Initiatives at local level

35. Another positive initiative is the Copenhagen Municipality's Action Plan against Racism, Ethnic Discrimination, and Hate Crimes, launched in 2023, which has led to several actions to prevent and counter hate speech and hate crime in the city.[60] In December 2025, the Copenhagen Municipality started the *Plads til alle* ("room for everyone") campaign, in cooperation with the DIHR, making anti-discrimination messages visible in public spaces and public transportation, and disseminating the availability of free advice and support through the Discrimination Hotline run by the DIHR.[61] ECRI considers this a **good practice**.

II. ENSURING EQUAL TREATMENT AND INCLUSION IN EDUCATION AND HEALTHCARE

A. Equal treatment and inclusion in the area of education

Teaching on equality and tolerance in schools

36. Denmark does not have a set national curriculum for municipal primary and lower secondary schools and instead applies common objectives that define the skills and knowledge pupils must acquire across the country.[62] These principles include fostering intercultural understanding and preparing pupils for living in a diverse society, while emphasising democratic participation and equality. According to the authorities, the Universal Declaration of Human Rights and other developments related to human rights are mandatory topics to be covered in history lessons in primary and lower secondary education. In upper secondary education (high school), human rights is included as a learning objective in the history curriculum.

37. ECRI was informed that the Danish educational system relies heavily on trust in and autonomy of teachers and schools to implement these broad objectives. At the same time, the ECRI delegation heard from many interlocutors during its 2025 visit that, with a few exceptions, schools and teachers did not sufficiently cover issues such as combating racism and discrimination or did so in a very general manner. While acknowledging that teachers and schools play a key role in transposing general educational objectives into day-to-day teaching, ECRI considers that the current approach may result in discrepancies and gaps in the extent to which issues related to equal treatment and inclusion are covered by schools in practice. ECRI therefore encourages the authorities to develop detailed objectives and relevant pedagogical support and teaching material to ensure that all pupils receive human rights education as an integral part of the school curriculum, covering societal issues such as equal rights and dignity of persons belonging to groups of concern to ECRI and the historical dimension of various forms of racism.

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[60] Copenhagen Municipality, Handleplan mod racisme, etnisk diskrimination og hadforbrydelser.

[61] See information about the campaign from the DIHR and the Copenhagen Municipality.

[62] See the Primary and Lower Secondary Education Act and the order on Common Objectives.

38. As regards the teaching of LGBTI-related topics in schools, the authorities informed ECRI that sexuality education is mandatory in Danish primary and secondary schools, being further expanded in high school. Yet, reports from civil society organisations suggest that it still depends on teachers and schools whether pupils receive sexuality education that is inclusive of LGBTI-related topics.[63] ECRI therefore considers as a **good practice** the development, by the authorities, of practical materials and tools for teachers and school staff, in collaboration with civil society actors like LGBT+ Danmark.[64]

39. ECRI takes positive note that, since 2023, Holocaust education was reinforced through its inclusion in the mandatory history curriculum in primary and lower secondary education. The government has also extended a school fund for study visits aiming at learning about the Holocaust. ECRI is also pleased to note that, in 2026, an Antisemitism Coordinator was appointed within the Ministry of Children and Education.[65] ECRI considers these as **promising practices**.

40. ECRI also notes with satisfaction that the authorities have taken steps to strengthen education related to Greenlandic history and culture, including by introducing compulsory teaching on the "North Atlantic and the Realm" within history education."[66]

41. At the same time, ECRI underlines that conflicts in and outside Europe (notably in the Middle East), as well as current manifestations of racism and intolerance in society, including antisemitism, anti-Muslim racism and LGBTI-phobia, may lead to different views among pupils and tensions in school environments, especially in schools with pupils with diverse national, ethnic and religious backgrounds. During the visit, the ECRI delegation heard from several interlocutors, including teachers and pupils' parents, that teachers and school staff are often unprepared to manage discussions deemed controversial, preferring instead to avoid such topics or to shut down debates altogether. The delegation also noted concerns that teachers with ethnic minority backgrounds are disproportionately expected, or seen as solely responsible, for addressing issues of racism and discrimination in schools. While their perspectives and experiences are valuable, ECRI emphasises that responsibility for addressing racism, intolerance and related sensitive societal issues in the classroom should be shared collectively across the school system.

42. While there is no specific teacher training on human rights and equality, some aspects are covered through mandatory subjects such as "Pedagogy and General Didactics" and "Educational Psychology, Inclusion and Special Education". ECRI was also informed that the Danish Agency for Education and Quality offers a variety of teaching materials on themes such as democratic citizenship, "controversial issues" and "communities of disagreement". At the same time, ECRI notes that ongoing professional development for teachers is managed at the municipal level, leading to significant differences across Denmark. As noted in its previous report, ECRI remains concerned that teacher training programmes do not sufficiently cover issues on human rights, equality and non-discrimination.[67]

43. ECRI recommends that the authorities strengthen the capacity of the education system to promote a culture of living together among pupils and to deal with sensitive societal issues related to, inter alia, racism, including antisemitism and anti-Muslim racism, and intolerance towards LGBTI persons, by providing teachers and school principals with compulsory and practical training, together with

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[63] IGLYO (2025).

[64] See: Danish Educational Learning Portal, Aktiviteter med fokus på LGBT+ til mellemtrinnet and LGBT+ i fagene. See also the SSF-Kompasset, a tool to support teachers responsible for Health, Sexuality Education and Family Studies (SSF).

[65] Action Plan against Antisemitism (2022-2025); Overview of initiatives under the Action Plan against Antisemitism (2026-2029).

[66] See: National Action Plan Against Racism (NAPAR), adopted in February 2025.

[67] ECRI (2022): §§ 13-14. See also: IGLYO (2025).

appropriate support material, to help them to create a racism-free and inclusive climate in diverse school environments.

44. During its 2025 visit to Denmark, the ECRI delegation visited the Nørrebro Park Skole in Copenhagen and heard about positive steps the school's management and teaching staff had taken to better deal with controversial issues, implement an anti-racist education, and tackle prejudice in the school. A **good practice** brought to ECRI's attention was the conference organised by teachers of the Nørrebro Park Skole with experts on anti-racist education and with the support of the school management, entitled "Fair and equal learning communities for all children and young people in school". ECRI was informed that, as a result of the conference, guidance with practical examples on how to implement anti-racism education in schools is to be made available.[68]

Preventing and combating racist and LGBTI-phobic bullying in schools

45. According to the Act on Students' Learning Environment, every school must adopt an anti-bullying strategy, which must also include steps against digital bullying. If the school leadership becomes aware of bullying or other problems with the learning environment, it must prepare a written action plan specifying adequate response measures within 10 working days after being informed of the issue.[69] While welcoming this step, ECRI notes that the law and broader educational policies do not specifically acknowledge racist and LGBTI-phobic bullying as distinct issues that require particular attention. This view is shared by a number of interlocutors met by ECRI during its 2025 visit. In this regard, ECRI considers a **promising practice** that the Copenhagen Municipality will require all its public schools to have an action plan against racism and discrimination.

46. The incidence of racist and LGBTI-phobic bullying in Danish schools continues to be of concern to ECRI. According to a recent survey, 51% of pupils experienced bullying based on their skin colour, citizenship, religion or culture. In particular, 19% of pupils with a "non-Western background" reported degrading behaviour from teachers due to ethnicity, indicating that the problem is not limited to peer interactions.[70] When it comes to LGBTI-phobic bullying, a 2024 report found that LGBTI pupils experience significantly poorer well-being compared to other students, 40% report signs of serious anxiety or depression, and about 35% of pupils in primary schools and 20% in upper secondary education report being treated poorly.[71] Greenlandic pupils also report abusive attitudes towards them in schools, with 46% stating they have always, often or sometimes received unpleasant or offensive comments about where they come from, 18% about their way of speaking, and 15% about their appearance.[72] There has also been an increase in antisemitic incidents in schools since October 2023.[73] Muslim pupils are also said to be particularly affected by bullying in schools, including incidents of negative stereotyping from the part of teachers or school staff.[74]

47. In the light of the above, ECRI considers that the existing anti-bullying measures are largely insufficient and generally do not address the specific nature of racist or LGBTI-phobic incidents in schools. Against this background, the authorities lack reliable, disaggregated data on how often these types of bullying occur, which

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[68] Skolemonitor (2025, 25 September). See also the programme of the conference.

[69] Act on Students' Learning Environment

[70] DIHR & Børns Vilkår (2024).

[71] VIVE (2024); IGLYO (2025).

[72] DIHR (2023c).

[73] See: AKVAH (2025); AKVAH (2024). Moreover, according to a survey by the EU FRA, 27% of Jewish respondents said they hide or disguise being Jewish at school or university. See: EU FRA (2024b).

[74] CEDA (2025a); European Islamophobia Report: Denmark (2025): 256-258.

groups are most affected, and in what contexts.[75] This gap makes it difficult to design targeted interventions, provide tailored support to pupils and teachers, and evaluate the effectiveness of anti-bullying policies.

48. ECRI recommends, as a matter of priority, that the authorities set up a national monitoring system to gather incidents of racist and LGBTI-phobic bullying in schools, which should include appropriately disaggregated data on specific grounds for bullying behaviour. Such an initiative should contribute to more informed policy-making in this area, including the design of suitable support mechanisms for teachers and schools.

49. In 2025, significant changes took place affecting school oversight in Denmark.[76] For example, the authorities informed ECRI that the National Complaints Board against Bullying, which was part of the now dismantled Danish Centre for Educational Environment (DCUM),[77] was transferred to the National Agency for Education and Quality but can still receive complaints about bullying. Nevertheless, civil society actors considered that the abolition of the DCUM may weaken independent oversight of schools, lead to a loss of specialised expertise, and reduce pupils' and parents' ability to report bullying in practice.[78] ECRI invites the authorities to ensure that specialised monitoring of schools' compliance with anti-bullying obligations and pathways for intervention when schools fail to act on complaints appropriately, such as in cases of racist or LGBTI-phobic bullying, are effective.

Specific issues in relation to groups of concern to ECRI

50. It was brought to ECRI's attention that, under current citizenship rules, applicants must demonstrate full-time employment for several years and that time spent in higher education does not count towards this requirement.[79] Consequently, young foreigners, including those born or raised in Denmark, face a practical dilemma between pursuing higher education and accumulating the work history needed for citizenship, with many feeling compelled to postpone or forego their studies. ECRI encourages the Danish authorities to commission an independent review to assess the impact of such a requirement on access to education and societal inclusion for long-term residents from minority or migration backgrounds and to consider any necessary changes so that education periods do not disproportionately hinder eligibility for citizenship.

51. In 2025, the Danish government announced plans to ban full-face veils, such as burqas and niqabs, in schools and universities.[80] ECRI took note of the concerns shared by civil society organisations according to which this proposal may result in further stigmatisation of Muslim women and reinforce narratives that associate

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[75] All schools must participate in a national survey of well-being among pupils. However, the national survey does not identify the grounds for bullying, which is only partly addressed in local surveys. See, in this respect, Ministry of Children and Education, Uddannelses-statistik: Elevtrivsel; Copenhagen Municipality, Børnesundhedsprofilen 2025.

[76] Until 2025, municipal oversight was complemented by statutory state quality oversight carried out by the National Agency for Education and Quality. However, this statutory oversight obligation was abolished as of 1 April 2025 to reduce bureaucracy. While the Ministry of Children and Education retains overall responsibility for ensuring compliance with education legislation, its role is limited and does not include a requirement to systematically collect or analyse specific data.

[77] See also: Ministry of Children and Education, Dansk Center for Undervisningsmiljø lukker den 1. juli 2025.

[78] See, among others, the responses to the consultation regarding Bill L94 on the abolition of the Danish Centre for Educational Environment (DCUM).

[79] Generally, a foreigner must have been employed at least 3.5 years full-time (120 hours/month) within the last 4 years to meet the employment requirement for citizenship. See: Refugees Welcome Denmark: Danish Citizenship.

[80] See: University Post (2026, 6 January); : The Local (2025, 18 December); Euro News (2025, 5 June). Full-face veils, such as burqas and niqabs, have been banned in public spaces since 2018. The proposal to extend the ban to educational settings follows the recommendations of the former Commission on the Forgotten Women's Movement, created by the Danish government in 2022 to "make sure that women with a minority background enjoy the same rights as other Danish women. See: Commission for the Forgotten Women's Struggle, Anbefalinger fra Kommissionen for den glemte kvindekamp.

being Muslim with disrespecting women's rights or "Danish values".[81] ECRI invites the authorities to ensure that any legislative restrictions respect the principles of legality, proportionality, and neutrality, pursue a legitimate aim and do not entail direct or indirect discrimination.

52. Another matter of concern to ECRI is the occurrence of anti-Muslim protests in front of schools and other educational settings with a high proportion of Muslim children, apparently organised by far-right extremist groups, often involving violent language and racist slurs. On some occasions, children were allegedly filmed and intimidated in school entrances. Reports indicate that public officials limited their response to advising children and their families to avoid the protests.[82] ECRI strongly encourages the relevant authorities to take all the necessary steps to ensure the safety of Muslim pupils in schools and other educational settings at risk, in dialogue with relevant Muslim and other associations engaged in preventing and combating anti-Muslim racism and discrimination.

53. ECRI took note of reports of educational gaps when it comes to the situation of Greenlanders in Danish schools. In particular, low social integration with fellow pupils is associated with experiences of marginalisation in the education setting.[83] Therefore, ECRI welcomes the planned initiatives to address the challenges faced by Greenlandic pupils, including measures to strengthen Danish-language support, promote social and cultural integration, and expand educational and youth support services.[84]

B. Equal treatment and inclusion in the area of healthcare

Legislation and remedies

54. ECRI was informed that the Health Act guarantees access to healthcare based on medical need and that equality is considered a general principle in the provision of healthcare.[85] At the same time, the legal framework on combating discrimination in healthcare is fragmented. First, the Health Act contains an explicit prohibition of discrimination but only on the ground of nationality. Second, the Act on Ethnic Equal Treatment prohibits discrimination in social protection, including social security and healthcare, on the grounds of race and ethnic origin.[86] ECRI encourages the authorities assess whether the existing legal framework ensures consistent protection against discrimination in healthcare and, if deemed necessary, make proposals with a view to guarantee that the anti-discrimination legislation pertaining to healthcare is clear and comprehensive.

55. While the Board of Equal Treatment is empowered to consider complaints concerning discrimination in healthcare, its competence outside the labour market does not explicitly cover all grounds of relevance to ECRI, such as religion, citizenship or language.[87] Moreover, even with regard to the grounds that are covered, ECRI learned that very few complaints relating to healthcare were brought before the Board. According to information received by ECRI, during the period 2020-2025, only four cases concerning discrimination on the ground of sexual orientation and seven cases on the grounds of race and ethnic origin in

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[81] See related concerns from Amnesty International in relation to the ban on face veil in public spaces in 2018.

[82] European Islamophobia Report: Denmark (2025): 257-258; CEDA (2025a): 6-7. See also: Folkeskolen (2025, 16 June).

[83] DIHR (2023c); EVA (2019); DIHR (2024b); UN Special Rapporteur on the Rights of Indigenous Peoples (2023). See also the Opinion of the Advisory Committee on the Framework Convention for the Protection of National Minorities, adopted in 2024.

[84] See the NAPAR and the 12 initiatives announced in June 2025, for which a total of 7.8 million DKK were in 2025 and 2026.

[85] In addition, equality is statutorily grounded in § 2 (1) of the Danish Health Act, which provides that the purpose of the act is, inter alia, to ensure "easy and *equal* access to the healthcare sector" (emphasis added). According to the authorities, discrimination would also be in conflict with the statutory obligations of healthcare providers (both organisations and individual personnel).

[86] Act on Ethnic Equal Treatment. See also: EU Commission (2025b).

[87] See the relevant page on the website of the Board of Equal Treatment.

connection with healthcare were identified, and none of these complaints were upheld.

56. In addition, persons who consider that they have been subjected to discriminatory treatment in healthcare may seek redress through the Danish Patient Complaints Authority and internal complaint mechanisms set up by regional health authorities.[88] However, according to ECRI's interlocutors met during its 2025 visit, these avenues do not provide a comprehensive or an equality-focused framework for addressing discrimination, being primarily concerned with issues of treatment quality or patients' rights stricto sensu. Judicial remedies, while formally available, are said to be costly and rarely used. As a result, ECRI considers that access to effective remedies for discrimination in healthcare remains very limited in practice.

57. ECRI recommends that the authorities ensure that effective external and internal complaints mechanisms are in place to deal with cases involving allegations of possible racist and LGBTI-phobic abuse in healthcare effectively, leading to appropriate sanctions where necessary, and that user-friendly information be made available to patients on their rights and on the available avenues for lodging complaints of discrimination in the area of healthcare.

Data and research

58. The Danish Health Data Authority is responsible for collecting, managing and making health data available through national registers, and its outputs can contribute to evidence-based planning, research and quality monitoring in the healthcare sector.[89] For example, building on data from the National Health Profile, which is carried out every four years in a collaboration between the five Danish regions, the National Institute of Public Health (SDU), and the Danish Health Authority, it has been found that some groups with an ethnic minority background (particularly citizens from the Middle East and North Africa) report poorer mental health, higher levels of stress and loneliness, and are more difficult to reach with health information and care.[90]

59. A study by the DIHR highlighted that of those ethnic minority persons who reported receiving poorer service in public settings, 32 % experienced it in healthcare contexts, such as consultations with doctors and nurses, and in hospital facilities.[91] Newly arrived migrants in Denmark also face challenges when accessing healthcare, mostly due to financial constraints (39%), communication obstacles (37%) and lack of knowledge about the healthcare system (37%).[92] Further, a significant proportion of migrants (33%) are less likely than Danish-born patients to receive timely stroke treatment, are more likely to have type 2 diabetes, and are more than twice as likely to be involuntarily admitted for mental health care.[93] Research further suggests that healthcare professionals sometimes struggle to provide adequate treatment for vulnerable patients with ethnic minority backgrounds, underscoring that health outcomes are shaped by a combination of discrimination, social determinants and systemic barriers in the healthcare setting.[94]

60. ECRI heard from interlocutors during its 2025 visit that Muslim patients often face what they see as a "subtle form of prejudice", such as Muslim women feeling like

[88] ECRI did not receive data on the number of discrimination complaints received by the Danish Patient Complaints Authority, internal mechanisms within regional authorities, or through judicial avenues.

[89] See the website of the Danish Health Data Authority.

[90] Danish Health Authority (2023).

[91] DIHR (2023a).

[92] Nielsen and Jervelund (2023a); Jervelund, Maltesen, Wimmelmann et al (2018).

[93] See, respectively: Mkoma, Norredam, Iversen et al (2022); Isaksen, Sandbæk, Skriver et al (2023); Jamil de Montgomery, Faurholdt, Cullen et al (2024).

[94] See related findings in: Sodemann (2020); Næraa, Nielsen and Sodemann (2021); DIHR (2014); Danish Health Authority (2023).

doctors talk down to them or assume women wearing a hijab have "controlling husbands", or that patients with migration and/or ethnic minority backgrounds may have their pain or symptoms taken less seriously ("ethnic pain"). Moreover, a study by the University of Copenhagen revealed that one in five Danes would prioritise hospital beds for Covid-19 patients born in Denmark over those who migrated to Denmark in the last year, with this being especially the case for immigrants with names commonly associated with Muslims.[95]

61. LGBTI persons also reportedly experience poorer health outcomes compared to the broader population and report facing discrimination when receiving healthcare. According to a recent EU FRA, 18% of LGBTI respondents reported experiencing discrimination in healthcare in the year before a survey.[96] In addition, ECRI is concerned about reports showing that LGBTI persons are more likely to struggle with self-harm, suicidal thoughts, and other mental health challenges.[97] Many LGBTI persons are also said to experience a lack of respect and dignity when interacting with healthcare professionals, leading to distrust, avoidance of seeking care, or withholding important information due to fear of discrimination or stigmatisation.[98] In light of the above, ECRI considers a **good practice** the online portal created by LGBT+ Danmark in collaboration with the Danish Association of Young Doctors and supported by the Danish Health Authority, which provides healthcare professionals with guidelines, research references, podcasts, and practical tools to improve care for LGBTI patients.[99] Another positive initiative is the professional guide published by the Danish Health Authority in 2021 to support general practitioners in providing respectful and inclusive care to LGBTI patients.[100]

62. Transgender and intersex individuals frequently report unmet health needs, poorer self-rated health and elevated mental health challenges. Negative experiences in general practice create feelings of unsafety and may lead to avoidance of healthcare. A persistent barrier is general practitioners' limited competence in the specific health needs of transgender and intersex persons, often requiring patients to sensitise providers and address misgendering or other inappropriate conduct.[101] There appears to be a significant knowledge gap among health professionals regarding intersex healthcare in particular, including the right to bodily autonomy and the impact of variations in sex characteristics within the healthcare system.[102]

Training to healthcare professionals

63. From the above, ECRI considers that healthcare professionals should benefit from more training on "diversity competences" and other knowledge and skills to ensure equal access to healthcare for groups of concern to ECRI, such as ethnic minorities and LGBTI persons. In this connection, research also confirms that health professionals in Denmark feel inadequately prepared to care for "diverse populations" and that medical education has serious gaps in addressing these issues.[103] For example, Danish medical students and junior doctors are significantly

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[95] Larsen and Schaeffer (2020). See also a summary of the main findings of the study.

[96] EU FRA (2025).

[97] For instance, according to a survey from the EU FRA, 11% of LGBTI respondents reported thinking often or always of committing suicide in the year before the survey. See: Association for Eating Disorders and Self-Harm and LGBT+ Danmark (2025); LGBT+ Danmark (2025, 7 August); Graugaard (2025); EU FRA (2025).

[98] See, for example: Egede, Fouchard, Frisch, and Graugaard (2019); Følner, Kalmark & Aagesen (2020).

[99] See LGBTsundhed.dk.

[100] Danish Health Authority, Din LGBT-venlige praksis.

[101] Bennich and Guassora (2025); Erlangsen, Jacobsen, Ranning et al (2023); Glintborg, Møller, Rubin et al (2025).

[102] National Centre for Social Research and Analysis (VIVE) (2025). See also: UN Committee against Torture (2023); UN Committee on Economic, Social and Cultural Rights (2019).

[103] Among the medical students and newly graduated physicians with enough clinical experience to respond to a survey, 34.2% reported feeling "helpless" at times or often in the past year when treating "culturally different" patients. See: Sorensen, Hindhede, Ohlendorff et al (2024).

less confident when diagnosing dermatological diseases in "skins of colour" than in white skin, and reported the need for better curriculum that reflects a diverse society.[104] Some of the challenges identified are a limited knowledge of relevant competences among professors of medicine, the need for stronger institutional support from medical schools, and the undervaluing of humanistic and social disciplines within the medical curriculum.[105] There are also differences in relevant training across municipalities and regions.[106]

64. In this regard, ECRI takes note that there are some expert research and policy recommendations on strengthening diversity competences among healthcare professionals in Denmark and some advice on the most important skills that should form a mandatory part of basic medical education.[107] It considers that the authorities should build on these when developing suitable training and other relevant activities.

65. ECRI recommends that the authorities work alongside medical schools, doctor associations and other relevant institutions to ensure that healthcare professionals receive mandatory initial and, where appropriate, ongoing training in diversity competences, including cultural awareness, LGBTI-inclusive care, and knowledge of specific health needs of ethnic minorities, migrant populations, and other groups of concern to ECRI. In doing so, the authorities should take inspiration of General Recommendation No. 37 (2024) of the United Nations Committee on the Elimination of Racial Discrimination on equality and freedom from racial discrimination in the enjoyment of the right to health and ECRI's General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons.

Situation of foreign citizens in the area of healthcare

66. Migrants who are regularly present in Denmark and have a civil registration number (CPR number) have the same rights to access primary and hospital care as Danish citizens. However, many reportedly face obstacles to access healthcare in practice, such as financial constraints, language and communication barriers, lack of knowledge about how to navigate the healthcare system, and experiences of discrimination.[108]

67. ECRI highly praises the work of specialised migration clinics in Denmark, which aim to tackle cultural, administrative and other barriers to respond effectively to the specific health needs of migrants.[109] Such clinics receive patients with a migration background who need to be examined and treated from an interdisciplinary and holistic approach, due to multiple illness or symptoms that are often combined with socio-economic, cultural, and personal challenges. The ECRI delegation could observe first-hand the value of such clinics during a visit to the migration clinic of the Hvidovre Hospital.[110] Among many positive impacts, ECRI notes that patients reported "feeling understood", "being helped, not merely treated", and receiving

[104] Ashur, Sorensen, Thomsen et al (2023).

[105] Sorensen, Primdahl, Norredam and Krasnik (2024).

[106] Sorensen, Abdelhamid and Funge (2025).

[107] For example, see: Ziegler, Michaëlis, Sørensen (2022); Sorensen, Michaëlis, Olsen et al (2023). See also related recommendations from the Danish Medical Association on addressing inequalities in health: Danish Medical Association (2021). A practice-based publication from 2020 also identifies key competences for effective cross-cultural communication with ethnic minority patients, which may serve as a useful reference point for developing diversity competences in universities. See: Sodemann (2020).

[108] Nielsen and Jervelund (2023a); Jervelund, Maltesen, Wimmelmann et al (2018); DIHR (2014).

[109] There are three such specialised healthcare centres in Denmark: at Hvidovre Hospital in the Capital Region, one at Odense University Hospital in Southern Denmark, and one at Aarhus University Hospital in Central Denmark.

[110] See more information on the Indvandrermedicinsk Klinik of the Hvidovre Hospital.

sufficient time and linguistic support.[111] ECRI considers these specialised clinics as **good practices**.

68. A matter of concern to ECRI, however, is the impact of changes in the Health Act that require hospitals to collect a fee for interpretation services from persons who have lived in Denmark for more than three years,[112] with a few exceptions (in medical consultations with children, for instance).[113] ECRI welcomes that the implementing regulation adds that, if in the doctor's assessment an interpreter is necessary for the proper delivery of diagnosis or treatment, interpretation must be provided without fee, regardless of the patient's residence time. However, this exception depends on doctors' discretion, does not remove what can be perceived as excessive bureaucratic obstacles, and puts doctors in a position of assessing patients' or their relatives' language ability, for which they are not trained to do.[114]

69. In 2019, the DIHR and the Danish Medical Association carried out a survey among 600 doctors, which found that the above-mentioned changes made it more difficult for doctors to perform their work, impaired the quality of doctor-patient consultations, and increased the risk of incorrect or inadequate diagnoses and treatments.[115] Another study showed that 42% of surveyed migrants reported that they had refrained from seeking healthcare due to the fee, despite having a health need, and close to 75% reported that the fee had made them rely on relatives or friends as interpreters, raising questions about doctor-patient confidentiality. Refugees and migrants with low income, low education, and poor health, were disproportionately impacted by the change.[116] ECRI takes note of the authorities' view that the changes served a broader objective under the immigration policy of incentivising Danish language learning among migrants. Regardless of whether any such outcomes were achieved,[117] ECRI is concerned about the well-documented and significant negative impact the change has had on migrants' access to healthcare, a perspective that is shared by the communities affected, researchers, regional authorities, the national equality body, and doctors alike.[118]

70. ECRI recommends that the authorities ensure that appropriate interpretation services are available to foreign patients, including by removing cost-related obstacles where necessary and as much as possible, to guarantee their effective access to healthcare.

71. Another group of foreign nationals of concern to ECRI in the area of healthcare are unregistered and homeless migrants, including those from other EU countries, some of whom are Roma. Under the Danish Health Act, unregistered migrants are entitled only to emergency care.[119] As reports show, many in this group have serious physical and mental health issues, which are exacerbated by limited access to long-term healthcare, leading to repeated emergency admissions.[120]

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[111] Ruben, Moseholm, Wejse, Sodemann, Norredam (2025).

[112] For more details, see the official overview of interpretation services and fees for patients.

[113] See: Danish Health Act: §50; Order No. 855 of 23 June 2018 on Interpreting Assistance under the Health Act.

[114] 82% of general practitioners and 60 % of hospital doctors reported that they have to assess the language ability of a relative acting as interpreter more often than before the fee system. DIHR and Danish Medical Association (2019).

[115] See: DIHR and Danish Medical Association (2019); EU Commission (2025b).

[116] See: Nielsen and Jervelund (2023b); Nielsen and Jervelund (2023a).

[117] According to recent research, 72% of migrants with EU/EEA residence permits and 91% of refugees reported that the fee had incentivised language acquisition. See: Nielsen and Jervelund (2023b).

[118] See, respectively: Refugees Welcome (2024, 7 May); Davidsen, Lindell, Hansen et al (2022); Nielsen and Jervelund (2023a); Nielsen and Jervelund (2023b); Jyllands-Posten (2019, 13 September); DIHR and Danish Medical Association (2019); TV2 (2023, 12 February).

[119] In this connection, the authorities informed ECRI that this includes emergency hospital care as well as so-called continued hospital care (*fortsat sygehusbehandling*), if this is necessitated by the patient's condition (i.e., when it would be unreasonable to transfer the patient to their home country or when their condition prevents such a transfers). See: § 80 of the Health Act.

[120] Ravnbøl (2025); Projekt Udenfor (2025); Danish Red Cross; Danish Council for Socially Vulnerable People (2020).

Healthcare providers and social workers report ethical dilemmas and frustration when they are unable to offer care equivalent to that available to those registered with the Danish CPR system. Health support provided by civil society actors, such as the Red Cross, provides essential care that would otherwise be unavailable in the public system.[121] ECRI is concerned about reports that national and local authorities largely leave the task of assisting homeless migrants to civil society actors and individual employees in healthcare services, without central coordination, clear guidelines, or sufficient funding.[122] On this basis, the Council for Socially Marginalised People recommended action to modify the Danish Health Act to allow for other non-urgent but necessary health care to unregistered and homeless migrants, such as the possibility for treating them when there is a real risk of deterioration in their condition.[123] ECRI encourages the authorities to hold meaningful consultations with relevant civil society organisations on long-term solutions to these issues.

Situation of transgender persons in the area of healthcare

72. ECRI welcomes that Denmark provides publicly funded, specialised transgender healthcare through dedicated centres within the national health system, offering access to individualised assessment, hormone therapy and gender-affirming surgery. However, in a report published in 2022, LGBT+ Danmark found that the three centres for transgender-specific healthcare were understaffed and underfinanced, leading to long waiting lists for transgender persons.[124] Similarly, in a decision from 2023, the Patient Complaints Agency found that a hospital's offer of gender-affirming bottom surgery within six years at the latest did not constitute timely treatment and was in violation of European standards.[125] Reportedly, the current waiting period for gender-affirming bottom surgery for transgender women is around four years and from one to two years for transgender men. Some reports point to waiting times for a first appointment for hormone treatment of about four to seven months.[126] An estimated 24% of transgender persons in Denmark have experience with obtaining hormones from outside the national system and 15% have experience with gender-affirming surgery abroad.[127] Interlocutors met by the ECRI delegation during its visit to Denmark also reported that some health professionals do not fully grasp the importance of gender-affirming surgeries for many transgender persons, instead viewing such operations as aesthetic choices. Interlocutors further reported that some transgender persons have experienced communication with doctors that they felt was insensitive or demeaning, and that transgender persons with characteristics or needs that fall outside dominant clinical expectations face further challenges and delays.

73. In light of the above, ECRI highly welcomes the existence of specialised clinics for LGBTI-specific healthcare.[128] At the same time, there is room for improvement in the access of transgender persons to necessary gender-affirming treatment. ECRI therefore encourages the authorities to intensify their efforts to ensure, as far as possible, that transgender persons have safe, affordable and timely access to necessary gender-affirming treatment, including by tackling excessively long waiting periods. The capacity of healthcare professionals providing gender-

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[121] See more information on the Red Cross Health Clinics in Denmark. Kompasset also provides counselling service for homeless migrants (especially unregistered EU mobile citizens). For example, they have published a list of social services in Copenhagen for people without Danish registration.

[122] Projekt Udenfor (2025).

[123] Danish Council for Socially Vulnerable People (2020).

[124] LGBT+ Danmark (2022).

[125] Danish Patient Complaints Board (2023).

[126] DIHR, Behandling i sundhedsvæsenet; Rigshospitalet, Ventetider (last updated March 2024).

[127] Danish Health Authority (2025).

[128] See, for example, the Centre for Gender Identity of the Rigshospitalet in Copenhagen.

affirming care should also be strengthened to ensure that they respond to the needs of LGBTI persons in all their diversity.

Situation of intersex persons in the area of healthcare

74. Information from civil society actors suggests that intersex children in Denmark continue to be subjected to medically unnecessary operations (so-called sex-normalising surgeries) and that intersex variations are treated as "disorders or differences in sex development",[129] rather than through the lenses of ensuring full and equal enjoyment of human rights by intersex persons, in line with European human rights standards.[130] Intersex persons, their families and legal representatives receive information about the purpose, consequences, and side effects of treatments and interventions,[131] which are nonetheless considered by some interlocutors of ECRI as being highly medicalised and incomplete, raising questions as to whether they allow for a full, free and informed consent. Both from its exchange with the authorities during its visit to Denmark and based on the views shared by civil society interlocutors, ECRI is concerned that some Danish public officials and health professionals continue to use highly pathologizing and stigmatising language to refer to intersex persons.

75. According to the Danish authorities, surgery is only performed for health reasons, following thorough medical consultation and with necessary consent, it being illegal for a doctor to perform cosmetic or unnecessary surgery on children and young people born with variations in sex characteristics.[132] There appears to be, therefore, a contradiction between the information shared by the Danish authorities and the findings of civil society and international human rights actors in relation to the performance of unnecessary medical interventions on a person's sex characteristics in Denmark. Against this background, ECRI is of the view that the Danish framework on "disorders or differences in sex development" should be improved in the light of the most recent standards on the rights of intersex persons and taking due account of various concerns, in particular those expressed by intersex individuals and representative organisations.

76. ECRI recommends that the authorities take steps to ensure equal rights and dignity for intersex persons, in particular by (i) conducting a thorough review of the legislation, in consultation with relevant experts and health care professionals, intersex persons and representative organisations, to ensure that it expressly acknowledges the right of intersex persons to bodily integrity and prohibits the performance of medically unnecessary surgeries and other non-therapeutic treatments until such time as the intersex child is able to participate in decisions, based on the principle of free and informed consent, and (ii) providing appropriate training to healthcare professionals, placing particular emphasis on intersex persons' right to bodily integrity. In doing so, the authorities should rely on ECRI's General Policy Recommendation No. 17 on combating intolerance and discrimination against LGBTI persons and Recommendation CM/Rec(2025)7 of the Council of Europe's Committee of Ministers on equal rights for intersex persons.

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[129] UN Committee on Economic, Social and Cultural Rights (2019); UN Committee Against Torture (2023).

[130] See, e.g., ECRI's General Policy Recommendation No. 17 on combating intolerance and discrimination against LGBTI persons and Recommendation CM/Rec(2025)7 of the Committee of Ministers to member States on equal rights for intersex persons.

[131] See Danish Health Authority's portal on variations in sex characteristics.

[132] Ibid. See also the Danish authorities' replies to the list of issues of the UN Committee Against Torture. In this connection, the Danish authorities informed ECRI that surgery for people with "differences in sex development" can be carried out with the purpose, for example, of preventing urinary tract conditions, accumulation of fluid in the vagina and uterine cavity, preserving the possibility of future reproduction, preventing the development of cancer in the gonads, and taking into account the "child's opportunities for healthy development and quality of life". At the same time, according to the authorities, surgery that can wait until later in life is postponed and no cosmetic treatment may be performed on patients under 18 years of age (as regulated by the 2014 Executive Order on Cosmetic Treatment, Section 3).

77. In the light of the above, the perceived omission of specific issues related to intersex persons from relevant strategies on LGBTI equality is even more of a concern to ECRI.[133] Therefore, the authorities are encouraged to strengthen their engagement with intersex communities and civil society actors to implement concrete measures to address the challenges they face, notably in the area of healthcare.

III. TOPICS SPECIFIC TO DENMARK

A. National Action Plan Against Racism (NAPAR)

78. ECRI welcomes the adoption of the NAPAR, which includes a set of measures to combat discrimination, for example in access to private housing, racism in the nightlife, and support to relevant civil society actors. Under the NAPAR, the authorities also intend to carry out an assessment of the gaps under the Act on Ethnic Equal Treatment. ECRI trusts that such a plan will lead to legislative measures aimed at strengthening the anti-discrimination framework in Denmark.

79. However, ECRI regrets that, according to most interlocutors met during its visit to Denmark, groups at risk of racism were not meaningfully consulted in the elaboration phase of the NAPAR. While a meeting with civil society organisations was held in June 2024, civil society actors in contact with ECRI considered it was not a real opportunity to provide input and shape the action plan. Some civil society actors also reported not having been invited to that meeting, while others were only invited with delays, despite working on issues of relevance to the NAPAR. ECRI reminds the authorities of the importance of ensuring meaningful consultation with groups of concern and civil society actors when developing anti-discrimination measures.

80. In addition to the absence of specific initiatives to address anti-Muslim racism in the NAPAR (see §8), ECRI notes the concerns shared by several interlocutors during the 2025 visit regarding the long-term impact and sustainability of the action plan. Information available to ECRI indicates that dedicated funding for the NAPAR has been secured only for the period from the second half of 2025 to the end of 2026. In addition, several measures appear to be conceived as one-off initiatives, despite their relevance for long-term implementation.[134]

81. ECRI recommends that the authorities ensure that future versions of the National Action Plan Against Racism or future action plans of the kind (i) respond to the most pressing concerns identified through available data and research, (ii) include concrete short, medium, and long-term measures with specific and measurable goals, and (iii) are preceded by meaningful consultation with groups of concern to ECRI and civil society actors. If necessary, Council of Europe support should be sought.

B. Preventing and combating racial profiling by police officers

82. The authorities informed ECRI that there is an obligation on police officers, as public officials, to act objectively, and that any racist behaviour may be investigated by the Independent Police Complaints Authority. However, ECRI's attention was also brought to the fact that there is no clear and unambiguous prohibition of discrimination, including racial profiling, in the Danish Police Act or the Administration of Justice Act, which regulate police activities.[135] Moreover, the Board of Equal Treatment found that the police authority's handling of police stops was not covered by the scope of the Act on Ethnic Equal Treatment.[136] While the

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[133] Organisation Intersex International (OII) Europe (2024).

[134] See, for example: DIHR (2025c).

[135] Police Act and Administration of Justice Act. This was also the assessment of the DIHR and of other interlocutors of ECRI met during the visit to Denmark. See: DIHR (2022a).

[136] Danish Board of Equal Treatment, Decision No. 9878 of 23 September 2024.

authorities argue that the principle of fairness, which is a core principle of police activity, encompasses non-discrimination, ECRI considers that this does not equate to a clear legal prohibition of ethnic profiling and discrimination in police activities. ECRI notes that similar concerns were raised by the United Nations Committee on the Elimination of Racial Discrimination (UN CERD).[137]

83. Recent studies, surveys, and media reports point to persisting concerns about episodes of possible racist and discriminatory behaviour by Danish police officers, which seems to affect Black persons/people of African descent, Muslims, and people with a migration background in particular. For example, in a 2023 report, the DIHR found that 29% of surveyed persons belonging to ethnic minorities stated that they had been stopped by police officers for no other apparent reason than their ethnic background, with this proportion rising to 43% among ethnic minority men.[138] A survey from the EU FRA shows that 14% of Black respondents said they were stopped by the Danish police in the previous year, with 54% of those considering such stop as racial profiling.[139] In this context, as an illustration, ECRI learned about the case of a Black Danish-Swedish citizen who documented his interactions with Danish police officers and reported having been stopped thousands of times over the past years, including as often as seven times in a single day, which he considered to be racially motivated.[140]

84. ECRI also notes concerns expressed by the DIHR and civil society actors according to which the police enforcement of encampment and begging bans may disproportionately affect migrants, some of whom appear to be Roma, and may heighten risks of racial profiling by police officers. In this context, ECRI notes, for example, that in Copenhagen the responsibility for enforcing the begging and encampment bans has been assigned to the police unit responsible for immigration control. Statistics at ECRI's disposal indicate that even if migrants make up only around 5% of the total group of homeless people in Denmark, they account for 98% of charges for violating the public order ordinance. The majority of those charged are from Romania, many of whom are believed to be of Roma ethnicity.[141] There is widespread perception of discrimination among foreigners experiencing homelessness as they feel that police officers do not target Danish homeless people to the same extent as them.[142] In ECRI's view, the discriminatory impact of encampment and begging bans, including the possible development of racial profiling practices in their enforcement by police officers should be the subject of greater vigilance and independent review.[143]

85. ECRI recommends that the authorities reinforce their action to prevent and combat racial profiling by police officers by: (i) introducing a specific and unambiguous legal prohibition of discrimination, including racial profiling, in police activities, (ii) enhance police in-service training with a view to prevent any racial profiling

[137] UN CERD (2022).

[138] DIHR (2023a).

[139] EU FRA (2023).

[140] Amnesty International (2022, 25 April); BT.dk (2019, 4 May); POV International (2025, 16 December). See also Thomas James Thomsen's social media account, where he has documented hundreds of police stops.

[141] There is no comprehensive, disaggregated data on individuals charged or convicted under the bans. However, relevant information and analysis can be found in different reports. For example, there is information that Romanian and Bulgarian nationals accounted for approximately 84% of convictions for begging between 2017 and 2023, whereas an estimated 62% of homeless persons in Copenhagen are Danish nationals. Other data similarly suggest that, between 2012 and 2022, 63% of persons convicted of begging were Romanian nationals, compared with only 6% who were Danish. Other statistics show that foreigners constitute 97% of those who are charged with this legislation despite only constituting 8% of the total homeless population in Denmark. See: DIHR (2025b); Ravnbøl (2025); FEANTSA and Avocats Sans Frontières (2024); Justesen (2023); ENNHRI (2023); Al Jazeera (2024, 4 March); EU Commission (2025a); EU Commission (2025b).

[142] Ravnbøl (2025).

[143] See in this regard: DIHR (2025b); FEANTSA and Avocats Sans Frontières (2024); UN Committee on Economic, Social and Cultural Rights (2019); UN High Commissioner for Human Rights (2022).

practices from emerging or developing, and iii) commission an independent study on the potential discriminatory impact of encampment and begging bans, with a particular focus on the possible development of racial profiling practices in their enforcement by police officers, and take any necessary action at legislative level.

C. Use of the "non-Western" categorisation in law and policy

86. In its previous report on Denmark, ECRI raised concerns about the use of the "non-Western" category in various laws, policies and administrative practices, including in relation to the "parallel society" legislation.[144] In 2024, ECRI regretted that its priority recommendation on the issue was not implemented by the authorities.[145] In the same vein, the UN CERD called on the Danish authorities to refrain from using the percentage of immigrants and their descendants from "non-Western" countries in a particular area as a basis for applying stricter laws and measures, finding that this added a discriminatory ethnic and racial element to related laws, and had resulted in stigmatisation in various areas of life, such as employment, housing and access to services.[146]

87. ECRI notes that, shortly after its delegation's visit to Denmark, in December 2025, the Court of Justice of the European Union (CJEU) issued a preliminary ruling following a request from the Danish Eastern High Court regarding the use of the "non-Western" criteria in housing legislation.[147] The CJEU provided guidance on how the domestic court should assess whether the law constitutes direct or indirect discrimination and clarified, inter alia, that ethnic origin under EU law must be determined by considering several factors, including contextual information such as the preparatory documents for the relevant legislation. It further noted that stigmatising classifications in legislation or their preparatory documents may amount to less favourable treatment of persons belonging to certain ethnic groups, and that, if the domestic court does not find relevant laws to entail direct discrimination, it must still examine whether they give rise to indirect discrimination.

88. ECRI regrets that there has been no positive change in the authorities' approach to this issue since its last report. In contrast, public discussions around so-called parallel societies appear to be increasingly accompanied by stigmatising, harmful and misleading discourse in the political sphere and in the media, targeting communities that are already marginalised and vulnerable to discrimination, such as migrants and people with a migration background, Muslims, and people belonging to ethnic minorities. During its 2025 visit to Denmark, the ECRI delegation was able to meet with members of the community of residents and former residents of Mjølnerparken, in Copenhagen, who were profoundly impacted by the redevelopment plans for the area due to it being previously considered a "parallel society". ECRI also heard concerns of excessively prolonged relocations, breaking up of established community networks, unsuitable offers of alternative housing, and claims of serious mismanagement in the relocation and eviction of residents.[148]

89. The authorities reiterated to ECRI their position that no eviction takes place based on ethnic or national origin and that the use of the "non-Western" category in legislation and policy draws on demographic and socioeconomic indicators collected by Statistics Denmark.[149] They also report that there are improved socio-

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[144] ECRI (2022a).

[145] ECRI (2024).

[146] UN CERD (2022).

[147] CJEU, Case C-417/23.

[148] In addition to the views shared with the ECRI delegation during its 2025 visit to Denmark, see: The Local (2025, 18 December); Open Society Justice Initiative (2024); Open Society Foundations (2024, 17 October); The Guardian (2020, 11 March).

[149] See the explanation from Statistics Denmark of the use of the "non-Western" categorisation. See also references to the Danish government's point of view in the CJEU ruling, Case C-417/23, for example §100.

economic indicators in relation to affected areas in recent years,[150] and that the aim of using the "non-Western" category in legislation and policy is to improve the integration of migrants and their descendants in Denmark.

90. ECRI recalls that it has not contested the authorities' declared objective of improving better inclusion. However, in the light of the findings during the 2025 visit, it continues to have serious misgivings about the means applied to reach this objective. In this context, ECRI reminds the authorities that the collection, analysis and use of any statistical data on the basis of citizenship and national or ethnic origin, for example in relation to the "non-Western" category, should solely aim at identifying and addressing issues pertaining to equal treatment and inclusion, and should never be relied upon to support measures that may have negative discriminatory effects or contribute to social stigmatisation, marginalisation or exclusion.[151]

91. ECRI recommends that the authorities conduct an in-depth review of the collection, analysis and use of statistical data on the basis of citizenship and national or ethnic origin, such as through the use of the "non-Western" category in legislative, policy or administrative provisions, in particular in the areas of housing, employment and access to services, with a view to ensuring their full compliance with international and European standards, and take any legislative and other measures as a result to prevent any direct or indirect discrimination. If necessary, Council of Europe support should be sought.

[150] See, for example: Ministry of Social Affairs and the Interior, Redegørelse om parallelsamfund 2025.

[151] See relevant guidance on collection and use of equality data: Council of Europe (2023); EU Commission (2021).

INTERIM FOLLOW-UP RECOMMENDATIONS

The two specific recommendations for which ECRI requests priority implementation from the authorities of Denmark are the following:

- (§ 9) ECRI recommends that the authorities devise and implement a specific programme of actions focused on anti-Muslim racism, including anti-Muslim hate speech and hate crime, after meaningful consultations with the Muslim communities, relevant civil society organisations, and the Danish Institute for Human Rights, taking due account of ECRI's General Policy Recommendation No. 5 (revised) on preventing and combating anti-Muslim racism and discrimination.
- (§ 48) ECRI recommends that the authorities set up a national monitoring system to gather incidents of racist and LGBTI-phobic bullying in schools, which should include appropriately disaggregated data on specific grounds for bullying behaviour. Such an initiative should contribute to more informed policy-making in this area, including the design of suitable support mechanisms for teachers and schools.

These recommendations should be implemented within 18 months after the publication of the report. A process of interim follow-up will subsequently be conducted by ECRI to review action taken to implement them.

LIST OF RECOMMENDATIONS

The position of the recommendations in the text of the report is shown in parentheses.

1. (§ 3) ECRI recommends that the authorities undertake a comprehensive review of the application of relevant legislative provisions pertaining to racist and anti-LGBTI forms of hate speech, in consultation with civil society actors and representatives of groups of concern to ECRI, to identify gaps and consider legal amendments to ensure effective protection against hate speech, including online and directed at individuals, through appropriately calibrated provisions of civil, administrative and criminal law.

2. (§ 9) ECRI recommends, as a matter of priority, that the authorities devise and implement a specific programme of actions focused on anti-Muslim racism, including anti-Muslim hate speech and hate crime, after meaningful consultations with the Muslim communities, relevant civil society organisations, and the Danish Institute for Human Rights, taking due account of ECRI's General Policy Recommendation No. 5 (revised) on preventing and combating anti-Muslim racism and discrimination.

3. (§ 21) ECRI recommends that the authorities strongly encourage public figures, including high-level officials and politicians across the political spectrum, to take a prompt, firm and public stance against xenophobic and other racist hate speech, and to actively promote respect for diversity, including by adopting and enforcing adequate codes of conduct. Reference is made to ECRI's General Policy Recommendation No. 15 and the Recommendation CM/Rec(2022)16 of the Council of Europe's Committee of Ministers on combating hate speech, as well as the Charter of European political parties for a non-racist and inclusive society as endorsed by the Parliamentary Assembly of the Council of Europe in its Resolution 2443 (2022).

4. (§ 25) ECRI recommends that the authorities continue to strengthen their efforts to prevent and combat hate speech and hate crime targeting Greenlanders, including by carrying out public awareness-raising campaigns and ensuring that effective complaints mechanisms are available and accessible to them.

5. (§ 27) ECRI recommends that the authorities revise the Strategy for Roma Equality, Inclusion and Participation to ensure that it (i) includes Roma-specific measures with clear objectives, timelines and a dedicated budget, including in the area of preventing and combating anti-Roma hate speech and hate crime; and (ii) incorporates measures to tackle prejudices and negative stereotypes about Roma in Denmark, for example through awareness-raising campaigns. Reference is made in this respect to ECRI's General Policy Recommendation No. 13 on combating antigypsyism and discrimination against Roma.

6. (§ 33) ECRI recommends that the authorities ensure that specific and practical training on hate crimes is part of the compulsory initial and continued training for prosecutors. Without prejudice to their independence, dedicated initial and continued training on hate crimes should also be offered to judges. Where appropriate, relevant civil society organisations and representatives of groups of concern to ECRI should be involved in the design or the implementation of such training. In this context, due account should be taken of the Recommendation CM/Rec(2024)4 of the Committee of Ministers of the Council of Europe on combating hate crime.

7. (§ 43) ECRI recommends that the authorities strengthen the capacity of the education system to promote a culture of living together among pupils and to deal with sensitive societal issues related to, inter alia, racism, including antisemitism and anti-Muslim racism, and intolerance towards LGBTI persons, by providing teachers and school principals with compulsory and practical training, together with

appropriate support material, to help them to create a racism-free and inclusive climate in diverse school environments.

8. (§ 48) ECRI recommends, as a matter of priority, that the authorities set up a national monitoring system to gather incidents of racist and LGBTI-phobic bullying in schools, which should include appropriately disaggregated data on specific grounds for bullying behaviour. Such an initiative should contribute to more informed policy-making in this area, including the design of suitable support mechanisms for teachers and schools.

9. (§ 57) ECRI recommends that the authorities ensure that effective external and internal complaints mechanisms are in place to deal with cases involving allegations of possible racist and LGBTI-phobic abuse in healthcare effectively, leading to appropriate sanctions where necessary, and that user-friendly information be made available to patients on their rights and on the available avenues for lodging complaints of discrimination in the area of healthcare.

10. (§ 65) ECRI recommends that the authorities work alongside medical schools, doctor associations and other relevant institutions to ensure that healthcare professionals receive mandatory initial and, where appropriate, ongoing training in diversity competences, including cultural awareness, LGBTI-inclusive care, and knowledge of specific health needs of ethnic minorities, migrant populations, and other groups of concern to ECRI. In doing so, the authorities should take inspiration of General Recommendation No. 37 (2024) of the United Nations Committee on the Elimination of Racial Discrimination on equality and freedom from racial discrimination in the enjoyment of the right to health and ECRI's General Policy Recommendation No. 17 on preventing and combating intolerance and discrimination against LGBTI persons.

11. (§ 70) ECRI recommends that the authorities ensure that appropriate interpretation services are available to foreign patients, including by removing cost-related obstacles where necessary and as much as possible, to guarantee their effective access to healthcare.

12. (§ 76) ECRI recommends that the authorities take steps to ensure equal rights and dignity for intersex persons, in particular by (i) conducting a thorough review of the legislation, in consultation with relevant experts and health care professionals, intersex persons and representative organisations, to ensure that it expressly acknowledges the right of intersex persons to bodily integrity and prohibits the performance of medically unnecessary surgeries and other non-therapeutic treatments until such time as the intersex child is able to participate in decisions, based on the principle of free and informed consent, and (ii) providing appropriate training to healthcare professionals, placing particular emphasis on intersex persons' right to bodily integrity. In doing so, the authorities should rely on ECRI's General Policy Recommendation No. 17 on combating intolerance and discrimination against LGBTI persons and Recommendation CM/Rec(2025)7 of the Council of Europe's Committee of Ministers on equal rights for intersex persons.

13. (§ 81) ECRI recommends that the authorities ensure that future versions of the National Action Plan Against Racism or future action plans of the kind (i) respond to the most pressing concerns identified through available data and research, (ii) include concrete short, medium, and long-term measures with specific and measurable goals, and (iii) are preceded by meaningful consultation with groups of concern to ECRI and civil society actors. If necessary, Council of Europe support should be sought.

14. (§ 85) ECRI recommends that the authorities reinforce their action to prevent and combat racial profiling by police officers by: (i) introducing a specific and unambiguous legal prohibition of discrimination, including racial profiling, in police activities, (ii) enhance police in-service training with a view to prevent any racial

profiling practices from emerging or developing, and iii) commission an independent study on the potential discriminatory impact of encampment and begging bans, with a particular focus on the possible development of racial profiling practices in their enforcement by police officers, and take any necessary action at legislative level.

15. (§ 91) ECRI recommends that the authorities conduct an in-depth review of the collection, analysis and use of statistical data on the basis of citizenship and national or ethnic origin, such as through the use of the “non-Western” category in legislative, policy or administrative provisions, in particular in the areas of housing, employment and access to services, with a view to ensuring their full compliance with international and European standards, and take any legislative and other measures as a result to prevent any direct or indirect discrimination. If necessary, Council of Europe support should be sought.

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APPENDIX: GOVERNMENT'S VIEWPOINT

The following appendix does not form part of ECRI's analysis and proposals concerning the situation in Denmark

ECRI, in accordance with its country-by-country procedure, engaged into confidential dialogue with the authorities of Denmark on a first draft of the report. A number of the authorities' comments were taken on board and integrated into the report's final version (which, in line with ECRI's standard practice and unless otherwise indicated, could only take into account developments up until 18 March 2026, date of the examination of the first draft).

The authorities also requested that the following viewpoint be reproduced as an appendix to the report.

The Government of Denmark wishes to express our support for the work of the European Commission against Racism and Intolerance (ECRI) and welcomes this opportunity to provide our viewpoints on its report on Denmark. The Government of Denmark wishes to make use of this possibility to provide some additional information, to highlight new developments and to provide some initial observations on selected parts of the report. The additional information will be presented below following the structure of the findings and recommendations in the report.

***Ad 36-53 Response from Danish Agency for Higher Education and Science to the ECRI report on Denmark, Seventh monitoring cycle, regarding ensuring equal treatment and inclusion in education*:**

"In the section '*Teaching on equality and tolerance in schools*' on page 15, the report notes that "*While there is no specific teacher training on human rights and equality, some aspects are covered through mandatory subjects such as 'Pedagogy and General Didactics' and 'Educational Psychology, Inclusion and Special Education'.*" This statement is not correct. The Danish Agency for Higher Education and Science therefore provides the following clarification and additional context:

The teacher education in Denmark integrates human rights, democracy, inclusion and equality as integrated principles across compulsory subjects. In accordance with the ministerial order on the Teacher Training Programme, student teachers are trained to promote children's rights, participation and empowerment, to address cultural, religious and social diversity, and to prevent exclusion through inclusive teaching practices that ensure equal participation and opportunities for all pupils, including those with disabilities or other vulnerabilities. These competencies are developed in particular through three mandatory subjects: Philosophy of Life, Educational Psychology, Inclusion and Special Education, and Pedagogy and General Didactics, each comprising 20 ECTS credits and together accounting for a total of 60 ECTS credits within the core teacher education programme. While these subjects include substantial content relevant to human rights education and the promotion of equality, diversity and inclusion, there are no regulations or guidelines specifying a minimum number of hours or dedicated modules on human rights and non-discrimination.

All university colleges in Denmark where the Teacher Training Programme is offered are required to include the topics of human rights, democracy, inclusion and equality in the programme, based on top-level regulations as laid down in the ministerial order on the Teacher Training Programme."

Ad 36-77 Response from Danish Ministry of Education to the ECRI report on Denmark, Seventh monitoring cycle, regarding ensuring equal treatment and inclusion in education

Regarding the recommendation in §43, the Ministry of Education emphasises that upper secondary education institutions are self-governing institutions. Consequently, responsibility for the continuing education and training of teachers lies primarily with the individual institutions and does not, in most cases, involve centralised governance.

Regarding the recommendation in §46, the Ministry of Education notes that a national monitoring system to gather incidents of racist and LGBTI-phobic bullying in schools would entail the systematic collection of personal and sensitive data related to the race and sexual orientation of pupils. The Ministry of Education does not wish for schools to collect and have access to such data. The Ministry of Education acknowledges the importance of gathering knowledge and information on the well-being of pupils from a minority background. However, it is the view of the Ministry of Education that individual, in-depth studies on the general well-being of pupils of minority background is of more use than a national monitoring system of incidents of racist and LGBTI-phobic bullying when designing new initiatives to ensure a secure school environment.

Ad 36-77 Response from Ministry of Health and Ecclesiastical Affairs to the ECRI report on Denmark, Seventh monitoring cycle, regarding ensuring equal treatment in healthcare

Section on situation of transgender persons in the area of healthcare (72-73)

Denmark acknowledges the importance of ensuring that transgender people receive the highest standard and care in the health system. Treatment provided in hospitals is free of charge. There is a co-payment for prescription medication needed after hospitalization, with partial reimbursement from the public sector.

Gender affirming treatment in Denmark is based on individual and thorough multidisciplinary assessment, with the aim of providing the least invasive intervention that adequately alleviates the patient's gender incongruence.

For many transgendered patients, the effects of hormone treatment together with other gender affirming interventions, such as voice modification, hair removal, gender affirming upper surgery or use of prosthetic devices, are found sufficient. Due to the irreversibility and greater risks of gender affirming bottom surgery, such surgery is only considered once the other gender affirming interventions have been assessed. In this context, it is considered medically appropriate that people who experience gender incongruence have a reflection period before finally deciding on irreversible surgery. Consequently, only a minority of patients want and get referred to gender affirming bottom surgery.

The waiting time for gender affirming bottom surgery in Denmark is between 6-48 months at the moment, depending on the procedure. The Danish healthcare system is focused on reducing waiting times, as they are longer than desirable. There is no waiting time for hormone treatment once the patient has been approved for it. However, the Danish Health Authority acknowledges that there may be a longer investigation process before treatment can be initiated. Overall, the Danish Health Authority considers gender affirming assessment and treatment to be safe, accessible and of high quality and this means that treatment is not initiated without a thorough basis which also benefits the patients. Furthermore, the Danish Health Authority are recognizing that reducing waiting times for gender affirming bottom surgery are an important area for improvement.

Section on situation of intersex persons in the area of healthcare (74-77)

Denmark acknowledges the importance of ensuring that persons with variations in gender characteristics receive the highest standard and care in the health system.

The Danish health authorities strongly disagree with the claims of civil society actors suggesting that intersex children in Denmark are being subjected to medically unnecessary operations. Surgery for people under the age of 18 with variations in gender characteristics is only carried out for medical purposes, taking account of the child's opportunities for healthy development and quality of life. This includes prevention of urinary tract conditions, accumulation of fluid in the vagina and uterine cavity, preserving possibility of futural reproduction and preventing development of cancer in the gonads. Surgery that can wait until later in life will be postponed.

To state it clearly, surgery in Denmark is never performed with the intention to decide the sex of the child or for gender normalization reasons.

The Danish Health Authority can inform that less than five children with variation in gender characteristics have received surgery of medical purpose in 2025.

Regarding section 76 in which ECRI recommends the authorities to take steps to ensure equal rights and dignity for intersex persons, it should be noted that there is legislation in place in Denmark ensuring the rights of people with variations in gender characteristics.

Cosmetic treatment may not be performed on patients under the age of 18. This is regulated by the Executive Order on Cosmetic Treatment, Section 3, from 2014. Therefore, surgery on children must only be performed for medical health-related

reasons. It is also illegal for doctors to perform operations on children under the age of 15 without informed consent from the parents, unless there is an acutely need for treatment. Moreover, information leaflets are available to parents of children with variations in gender characteristics. The leaflet aims to provide parents with clear and accessible health-related information about their child's condition and prognosis, as well as information on treatment options, choices, and dilemmas that both the child and the parents must consider.

Ad 78-80 Response from Danish Ministry of Immigration and Integration to the ECRI report on Denmark, Seventh monitoring cycle, National Action Plan Against Racism (NAPAR)

The Act on Ethnic Equality prevents discrimination and promotes equal treatment of all people regardless of race or ethnic origin. Thus, the assessment of the gaps under the Act on Ethnic Equal Treatment is not necessarily considered to lead to new legislative measures (AD 78).

There has been a broad involvement of civil society in the elaboration phase of the NAPAR and the Danish Government strikes the importance of ensuring meaningful consultation with groups of concern and civil society actors. Ultimately, however, the NAPAR constitutes a political decision (AD 79).

The Danish government´s standpoint is that anyone can be subject to racism, and a focus on some types of racism could create the perception that other forms of racism does not deserve the same kind of condemnation. The objective with the NAPAR is to combat racism in both minority and majority groups within Danish society regardless of background, race or ethnic origin. The new Danish government has decided to continue the work with the NAPAR after 2026 (AD 80).

Ad §86-91 The Ministry of Children, Senior Citizens and Housing response to the ECRI report on Denmark, Seventh monitoring cycle, regarding the use of the "non-Western" categorisation in law and policy

The ECRI critique of the Danish policy related to the monitoring of the proportion of immigrants and descendants from non-Western countries is supported by references to alleged errors in the rehousing of residents in Mjølnerparken.

The Ministry of Children, Senior Citizens and Housing remarks, that the critique does not specify whether it concern breaches of the rules on rehousing or residents' perceptions of the process.

Rehousing of tenants affected by the transformation of social housing areas is a central element of the parallel society legislation. The ministry attaches great importance to compliance with this requirement and is not aware of any indications of non-compliance by housing associations.

Concerns regarding rehousing should be specific and supported by factual and verifiable documentation of any alleged breaches of the applicable rules, if the legislation is not being complied with.

The European Commission against Racism and Intolerance (ECRI) is a unique human rights body that monitors Council of Europe member states' action against racism, intolerance and discrimination on grounds of "race", colour, language, religion, citizenship, national or ethnic origin, sexual orientation, gender identity and sex characteristics.

ECRI was set up by the first Summit of Heads of State and Government of the member states of the Council of Europe in 1993 and became operational in 1994.

ECRI is composed of 46 members appointed on the basis of their independence, impartiality, moral authority and expertise in dealing with issues of racism, intolerance and related discrimination. Each Council of Europe member state appoints one person to serve as a member of ECRI.

Secretariat of ECRI
Anti-discrimination and Inclusion Department
Directorate General of Democracy and Human Dignity
Council of Europe
F - 67075 STRASBOURG Cedex
Tel.: +33 (0) 3 90 21 46 62
E-mail: ecri@coe.int

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