

Denmark

Ministry of Foreign Affairs

4 October 2012

Denmark, September 2012

**Information on the implementation of
General Assembly resolution on “The elimination and prevention of all forms of violence against
women and girls”.**

**(Prepared with reference to the Secretary-General’s letter to the Permanent Representation of
Denmark in New York, dated 15 August 2012)**

This Danish national report has been compiled with contributions from several ministries, e.g. the Ministry for Gender Equality and Ecclesiastical Affairs, the Ministry of Children and Education, the Ministry of Social Affairs and Integration and the Ministry of Justice.

1. Preventing violence against women and girls from happening in the first place, particularly in the areas of legal and policy reform; education programmes in schools; awareness-raising and community mobilization; changing organizational cultures in public and private sectors; promoting safety in public spaces; and working with individuals (e.g. children experiencing or witnessing violence) to intervene early.

Violence

The latest national action plan has 30 different activities; among them several with a strong focus on awareness-raising, information and prevention:

Information for children and teenagers: Children and teenagers must be informed about their rights and opportunities for help and support if they are abused. At the same time, they need to learn to set limits and not to accept abusive behaviour. Schoolbooks for children in primary school classes and manuals for the teachers have been made available.

Counselling for teens in violent relationships: Teens who are exposed to violence in their relationships often hesitate to seek help from or to report it to the public authorities. One way to address this is to give them direct access to anonymous telephone and online support or guidance, and therefore a free national hotline for children and young people has been set up.

Spreading information and changing attitudes: Taboo, silence and hesitation surrounding domestic violence is on the wane. To move forward in influencing positive attitude changes, broad information campaigns are being implemented: One campaign focuses on victims, family, friends, neighbours – and the general public – to make them aware of the issue and of ways to seek help. Another campaign “Give violence against women the red card” involves sports stars and addresses a broad public but preferably men and boys.

Competency improvement among municipal professionals and centralised counselling services: Professionals who come in contact with victims of domestic violence must have the knowledge and competencies necessary to give the right help and support. A day-long workshop is offered to all 98 Danish municipalities, addressing the subject “violence in intimate relations and the effects on children”.

Trafficking

In March 2007, the Government launched the second National Action Plan to combat trafficking in human beings.

The Evaluation of the National Action Plan shows that during 2007-2010 there have been considerable advances in the overall Danish response to trafficking. An effective institutional system has been developed. The development of the national referral mechanism is consistent with international best practice.

The area of **prevention** was strengthened through the National Action Plan. Denmark has taken an active role in international cooperation and has made an effort to ensure that relevant actors (including within the police, social workers, health workers etc.) are familiar with trafficking indicators and will contact Centre Against Human Trafficking's (CMM's) hotline, should the suspicion arise that a person has been trafficked.

An independent telephone survey showed that 82% of respondents had heard of trafficking in relation to women, 22% in relation to children and 9% in relation to men. The survey also showed that 66% of respondents would contact the police if they knew of a person who had been trafficked to Denmark. These results represent a considerable increase in **awareness** since a previous survey conducted in 2006.

In relation to the **investigation and prosecution** of traffickers, 79 people were charged with trafficking between 2006 and 2009 and 37 of these were sentenced. These results reflect both the increased attention being paid to pro-active investigation of the prostitution area by the police and the cooperation with CMM and social organisations.

In relation to the police's **international cooperation**, the positive benefits of the inter-Nordic cooperation and the results achieved in combination with the Danish Ministry of Foreign Affairs concerning visa screening (in Thailand) should be highlighted. The latter resulted in two convictions for trafficking.

The 2011-2014 National Action Plan builds on the two previous actions plans from 2002 and 2007. The Action Plan focuses on the following 5 areas:

1. Victims of trafficking will be identified.
2. Victims of trafficking will receive the optimum support.
3. Demand for services from victims of trafficking in Denmark will be reduced.
4. Human trafficking will be prevented internationally.
5. The traffickers will be identified and punished.

A total of DKK 85.6 million has been earmarked for the implementation of the initiatives in the Action Plan.

With the action plan the government will launch the following new activities in relation to prevention:

- a) Upgrading and anchoring the outreach work within the group of foreign women in prostitution.
- b) Extending the outreach work regarding minors.
- c) Extending the outreach work regarding forced labour.
- d) Mapping the demand for prostitution in Denmark with a special focus on human trafficking and gathering experience from other countries in order to communicate in the

most efficient way with the potential customers in order to reduce the demand for prostitution relating to victims of trafficking.

3) Combating human trafficking as part of Denmark's international co-operation, including aid to developing countries.

Honour-related conflicts

As a follow-up to the government platform: "A Denmark that stands together", the Government has launched a National Strategy against honour-related conflicts.

24 million Danish Kroner have been allocated for a period of 4 years in order to ensure a decrease of young people who are exposed to honour-related conflicts. The strategy was launched by the Minister of Social and Integration Affairs on July 6, 2012.

The effort against honour-related conflict is anchored in the Ministry of Social Affairs and Integration and coordinated with other ministries, NGO's and municipalities.

The strategy aims to provide young people with a better understanding of their fundamental rights as citizens in Denmark and to ensure that young people are able to make use of their fundamental rights.

The National Strategy is concentrated on six main areas, which along with concrete initiatives, are mentioned below:

1. Cooperation among municipalities, other official institutions and NGO's.

- Establishment of a national advice unit which can offer advice to municipalities in concrete cases and on how to organize the work with honour related conflict
- Guidelines on how to apply the Social Services Act in honour-related cases
- A duty for municipalities to develop plans for adults facing honour-related conflicts
- Guidelines for professionals, e.g. teachers and social workers, on how to react in regard to honour-related conflicts
- Enhanced cooperation between police and municipalities

2. Education of professionals

- Implementation of courses about honour-related conflicts in ordinary education for teachers, social workers etc. and for professionals who need further qualifications in regard to honour-related conflicts

3. A special effort for children and young people who against their will have been sent abroad for purposes of "re-education"

- Information to teachers, children and parents
- Support for children who return from such a journey e.g. help from a psychologist
- A declaration from the child/youngster and a hotline
- Education of personnel at the Danish embassies

4. Support for young people in relation to honour-related conflicts

- Safe houses for men
- Safe houses for young people under the age of 18
- Special effort on safe houses for women
- Cooperation with safe houses in other countries
- Expanded possibility of getting secret address
- Enhanced aftercare and empowerment, network, mentors, work-shops etc.
- An early effort in schools

5. Attitude changing and information campaigns aimed at both parents and young people

- Information and other initiatives in cooperation with stakeholders in local communities to reach the most isolated families

- Education materials in schools
 - Teams of role models – both young men, women and parents - who engage in dialogue with others about honour, gender equality, forced marriage etc.
 - National awareness-raising campaigns
6. Knowledge and research
- Research projects on honour-related conflicts
 - Network between researchers and social workers in the front line
 - Homepages with information on initiatives

Furthermore, the initiatives, which are described in Denmark's information on the implementation of General Assembly resolution 63/155 on the intensification of efforts to eliminate all forms of violence against women from June 2010, are still applicable.

Finally, a training programme for professionals on honour-related conflicts has just been launched. The programme will run for four years.

Teaching in primary school about dating ?? violence and violence in intimate relationships

The Ministry of Children and Education implements effort as part of the project "Safety in the home - support for children and young people" - a national coverage campaign targeted children and youth in schools in Denmark over the next four years (2010-2014).

The campaign wants to create an interdisciplinary and distinctive educational project that encourages debate on children and young people's rights. "Safety in the home - support for children and young people" is a global campaign that is built on three separate courses, which will include a short film with accompanying teaching materials and dialogue, travelling with professionals around the country's schools. The target audience for the campaign is primarily children and young people in school auspices and the secondary target group is professionals who work professionally with children and young people and families affected by violence.

The campaign "Safety in the home - support for children and young people" is consistent with Common Goals 2009 (national mandatory requirements for teaching) for the mandatory health topic - health and sex education and family life education - and the campaign has a unique status in relation to health promotion for children and adolescents.

2. Coordinating prevention strategies at the national level amongst relevant ministries and stakeholders

Since 2002, three national action plans to prevent and combat violence in intimate relations has been launched. Female victims have a main focus in all three plans.

Several ministries are involved in implementing the plans. The current action plan (covering the period 2009 – 2012) involves: The Ministry of Gender Equality, the Ministry of Health and Prevention, the Ministry of Social Affairs and Integration, the Ministry of Justice and the Ministry of Children and Education. The Ministry of Gender Equality holds the steering role regarding the implementation of the action plan. The inter-ministerial working group monitors the implementation of the plan and publishes an annual report on the progress of implementation.

Furthermore, the Ministry of Gender Equality plays a coordinating part in preventing overlap among activities supported by national funds.

The action plans to combat trafficking in human beings (2002, 2007 and 2010) draw (??) from a strong cooperation between the Danish ministries for Gender Equality and Ecclesiastical Affairs, Social Affairs and Integration, Employment, Health, Taxation, Justice, and Foreign Affairs and also involves a number

of social organisations in Denmark. A key coordinating and knowledge management role is played by the Centre Against Human Trafficking (CMM).

3. Engaging various sectors (both private and public) and specific groups, such as men and boys, to participate in prevention strategies or initiatives

Contents of the national Danish action plan against violence in intimate relations are developed in close cooperation between central government authorities and representatives from the private and the NGOsector. The purpose is to get the fullest possible picture of problems and solutions.

4. Providing multi-sectorial services and responses to victims/survivors in the areas of protection (e.g. police interventions and court orders) and support (e.g. shelters, counselling, medical and health, legal and social assistance)

The Danish Government has taken a number of initiatives in recent years to improve the legal position of victims – including female victims of violence and rape.

Restraining orders and expulsion

The law on restraining orders was changed in 2011 with the purpose of strengthening the protection of victims of invasion of privacy and harassment.

The change improved the possibilities to enforce the rules. At the same time, the rules were made more transparent as to the fact that the rules on restraining orders and expulsion are now united in the same law.

The new law on restraining orders first of all provides an easier access to obtain a restraining order for persons who have been victims of serious violent crimes. Secondly, the rules are extended to include members of the victim's household, and finally the possibility to issue a so-called exclusion order has been introduced.

General protection of victims

The Danish Government stresses the importance of an on-going evaluation of the legal position of victims. Therefore, in 2009 the Ministry of Justice set up a working party for the purpose of considering the needs and opportunities to strengthen the efforts in relation to victims. The considerations of the working party led to a legislative change in 2011 according to which victims, if requested, can be informed when the perpetrator is released.

Recently in 2012, the Danish Government launched a set of new initiatives on this subject. One of the initiatives is a so-called “victim fund”. The purpose of this will be to collect money from the perpetrators which can be used for initiatives that will help the victims move on.

Another initiative is an extension of the above-mentioned duty to provide the victim with information.

Legal rights of victims

Victims of violence have a right to a court appointed attorney if they request so. Moreover, victims of rape will have an attorney appointed unless they decline. In 2007, a new provision was adopted into the Danish Administration of Justice Act (Section 741 e) with the purpose of improving and extending the information and guidance made available to victims by the police and prosecution in regard to a criminal case. In accordance with Section 741 e, the police and prosecution shall, in so far as it is necessary, inform the victim of his/her legal position, the expected proceedings of the case and later on the actual proceedings of the case.

Mediation

As a restorative justice initiative, a victim-offender mediation experiment was launched in Denmark in 1998. On the basis of the experiment, a law was passed to establish a permanent victim-offender mediation program nationwide. The law entered into force on 1 January 2012.

The aim of victim-offender mediation is partly to relieve the victim's anger and fear and thus make the victim feel more secure in his/her everyday life, partly to give the offender a greater sense of responsibility for his/her deed and thereby prevent him/her from committing crimes later. The parties can, if relevant, make an agreement e.g. that the offender, in addition to apologizing for his/her deed, also agrees not to approach places that the victim frequents.

Victim-offender mediation can take place in all kinds of criminal cases. It is, however, required that the offender has confessed to committing the crime. Both parties must give their consent to taking part in the victim-offender mediation before it can take place.

Victim-offender mediation is a supplement to ordinary legal prosecution, i.e. mediation does not replace prosecution. The judge can, however, when deciding the sentence at the following trial, take into consideration that the accused has participated in the victim-offender mediation and that the parties (if this is the case) have made an agreement.

Help and services to battered women, their children and the perpetrators

Children staying at shelters for battered women and children have since 2008 on a permanent basis been offered psychological counselling with a minimum of four and a maximum of ten sessions.

From fall 2012, women staying at shelters for battered women and children are likewise offered sessions with a psychologist with a maximum of four sessions. This service will be provided in a test period of two years ending up with an evaluation of the service.

Following their stay at the shelters, women with children are offered counselling for a period of time after they move out from the shelter. The service is being provided by the municipalities. The service has been evaluated showing positive results in terms of the women becoming able to establish stable lives without violence for themselves and their children.

From 2013 to 2015, a vast evaluation of „shelters for battered women and children“ will be conducted, aiming at gathering a comprehensive understanding of the area and the effects of the services.

In Denmark, it is estimated that 26,000 women annually are victims of violence in intimate relations, but only 2,000 of these women seek help in shelters for battered women and children. Consequently, during a test period of two years starting in spring 2012, women are anonymously offered counselling sessions with a professional who is specialized within the field of family violence. The evaluation of the service will seek to provide an answer to whether the service has managed to help women who do not seek help at a shelter.

In a test period of two years, starting in autumn 2012, the perpetrators of domestic violence and the victims of domestic violence will be offered counselling at a centre with professionals specialized within the field of family violence. The target groups are couples to whom the police have been called due to domestic violence; hence the police will refer the couples to the centre. After the test period, an evaluation of the service will be presented.

Perpetrators of domestic violence are offered psychological treatment free of charge in a number of centres throughout Denmark. The treatment has been evaluated from 2008-2011 showing positive results.

Finally, in spring 2012, an e-guide for professionals was launched containing advice on how to help victims of domestic violence (www.socialstyrelsen.dk/voldifamilien).

5. Coordinating or integrating services and responses at national level among ministries and stakeholders and at local level between services (referral mechanisms, protocols, information-sharing).

The national Danish action plan against violence in intimate relations (2009-2012) involves five ministries: the Ministry of Health, the Ministry of Social Affairs and Integration, the Ministry of Justice, the Ministry of Education and Children and the Ministry of Gender Equality and Ecclesiastical Affairs.

As chairman of the inter-ministerial working group to combat violence in intimate relations, the Ministry of Gender Equality holds the steering role regarding the implementation of the action plan.

The inter-ministerial working group monitors the implementation and publishes an annual situation report on the implementation. The situation report is submitted to, among others, the Folketing (parliament).

Each Danish national action plan regarding the combat of violence in intimate relations is subject to evaluation.

NGO's are involved in the implementation of the activities in the action plans.

6. Ensuring access to services and responses for all women and their children, and girls, to such services and responses, including those from particular groups (e.g. indigenous women, women with disabilities, migrant women, women with HIV/AIDS, rural women), and ensuring women and girls are made aware of such services/responses

Help and services to battered women

In Denmark there is a total of 42 shelters for battered women as well as one shelter for ethnic minority women and ethnic minority couples who are at risk of being forced into marriage, one shelter for trafficked women and finally one shelter for battered women with drug abuse problems and/or in prostitution. A number of shelters have facilities for disabled women and children. In total, the number of shelters in Denmark is 45.

For other services and responses for women and their children, see question 4, 'Help and services to battered women and the perpetrators'

7. Providing longer-term assistance to victims/survivors (e.g. long-term housing, access to paid employment, reparations by the State or the justice system)

According to Danish law, the municipalities must provide a secure stay for a battered woman in case she wants to leave her abusive partner.

In Denmark, there are 45 private or municipal shelters for battered women. These shelters offer housing and counselling to battered women and their children up to the age of 14. Some of the shelters also provide support to the women when they have left the shelter.

In 2004, the Danish Government introduced an article in the Act of Social Service containing the duty for municipalities to provide temporary accommodation facilities for women who have been exposed to violence, threats of violence or a corresponding crisis in relation to family or cohabitation relationship. The women may be accompanied by children and will receive care and support during their stay. In Denmark, there is a total of 42 shelters for battered women as well as one shelter for ethnic minority women and ethnic minority couples who are at risk of being forced into marriage, one shelter for

trafficked women and finally one shelter for battered women with drug abuse problems and/or in prostitution. In total 45 shelters.

On a longer-term basis, there are no specific services to victims of violence. However, according to Section 10 in the Act of Social Service, everyone who is in need of help is entitled to get free counselling from the local municipality. Moreover, if the person has no income and no substantial assets, the person is entitled to social security. When receiving social security, counselling on how to get a job is provided from the local municipality. If the person is unable to work due to social, physical and/or psychological problems, that will be taken into account in the counselling process.

8. Capacity-building of professionals engaged in prevention strategies or the provision of services/responses to victims/survivors

Police, prosecutors and judges

At the Danish Police College, the police officers are trained to handle situations in which they meet witnesses, victims and perpetrators in cases of violence and especially domestic violence. During the education, focus is at the assignment of guidance, support and counselling of for example the injured person, children and other victims of violence. The Danish Police College cooperates with a crisis centre and all the police office trainees get to visit a crisis centre and the Center of Sexual Abuses.

As to public prosecutors and judges, the Director of Public Prosecutors and the National Court Administration host courses on domestic violence with a focus on the psychological aspects and the special needs of the victim.

As described in paragraph 1, competency improvement among municipal professionals is an important part of the latest national action plan. Professionals who come in contact with victims of domestic violence must have the knowledge and competencies necessary to give the right help and support. A day-long workshop is offered to all 98 Danish municipalities, addressing the subject “violence in intimate relations and the effects on children”.

Also, as described in paragraph 1, a training programme for professionals on honour-related conflicts has just been launched. The programme will run for four years.

Furthermore, as outlined in paragraph 4, an e-guide for professionals was launched in spring 2012 containing advice on how to help victims of domestic violence.

Other professionals

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Furthermore, as outlined in paragraph 4, an e-guide for professionals was launched in spring 2012 containing advice on how to help victims of domestic violence.

9. Regularly and consistently allocating financial resources for both prevention and multi-sectorial responses and services.

A range of activities and services are financed by the national budget. Furthermore - for a period of four years - 35 million DKK have been allocated to more than 30 different initiatives in a national strategy to prevent violence in intimate relations.

In regard to shelters for battered women, the Government covers 50 per cent of the municipalities' expenses. On the annual budget for 2012, 500 million DKK have been allocated to shelters in general as well as shelters for battered women (section §110 and §109, the Act of Social Service). The expenses allocated to the shelters for battered women amount up to a total of 100 million DKK.

10. Data collection on violence against women and girls and research, monitoring and evaluation to assess the impact of prevention initiatives and service provision to victims/survivors

Approved and relevant statistics, research and information

The national data banks about violence against women and men, as well as annual statistics from women's crisis centres, should continue to be gathered together in a central resource. New knowledge can only help to improve the effort to stop domestic violence. Results of new surveys are going to be published in a report in the fall of 2012.