

### *3. Country Profile: Denmark*

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### **3.1 Introduction**

The information gathered in this profile is based on three different sources:

- Answers returned by the Danish Immigration Service in response to a questionnaire prepared by PLS RAMBOLL Management
- Background documentation (mainly statistics)
- Information gathered during visits and interviews with key actors in the Danish asylum procedure.

The visits and interviews in Denmark were carried out between the 1st of August and the 10th of August 2000.

The following persons and institutions were visited:

#### **The Danish Immigration Service:**

Deputy Head of Division, Christian Holm

Head of Section, Annsophie Gundlach

Head of Section, Jesper Siggurdsson

Head of Section, Lars Kühnel

Clerk, Brian Schnell

#### **The Danish Ministry of the Interior, Office for International Affairs:**

Deputy Head of Division, Hans Peiterson

Head of Section: Sara Viskum

#### **The Sandholm Reception Centre:**

Department Manager, Asylum Department, Marcus Jones

#### **Danish Refugee Council:**

Head of Division, Asylum Division, Louise Holck

#### **Danish Red Cross:**

Legal Advisor, Maja K. Rettrup Andersen

Legal Advisor, Mads Carstensen

Social advisor, Kate Rasmussen

## 3.2 Background information on Denmark

### 3.2.1 Trends in the number of applicants

This part of the profile presents some statistical background information regarding the number of asylum applicants in Denmark and the costs of the Danish state in relation to hosting asylum seekers during the pre-asylum phase.

The number of asylum applicants from 1990–1999 in Denmark is shown in table 3.1 below<sup>1</sup>:

**Table 3.1: Total asylum applicants from 1990-1999**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Number of applicants	5,292	4,609	13,884	14,347	6,651	5,104	5,893	5,092	5,702	6,467

Source: The Ministry of the Interior

Table 3.1 shows that there was a significant growth in the number of asylum applicants in 1992 and 1993 followed by a significant decrease in numbers in 1994. From 1994 to 1999 the number of asylum applicants has been more or less constant.

### 3.2.2 Number of asylum statuses granted

Table 3.2 below shows that during the period from 1996 to 1999 the total number of asylum statuses has constantly been falling from 6639 in 1996 to 4425 refugee statuses granted in 1999. This amounts to a 33 % decrease in statuses granted. Table 3.3 shows that for most categories of statuses the number of asylum statuses granted has been more or less constant. By contrast, the number of de facto statuses granted has decreased every year from 1996 to 1999. From 1996 to 1999 there was a 41% decrease in numbers of de facto statuses granted.

As can also be seen from figure 3.3, the de facto status is the most used category when granting refugee status in Denmark. In 1999 the number of de facto statuses granted was just over double the number of convention statuses granted, while in 1996 the ratio was four to one.

**Table 3.2: Total number of statuses granted**

	Total numbers of statuses granted
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<sup>1</sup> Persons who are awaiting a decision according to the Dublin procedure are not included in table 3.1

1996	6639
1997	5024
1998	4567
1999	4425

**Table 3.3: Trends in the number of different statuses granted from 1996-1999**

	<b>Convention Status</b>	<b>De facto status</b>
1996	1,190	4,449
1997	976	3,409
1998	1,102	2,862
1999	1,136	2,618
	<b>Application from abroad</b>	<b>Quota refugees</b>
1996	44	674
1997	54	501
1998	34	444
1999	33	518
	<b>Residence permit on humanitarian grounds</b>	<b>Residence permit for exceptional reasons</b>
1996	70	212
1997	17	67
1998	42	83
1999	39	81

(Source: Danish Refugee Council, country report for Denmark 2000)

### 3.2.3 Main countries of origin

Table 3.4 below shows trends by country of origin of applicant. In the period from 1996 to 1999 the main national groups were Somalis, Iraqis, persons from the former Yugoslavia, stateless Palestinians and persons from Afghanistan.

**Table 3.4: Trends by country of origin of applicant**

1995		1996		1997		1998		1999	
Nationality	Applicants	Nationality	Applicants	Nationality	Applicants	Nationality	Applicants	Nationality	Applicants
Somalia	1,188	Somalia	1,420	Somalia	1,233	Irak	1,919	Irak	1,803
Iraq	547	Iraq	692	Iraq	827	Somalia	634	Slovakia	967
Bosnia-Herzegovina	484	Stateless Palestinians	607	Republic of Yugoslavia	407	Republic of Yugoslavia	371	Republic of Yugoslavia	868
Stateless Palestinians	480	Republic of Yugoslavia	359	Stateless Palestinians	393	Afghanistan	332	Afghanistan	534
Afghanistan	268	Bosnia-Herzegovina	309	Afghanistan	262	Stateless Palestinians	331	Somalia	486

Source: The Ministry of the Interior

### 3.2.4 Costs

All costs in relation to the handling of asylum applicants in the pre-asylum phase are paid by the Danish state. All costs are part of the overall budget of the Ministry of the Interior. The Ministry of the Interior and the Danish Immigration Service administer the allocation of resources related to the pre-asylum phase. Resources for the handling of Asylum seekers in reception and accommodation centres are delegated to the Danish Red Cross and the Danish Emergency Management Agency. These are responsible for the running of centres, including accommodation, handover of pocket money and money for living expenses, education, activities and health care.



**Table 3.5: Costs – 1999 figures**

ITEM OF EXPENDITURE	COSTS	COSTS PER PERSON PER DAY
Administrative handling of cases	168,100,000 kroner / 22,563,758 Euros	82.41 kroner / 11.06 Euros
Accommodation means of subsistence education + activities + health care including	661,500,000 kroner / 88,791,946 Euros	324.38 kroner / 43.54 Euros
• costs for unaccompanied minors <sup>2</sup>	47,300,000 kroner / 6,348,993.2 Euros	1,392.76 / 186.95 Euros
• costs for vulnerable persons <sup>3</sup>	36,800,000 kroner / 4,900,000 Euros	501.73 kroner / 67.35 Euros
Total costs	829,600,000 kroner / 111,355,700 Euros	406.80 kroner / 54.60 Euros

Source: The Ministry of the Interior/ Danish Immigration Service

### 3.3 Organisation of asylum procedure

As shown in figure 3.1 below, the key actors in relation to the Danish asylum procedure are:

#### The Ministry of the Interior

Responsible for:

- the overall asylum and immigration policies,
- international co-operation on asylum matters
- appeals in residence cases,
- granting of humanitarian residence permits

#### The Danish Immigration Service (An institution under the Danish Ministry of the Interior)

Responsible for:

- Registration of asylum-seekers (if Dublin Convention or safe third country concept not applicable)
- granting of convention and de facto status
- accommodation of asylum applicants,

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<sup>2</sup> Unaccompanied minors and persons who are assessed as especially vulnerable, such as victims of torture, live separate from other asylum applicants in special centres so that they can receive special care. The running costs of these centres are higher than the running costs of the ordinary centres, therefore the cost per day per unaccompanied child or vulnerable person is higher than for an ordinary asylum seeker.

- health services
- access to education
- access to activities

### **The National Police**

Responsible for:

- Entry control
- Investigation of the asylum seeker's identity and travel route.
- Application for a decision to the Danish Immigration Service in accordance with the Dublin Convention or safe third country concept
- Return of asylum seekers according to the Dublin Convention or to a safe third country outside the EU
- Return, including deportation of aliens

### **The Danish Refugee Council**

An NGO responsible for:

- independent refugee counselling, including
- information on social and legal rights of asylum seekers at weekly meetings at asylum centres
- legal assistance for asylum seekers who have been detained or who have already been asked to leave the country when trying to enter Denmark through an airport because passage via a safe third country is apparent from their travel documents.
- giving a second opinion on cases assessed as manifestly unfounded

### **The Refugee Board**

is the appeal authority in the asylum field. It is a quasi-judicial body comprising a chairman, who is a judge, plus four other members, two of whom are representatives of the authorities and two of whom are appointed by the Danish Refugee Council and by the Danish Bar and Law Society respectively. The board is responsible for the renewed consideration of manifestly unfounded cases which the Danish refugee Council has decided should be retried. Furthermore, the board automatically retries all applications that have been refused under the normal procedure.

### **The Danish Red Cross**

Responsible for:

- The physical housing and welfare of asylum seekers including the following points:
- The management of a booking system for placing asylum seekers in reception and accommodation centres

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<sup>3</sup> See footnote no. 2

- The management and running of the reception and accommodation centres
- The management of child care for children aged between 3-6 years.
- The management of schools for children aged between 6-17 years.
- The management of training and other activities for adults
- The management of health clinics
- The handing over of pocket money, clothes and food allowances

### The Danish Emergency Management Agency

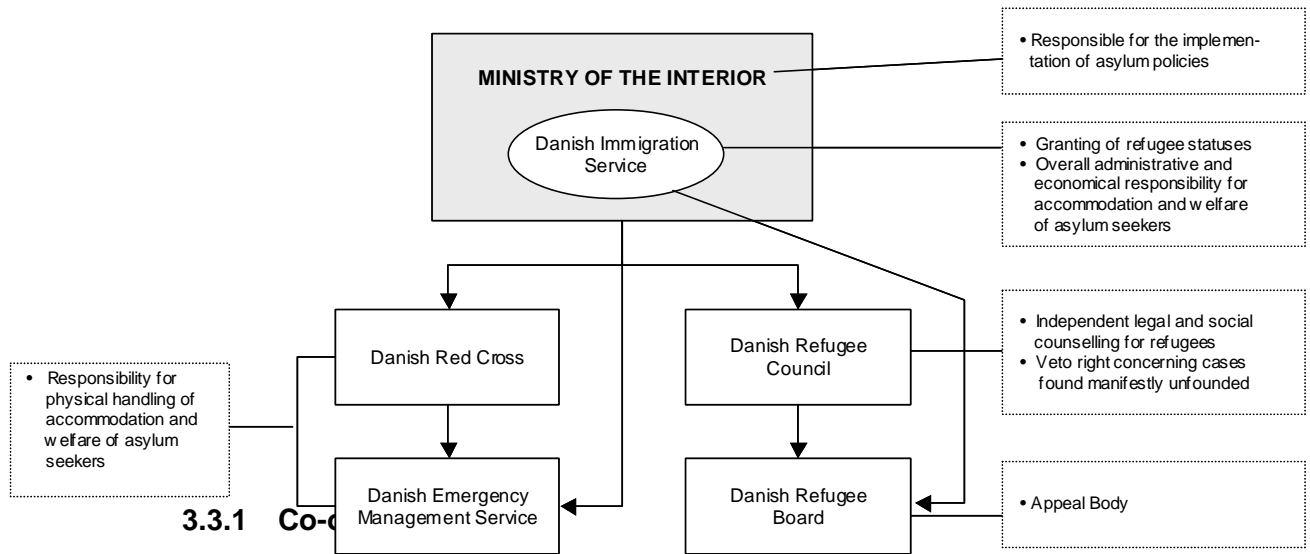
Responsible for

- The housing and welfare of asylum seekers at a few accommodation centres. Duties including the points cited above for the Danish Red Cross, with the exception of the management of the booking system, which is the sole responsibility of the Danish Red Cross).

Regional/local government has no responsibility with regard to the reception of asylum seekers. The sole exception is that regional governments have to pay for the hospitalisation of an asylum seeker accommodated in its region if it is on an acute basis.

Figure 3.1 below presents the organisations involved in the handling of asylum seekers in the pre-asylum phase

**Figure 3.1: Organisations involved in the pre-asylum procedure**



The Ministry of the Interior, including the Danish Immigration service, is the overall administrative and legal authority responsible for dealing with asylum seekers. Hence the Ministry is responsible for implementing asylum policy.

As explained in chapter 1, all costs in relation to the handling of asylum applicants in the pre-asylum phase are part of the overall budget of the Ministry of the Interior. The Ministry of the Interior and the Danish Immigration Service administer the allocation of resources related to the handling of asylum seekers. Resources for the handling of asylum seekers in reception and accommodation centres are delegated to the Danish Red Cross and the Danish Emergency Management Agency, who are responsible for the physical accommodation and welfare of asylum seekers.

The responsibilities and activities of the Danish Red Cross and the Danish Emergency Management Agency are decided in performance agreements with the Danish Immigration Service. These are negotiated every year.

Furthermore, the responsibility of The Danish Refugee Council is subject to a performance agreement with the Ministry of the Interior.

### **3.4 Legal basis**

Aliens (Consolidation) Act No. 600 of 23 June 2000 of the Danish Ministry of the Interior. (Bekendtgørelse af Udlændingeloven, nr. 600 af 23 juni 2000)<sup>4</sup> .

No distinction is made between Convention-status and de facto/B status applicants for asylum.

Temporary protection is only granted in accordance with specially adopted laws dealing with specific groups. An example of this is the Kosovo Emergency Act of 28 April 1999 (L 251), which was repealed on 31 May 2000 since<sup>5</sup>. However, temporary protection may still be granted to persons who belong to vulnerable groups or to persons otherwise in need of protection.

#### **3.4.1 Main changes**

The changes included are those relating directly to the reception conditions for asylum seekers.

Included in the adoption of the up-dated version of the Aliens Act no 600, 23 June 2000 is the following changes:

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<sup>4</sup> This is the latest updated version of the Aliens Act. The first Aliens Act was adopted in 1983.

<sup>5</sup> Persons who have been granted temporary protection in accordance with the Kosovo Emergency law and who have applied for asylum will have their applications considered

- Registration of asylum seekers is transferred from the police to the Danish Immigration Service
- A specification of the scope of the Danish Immigration Service's obligations with regard to reception and subsistence of asylum seekers has been made. This includes rejected asylum seekers awaiting deportation, those awaiting a decision according to the Dublin Convention, and those denied entry in accordance with the Dublin Convention.

Act no. 473, 1 July 1998 changed the Aliens (Consolidation) Act and the Penal Code in the following areas of relevance to asylum seekers:

- A further defining of the Aliens (Consolidation) Act § 7,2 regarding de facto refugees
- Asylum seekers who do not voluntarily contribute the information, which is essential to their asylum applications will not - in contrast to normal procedure - receive money for food or clothes, nor will they receive pocket-money. Instead they will receive food in physical form (§ 42a, 8, Aliens Act).

### **The latest major reform of asylum policy**

Aliens (Consolidation) Act. No 382 of 14 June 1995.

In accordance with the above-mentioned Act, as of 1 January 1996 the Danish Immigration Service took over asylum interviewing from the police.

The same law established the right to take an asylum seeker's fingerprints and record them electronically.

Further, the laws established that asylum seekers awaiting a decision according to the "safe third country procedure", including those awaiting deportation, must have access to legal advice from the Danish Refugee Council.

### **Proposals to modify current laws or practices**

The Danish authorities has not informed of any proposals to adopt the current law.

### **Types of status granted in Denmark**

In Denmark, two categories of refugee status exist:

- *Convention refugees* (These are asylum-seekers who satisfy the conditions set out in the UN Refugee Convention defining who is a refugee.)

- *De facto refugees* (Asylum-seekers who do not qualify directly as refugees according to the definition of the Refugee Convention may be eligible for asylum under the Danish rules of asylum for reasons similar to those listed in the Convention or for other weighty reasons which have resulted in a well-founded fear of persecution or similar outrages.)

Furthermore, under certain circumstances temporary protection can be granted to groups urgently in need of protection.

### **3.5 Arrangements immediately upon arrival**

When an alien applies for asylum in Denmark, the police institutes an examination of the identity and travel route of the person in question. The examination is to demonstrate whether there is a basis for refusing entry, either by sending the person in question to a safe third country or by transferring or retransferring the person to another EU Member State under the Dublin Convention. The asylum seeker has access to contact a lawyer at own expenses during these arrival arrangements.

If it is decided that Denmark is responsible for processing the asylum application, the asylum seeker fills out an application form and is then summoned for an interview with the Danish Immigration Service. After the interview an assessment is made as to whether the asylum-seeker has been or risks being exposed to any form of persecution that falls within the provisions of the Geneva Convention or the Danish Aliens Act. This assessment is based partly on the information provided by the asylum-seeker, and partly on information from the Danish Immigration Service about the asylum-seeker's country of origin. Assessments are made on the specific circumstances of an individual case.

If the Danish Immigration Service finds that the conditions for granting asylum are not fulfilled, the application for asylum is refused.

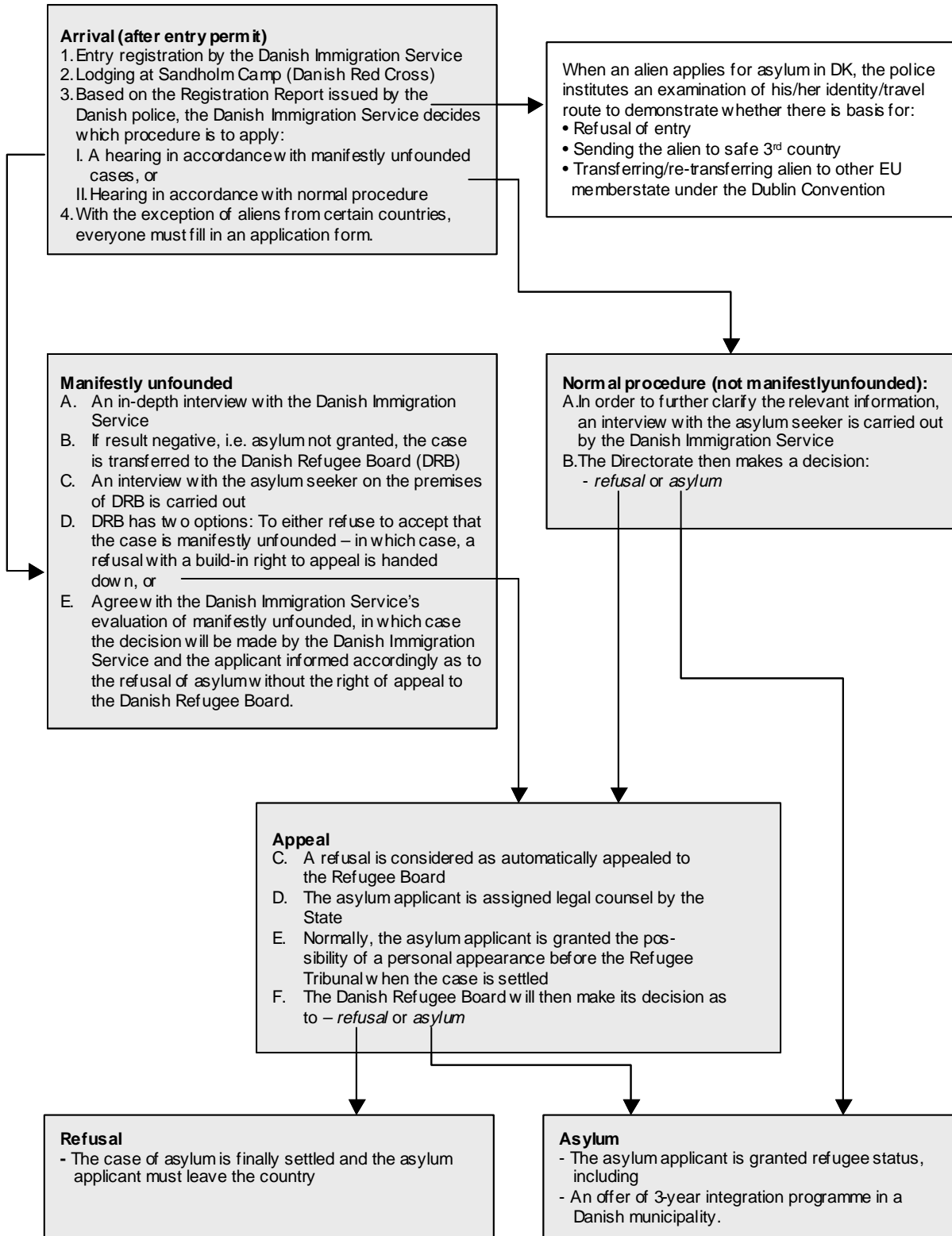
Two different procedures are applied for asylum cases: "Normal procedure" and "manifestly unfounded procedure". In both procedures, the Danish Immigration Service makes the decision in the first instance.

If asylum is refused under the normal procedure, the asylum case is automatically transferred to the Refugee Board, the appeal authority within the asylum field, with a view to examining the appeal. The decisions of the Refugee Board are final, which means that these decisions cannot be brought before other authorities or the Danish courts. The decisions of the Board are made by majority vote.

The manifestly unfounded procedure is applied in cases that are considered to be without prospect or unfounded. The Danish Immigration Service may refuse such cases without further possibility of appeal to the Refugee Board. It is a condition, however, that the Danish Refugee Council (NGO) must agree with the assessment made by the Danish Immigration Service. If the Danish Refugee Council disagrees (the so-called right of veto), the case will be processed under the normal procedure as described above.

If asylum is not granted, a residence permit may be obtained on other grounds. The main types of residence permits in question are humanitarian residence permits and residence permits for other exceptional reasons (e.g. unaccompanied minors and residence permits to asylum-seekers who cannot be returned).

**Figure 3.2: Asylum and reception procedures**





### 3.6 Accommodation

All asylum seekers arriving in Denmark are referred to a reception centre. Within a six-week period, which is the maximum time asylum seekers are supposed to stay in a reception centre<sup>6</sup>, the police completes the investigation of the applicants nationality and identity, the Danish Immigration Service conducts the registration and an interview with the applicant<sup>7</sup>, a medical screening including a TB check is performed and treatment for acute illnesses is offered. Also during the stay at the reception centre the asylum seeker receives clothes to last for the first 150 days in Denmark. (To a certain extent the asylum applicant can choose the clothes he or she wants in a second-hand clothes shop at the centre).

The Danish Red Cross operates the reception centres.

After the normal 4-6 week stay in a reception centre, the asylum seeker is moved to an accommodation centre.

50 accommodation centres are operated by the Danish Red Cross and 6 by the Danish Emergency Management Agency<sup>8</sup>. Resources for the handling of asylum seekers in reception and accommodation centres are delegated to the Danish Red Cross and the Danish Emergency Management Agency from the Ministry of the Interior.

The accommodation centres are located all over Denmark. It is the responsibility of the Danish Immigration Service to buy or rent buildings to be used as accommodation centres. Most accommodation centres have been established in former military barracks, rest homes, hospitals or in so-called "refugee villages".

Table 3.6. below sums up the reception and accommodation capacity in Denmark:

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<sup>6</sup> No legal rule exists regarding how long an asylum seeker may stay in a reception centre. As a rule the asylum seeker must be transferred to an accommodation centre. Exceptions are made for asylum seekers, who are sick, about to give birth, undergoing medical check for TB, awaiting departure due to refusal of admission, if the police or the DIS has asked to have the transfer postponed or if other special circumstances are present

<sup>7</sup> The investigation carried out by the police is not necessarily terminated within six weeks, nor does the Danish Immigration Service necessarily conduct the asylum interview within six weeks.

<sup>8</sup> One of the accommodation center run by the Danish Emergency Management Agency is closed pr. 31<sup>st</sup> of December 2000.

**Table 3.6: Number of reception centres:**

Number of reception centres	2
Capacity of reception centres	1,093
Number of accommodation centres	55
Capacity of accommodation centres	7,541
Total capacity of reception/accommodation centres	8,634
Number of persons accommodated in private housing	129 accommodated outside centres

The stage of the asylum procedure and the type of status sought do not affect the type of accommodation offered.

If approved by the Danish Immigration Service, the applicant may choose to be accommodated outside the reception/accommodation centres at his/her own expense. However, the Danish Immigration Service pays for health care.

The Danish Immigration may pay the expenses of living outside the reception/accommodation centres (not including lodging) if this is deemed necessary due to special needs. In April 2000, 129 asylum applicants out of a total 7317 were accommodated outside the reception/accommodation centres.

### 3.6.1 Names and addresses of reception and accommodation centres

Reception / Accommodation centre	Name and Address	Authority managing	Authority financing	Capacity
Reception	"Sandholm" Sandholmgaardsvej 40 DK-3460 Birkerød	Danish Red Cross	Ministry of the Interior	410
Reception	"Avnstrup" Avnstrupvej 1 DK-4330 Hvalsø	Danish Red Cross	Ministry of the Interior	683
Accommodation	"Holmegaard" Gulstavvej 7 DK-5935 Bagenkop	Danish Red Cross	Ministry of the Interior	245
Accommodation	"Gudme" Sognevej 1 DK-5884 Gudme	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Anneks afd." Ørstedsgade 4 DK-5900 Rudkøbing	Danish Red Cross	Ministry of the Interior	267
Accommodation	"Hashøj" Vemmeløsevej 38 DK-4261 Dalmose	Danish Red Cross	Ministry of the Interior	70
Accommodation	"Gribskov" Gantekrogsvej 9 Mårum DK-3230 Græsted	Danish Red Cross	Ministry of the Interior	40
Accommodation	"Fasan" Tesdorpsvej 25 DK-2000 Frederiksberg	Danish Red Cross	Ministry of the Interior	50
Accommodation	"Stenlille"	Danish Red Cross	Ministry of the Interior	70

Reception / Accommodation centre	Name and Address	Authority managing	Authority financing	Capacity
	Omkørselsvejen 2 DK-4295 Stenlille		Interior	
Accommodation	"Kongelunden" Kalvebodvej 250 DK-2791 Dragør	Danish Red Cross	Ministry of the Interior	65 care +138 residence
Accommodation	"Lynæs" Fortvej 7 DK-3390 Hundested	Danish Red Cross	Ministry of the Interior	21 children + 89
Accommodation	"Helsingør" Gl. Hellebækvej 60 A DK-3000 Helsingør	Danish Red Cross	Ministry of the Interior	156
Accommodation	"Skibby" Bronzeager 8 DK-4050 Skibby	Danish Red Cross	Ministry of the Interior	147
Accommodation	"Vipperød" Roskildevej 264 DK-4390 Vipperød	Danish Red Cross	Ministry of the Interior	160
Accommodation	"Margrethholm" Refshalevej 100 DK-1432 København K	Danish Red Cross	Ministry of the Interior	25 children + 303
Accommodation	"Tårnby" Gammas Allé 201-203 DK-2770 Kastrup	Danish Red Cross	Ministry of the Interior	85
Accommodation	"Sigerslev" Mandehoved 9 DK-4660 St. Heddinge	Danish Red Cross	Ministry of the Interior	309
Accommodation	"Storstrøm, anneks afd." Industriparken 1 Øster Tørebym DK-4800 Nykøbing F	Danish Red Cross	Ministry of the Interior	230
Accommodation	"Fakse Ladeplads" Klintevej 10 DK-4654 Fakse Ladeplads	Danish Red Cross	Ministry of the Interior	66
Accommodation	"Holeby" Smedeengen 2 DK-4960 Holeby	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Hvilested" Hvilestedet 9 DL-4290 Søllested	Danish Red Cross	Ministry of the Interior	128
Accommodation	"Nysted" Ndr. Kongemarksvej 20A DK-4880 Nysted	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Stubbekøbing" Åstrupvej 4 B DK-4850 Stubbekøbing	Danish Red Cross	Ministry of the Interior	75
Accommodation	"Vesterborg" Rosningevej 9 DK-4953 Vesterborg	Danish Red Cross	Ministry of the Interior	115
Accommodation	"Rønne" Vibegårdsvej 5 DK-3700 Rønne	Danish Red Cross	Ministry of the Interior	244
Accommodation	"Kulturhus & Aktivitetshus" Storegade 30 DK-3700 Rønne	Danish Red Cross	Ministry of the Interior	63

<b>Reception / Accommodation centre</b>	<b>Name and Address</b>	<b>Authority man-aging</b>	<b>Authority fi-nancing</b>	<b>Capacity</b>
Accommodation	"Visse" Vissevej 44 DK-9210 Ålborg SØ	Danish Red Cross	Ministry of the Interior	185
Accommodation	"Arden" Blåkildevej 46 D DK-9510 Arden	Danish Red Cross	Ministry of the Interior	56
Accommodation	"Brovst" Vestkystvej 78-80 DK-9460 Brovst	Danish Red Cross	Ministry of the Interior	151
Accommodation	"Farsø" Baldersvej 4 DK-9640 Farsø	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Frederikshavn" Niels Bohrs Vej 1 DK-9900 Frederikshavn	Danish Red Cross	Ministry of the Interior	147
Accommodation	"Hadsund" Industriparken 2-4 DK-9560 Hadsund	Danish Red Cross	Ministry of the Interior	130
Accommodation	"Hjørring" Børge Christensens Vej 12 DK-9800 Hjørring	Danish Red Cross	Ministry of the Interior	189
Accommodation	"Nørhald" Bakkegårdsvej 10 DK-8983 Gjerlev J.	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Ulsted" Jyllensgade 14 Ulsted DK-9370 Hals	Danish Red Cross	Ministry of the Interior	76
Accommodation	"Randers" Langvangen 8 DK-8900 Randers	Danish Red Cross	Ministry of the Interior	322
Accommodation	"Ebeltoft" Mariesmindevej 1 Hus 5-6 DK-8400 Ebeltoft	Danish Red Cross	Ministry of the Interior	40
Accommodation	"Brejning" J.L. Varmingsvej 4 DK-7080 Børkop	Danish Red Cross	Ministry of the Interior	197
Accommodation	"Østervold" Østervoldgade 26 DK-7000 Fredericia	Danish Red Cross	Ministry of the Interior	75
Accommodation	"Tjæreborg" Sneumvej 301 DK-6731 Tjæreborg	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Løjt" Sandskærvej 580 DK-6200 Aabenraa	Danish Red Cross	Ministry of the Interior	270
Accommodation	"Grøngrøft" Grøngrøft Vej 16 DK-6200 Aabenraa	Danish Red Cross	Ministry of the Interior	103
Accommodation	"Stensbæk" Stensbækvej 29 DK-6510 Gram	Danish Red Cross	Ministry of the Interior	118
Accommodation	"Midtjylland" Haldumvej 1 DK-8382 Hinnerup	Danish Red Cross	Ministry of the Interior	75
Accommodation	"Brædstrup" Skovbrynet 1 DK-8740 Brædstrup	Danish Red Cross	Ministry of the Interior	120
Accommodation	"Galten" Søringen 10 DK-8464 Galten	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Gjern"	Danish Red Cross	Ministry of the	122

Reception / Accommodation centre	Name and Address	Authority managing	Authority financing	Capacity
	Hedevej 20 DK-8882 Fårvang		Interior	
Accommodation	"Hinnerup" Haldumvej 1 DK-8382 Hinnerup	Danish Red Cross	Ministry of the Interior	110
Accommodation	"Kraglund" Kraglundvej 55 DK-8450 Hammel	Danish Red Cross	Ministry of the Interior	20
Accommodation	"Them" Nattergalevej 1 DK-8654 Bryrup	Danish Red Cross	Ministry of the Interior	110
Accommodation	"Thyregod" Thyregodvej 44 DK-7323 Give	Danish Red Cross	Ministry of the Interior	100
Accommodation	"Tinghøj" Søndergade 58 DK-7850 Stoholm	Danish Red Cross	Ministry of the Interior	122
Accommodation	"Albanigade" Albanigade 23A DK-5000 Odense C	Danish Emergency Management Agency	Ministry of the Interior	?
Accommodation	"Broby" Flintebjergvænget 121 DK-5672 Broby	Danish Emergency Management Agency	Ministry of the Interior	122
Accommodation	"Ejby" Halvej 7 DK-5592 Ejby	Danish Emergency Management Agency	Ministry of the Interior	35
Accommodation	"Hjallese" Hestehaven 104 DK-5260 Odense S	Danish Emergency Management Agency	Ministry of the Interior	175
Accommodation	"Indkvarteringscenter Middelfart" Viaduktvej 28 DK-5500 Middelfart	Danish Emergency Management Agency	Ministry of the Interior	151

### 3.6.2 Standards and facilities in reception and accommodation centres

The general standard and the facilities available in the centres seem to be good. The Red Cross has developed 24 standards for the facilities at the centres, which should ensure that the standard of facilities in different centres is at a similar level.

There is a rule for the general standard of accommodation which specifies a minimum of 5 m<sup>2</sup> per person and a maximum of 10 persons per toilet and bath.

Families and couples are usually accommodated in their own rooms, while 4-5 single persons must share a room. Some rooms have their own toilet and bath facilities, and some toilet and bath facilities are collective.

All asylum seekers except for the mentally ill and unaccompanied minors are expected to cook for themselves. Thus, all centres are equipped with kitchen facilities either attached to family rooms or in big kitchens with many cooking facilities.

All centres offer child care for children aged 3-6 years.

All centres have information centres/cafés where asylum seekers can use the Internet, read newspapers and so on.

All centres have activity rooms for adults. The kinds of activity room vary.

Some centres (the so-called mother centres) have school facilities for children aged between 6 and 17. Children from centres without school facilities are transported to the mother centres by bus. The mother centres also have health clinics where asylum applicants from other centres are referred for consultations.

The Sandholm reception centre, which is the biggest and one of the oldest centres in Denmark, was visited. The standard of facilities seemed relatively high. Everywhere the centre seemed clean and well kept. Kitchen facilities are modern; the rooms of the childcare are big and have many different toys, just like any other day care in Denmark. School and activity facilities appear fine. The rooms for living were small but clean with a bed and a small wardrobe per person.

### **3.6.3 Special treatment**

Unaccompanied children live in special centres. Single women live in separate rooms and use separate toilets and baths.

Single women and single women with children might be accommodated in a special centre solely for women and single women with children. Women are referred to this special women's centre when for various reasons it has been determined that they would benefit from being separate from men.

Family members are accommodated together.

Victims of torture or organized violence may be accommodated in a special centre for traumatised persons. If deemed necessary these people may be accommodated in a centre for victims of torture for treatment.

There are no special accommodation policies for specific religious or ethnic groups.

### 3.6.4 Possible changes

It is a long-term goal that all rooms in accommodation centres should have their own private toilet, bath and kitchen.

### 3.7 Means of subsistence

In order to receive financial assistance, it is a condition that applicants must live in a reception or an accommodation centre, unless special permission to reside outside the centre is granted due to psychological or social reasons.

Upon arrival an asylum seeker is typically offered a package containing items essential while accommodated in a centre, such as kitchen equipment. Furthermore, if necessary an alien will receive clothes during the first 150 days of his stay in the registration/accommodation centre.

The asylum seeker receives an allowance for food and pocket money every two weeks. The applicant also receives a clothing allowance after remaining in a centre for 150 days.

An alien who is staying in Denmark and whose application for asylum has been taken up for examination is entitled to have the expenses for his stay paid by the Danish Immigration Service.

However, the Danish Immigration Service may decide that an alien with sufficient personal means will not have his or her household expenses for the stay defrayed. The payment for aliens under 14 years is 11.80 Euros per 24-hour period, and 16.89 Euros per 24-hour period for aliens aged 14 years or older. An alien can be ordered to pay for a maximum of 90 days and nights.

**Table 3.7: Financial assistance for asylum seekers at centres**

Euros per day			
	Clothes allowance	Food allowance	Pocket money allowance
Children 0-13 years	1.00	4.26	0.85
Children 14-17 years	1.00	4.70	2.15
Adults	1.00	5.10	3.99

The Danish Immigration Service may decide that an alien falling within the first sentence will not have the expenses for his stay defrayed except for food, lodging and health services, if:

- He fails to appear for an interrogation conducted by the Danish Immigration Service or the police to which he has been summoned
- He has exhibited violent or threatening behaviour to persons performing duties in the running of an accommodation centre for aliens or to other persons staying at the accommodation centre
- He does not comply with the decision of the Danish Immigration Service that he must stay at a place determined by the Danish Immigration Service
- He disregards an order to perform necessary duties in relation to the running of the accommodation centre
- He is wanted by the police with a view to service, departure control or return
- Unless particular reasons make it inappropriate, the Danish Immigration Service shall decide that an alien who lodges an application for asylum on or after entry and does not assist in providing relevant information will not have the expenses for his stay defrayed other than for food, lodging and health services
- The police is making arrangements for the alien's departure and the alien does not assist therein.

Only the latter condition concerning the provision of information is used on a regular basis.

As mentioned above, an alien will have the expenses of his stay paid by the Danish Immigration Service up to and including the end of the first complete month following the date of the issue of the residence permit to the person in question. It is a condition that the alien lives in an accommodation centre, or that the Danish Immigration Service has allowed the person to be accommodated elsewhere.

The Danish Immigration Service does not give financial assistance to an asylum seeker who is married to a Danish citizen or to a person with a Danish residence permit. In these cases the spouse is responsible for maintaining the applicant. If the spouse cannot provide for the applicant, the local authority may provide financial assistance.

### **3.7.1 Possible changes**



### **3.8 Access to education**

Children of school age staying in Denmark and whose applications for asylum have been taken up for examination must undergo primary education<sup>9</sup>.

The children are not allowed access to ordinary Danish state schools, but schools run by the Red Cross in the mother centres offer the same degree and content of tuition as that offered to bilingual children in ordinary state schools.

This means that children between 6 and 17 years must have at least 20 to 28 hours of tuition a week.

Further information may be found in Act no. 550 of 26 June 1999 on teaching and activation of asylum seekers.

#### **Access to secondary education**

Children always have access to secondary education. Participation in secondary education is required.

There are no possibilities to sanction in access to secondary education.

#### **Educational activities for adults**

Educational opportunities are offered to adults.

Adults are entitled to receive a minimum 5 hours of tuition a week. More may be offered.

Adults between 17-25 years are entitled to 10 hours of tuition a week.

Tuition in Danish, English and Danish society must be offered. Additionally tuition in the mother tongue, other languages, information technology etc. may be offered.

However, it should be noted that during the first six weeks in a reception centre only tuition in the Danish language and Danish society are offered (please note that only exceptionally do asylum seekers stay more than six weeks in a reception centre).

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<sup>9</sup> Children staying at a reception centre must be offered at least 20 tuition hours a week. If they stay for more than 6 weeks at the reception centres they are entitled to the same amount and content of tuition as is offered for bilingual children in ordinary state schools.

Statistics for the choices made by adults regarding educational activities are not available.

It is not possible to sanction in the access to adult education

### **Language and mother tongue tuition**

Language tuition is mandatory for minors. The same rules apply as for bilingual children in Danish state schools.

Language tuition is available to adults.

Mother tongue tuition is mandatory for minors. The same rules apply as for bilingual children in Danish state schools.

It is not possible to sanction in the access to neither language nor mother tongue tuition.

Table 3.8 below sums up the access to education for asylum seekers in Denmark.

**Table 3.8: Access to education**

	<b>Children</b>	<b>Adults</b>
Mother tongue tuition	Mandatory for minors.	Tuition in mother tongue, other languages, IT etc. may be offered.
Language tuition	With regard to minors it is mandatory.	Language tuition is an offer. Tuition in the Danish and English language and knowledge about the Danish society must be offered. However it should be noted that during the first six week in the reception centre only tuition in Danish language and Danish society are offered
Access to primary school	Children of school age staying in Denmark and whose applications for asylum have been taken up for examination must participate in primary education During the first 6 weeks in a reception centre a child is entitled to at least 20 tuition hours a week. In the accommodation centre the child is entitled to the same tuition as bilingual children in the Danish school. The rules applying to children in accommodation centres also applies to children who stay more than 6 weeks in a reception centre	-
Access to secondary school	Required	-
Access to vocational training		-
Access to further education		-
Educational possibilities		Available. Adults are entitled to receive a minimum 5 hours of tuition a week. More may be offered. Adults between 17-25 years are offered up to 10 hours of tuition a week.

### 3.8.1 Possible changes

## 3.9 Access to the labour market

As a general rule, asylum seekers are not allowed to seek and take paid work during the asylum procedure.

An alien staying in Denmark and whose application for asylum has been taken up for examination may do unpaid humanitarian work or other voluntary work.

### **3.9.1 Possible changes**

During summer 2000 the right of asylum seekers to take paid work has been subject to political debate. No concrete proposals have been put forward.

### **3.10 Access to health care**

On making an asylum application and/or when arriving in Denmark, asylum seekers undergo a health screening. The screening is a general health check including a TB test. The screening is a requirement.

The health screening includes a talk with a nurse about the asylum seeker's general well-being. If a person states that he or she has been a victim of torture or organised violence he/she will be interviewed by a psychiatrist in order to evaluate whether treatment is required or special accommodation should be provided. The interview with the psychiatrist is not mandatory.

An alien who is staying in Denmark and whose application for asylum has been taken up for examination is entitled to medical treatment paid for by the Danish Immigration Service. However, access to medical care is conditional on the alien living in a reception/accommodation centre, or on the Danish Immigration Service permitting residence outside the accommodation centre.

The asylum seeker's access to medical care includes ordinary as well as acute medical treatment, including dental care.

The Danish Immigration Service - upon the recommendation of a doctor - has to approve treatment for chronic diseases, which is only given if the treatment is necessary, urgent and pain relieving.

The Danish Immigration Service pays for all medical care except for acute treatment, which is paid for by the regional authority.

Medical insurance schemes do not exist for asylum seekers.

The stage of the asylum procedure or the type of status sought do not affect access to medication or urgently-required treatment.

If the asylum seeker is married to a Danish citizen or to a person with a residence permit, the spouse is responsible for the cost of treatment. If the spouse does not possess the necessary funds the local authority may pay.

An alien to whom a residence permit has been issued according to §7 of the Aliens Act or other protection under national law will have medical expenses paid for by the Danish Immigration Service up to and including the end of the first complete month following the date of the issue of the residence permit to the person in question. After this period, the person falls under the public health system.

### **Special care for special groups**

Asylum seekers who are mentally ill, suffering from post-traumatic stress or who are victims of organized crime or torture can receive mental health treatment if this is deemed necessary. Severe cases of torture may be referred for further treatment to the Danish Centre for Torture, a centre established for the care of victims of torture.

Furthermore, asylum seekers who are mentally ill, suffering from post-traumatic stress or who are victims of organized crime or torture can be accommodated in a special accommodation centre for traumatized persons.

Pregnant women receive the same special medical attention during their pregnancy and delivery as ordinary Danish citizens who are pregnant. This means that they are entitled to regular consultations and check-ups from a doctor and a midwife.

Minors are entitled to the same special health care programmes and medical attention as children who are Danish citizens, such as a vaccination programme and special attention from a visiting nurse regarding physical and mental growth.

### **Responsibility for health care**

The Danish Red Cross is responsible for the provision of health care with regard to health screening. In practice this means that the Red Cross has special agreements with ordinary Danish doctors to perform consultations at the reception and accommodation centres.

The Danish Red Cross and the Danish Immigration Service are responsible for the provision of health care in relation to urgent and chronic diseases.

The Danish Immigration Service covers all expenses except acute treatments, which are covered by the regional authorities.

Table 3.9 below summarises the access to health care for asylum seekers in Denmark.

**Table 3.9: Access to health care**

	<b>In general</b>	<b>Children</b>	<b>Pregnant women</b>	<b>Adults</b>	<b>Victims of torture or rape</b>
Health screening on arrival	All asylum seekers are subjected to a health screening. The screening is a general health check including a TB test.				If a person states that he or she has been a victim of torture or organised violence, he or she will be offered a talk with a psychiatrist. It will be determined whether treatment is required or special accommodation should be provided.
Psychological assistance	Asylum seekers who are mentally ill or suffering from post-traumatic stress can receive mental health treatment if deemed necessary. Furthermore, such persons can be accommodated in a special accommodation centre for traumatized persons.				Asylum seekers who are victims of torture and other organised violence can receive mental health treatment if deemed necessary. Severe cases may be referred for further treatment to the Danish Centre for Torture. Additionally, such persons can be accommodated in an accommodation centre for traumatized persons.
Enrolment in health care programme	An alien who is staying in Denmark and whose application for asylum has been taken up for examination is entitled to medical treatment paid for by the Danish Immigration Service.	Minors receive the same free health care as Danish children.	The woman will receive normal medical attention during the pregnancy and delivery.		

### 3.10.1 Possible changes

## 3.11 Rules on detention and restrictions on free movement

### General rules for restrictions on movement

To begin with, asylum seekers have to stay at a reception/accommodation centre in order to receive financial assistance. However, an asylum seeker may be permitted to stay outside the reception/accommodation centre and still receive economic assistance if the Danish Immigration Service deems that staying outside the centre is nec-

essary for social or psychological reasons. Also the asylum seeker has the right to choose to be accommodated outside the reception/accommodation centres at his/her own expense. In these cases the Danish Immigration Service only pays for health care.

The Danish Immigration Service may decide that notwithstanding his possession of sufficient means to pay for accommodation and stay outside the centre, an alien must stay at a place determined by the Danish Immigration Service.

Criteria used when deciding whether to detain an asylum seeker

The police may order that the alien is deprived of liberty if police measures are insufficient to ensure enforcement of

- denial of entry
- expulsion
- transfer or retransfer under the Dublin Convention
- the return of an alien who is otherwise not entitled to stay in Denmark.

An alien whose application for asylum is being examined under the accelerated procedure may be deprived of liberty in order to ensure his presence during the examination of his case.

An alien may be deprived of liberty if he fails to comply with the decision of the Danish Immigration Service to stay at a predetermined location. The same applies for an applicant who fails to appear for an interrogation with the police or the Danish Immigration Service.

Furthermore, an alien who has shown violent or threatening behaviour towards staff at a reception/accommodation centre, or has been obstructing them in carrying out their duties may be deprived of his liberty.

### **Possibilities of appeal against detention**

An alien deprived of liberty under the above-mentioned criteria must, if he has not already been released, be presented before a court within 3 full days after the enforcement of deprivation of liberty; and the court shall rule on the lawfulness of the deprivation of liberty and its continuance.

The court shall assign an attorney to act on behalf of the alien.

The decision of the court must be made by court order subject to interlocutory appeal. If the alien is deprived of liberty at the time the decision is made and his deprivation of liberty is found lawful, the court order must determine a time limit for his continued detention. The court may extend this time limit at a later date, but by no more than 4 weeks at a time. If the deprivation of liberty has been effected subsequent to examination under the procedure for manifestly unfounded applications, the deprivation of liberty may be upheld under this provision for no longer than 7 days after the enforcement of the deprivation of liberty.

### **Length of detention**

Detentions are mainly related either to the identification of the asylum seeker, i.e. at the beginning of the asylum procedure, or to deportation, i.e. at the end of the asylum procedure.

Detentions relating to investigation of the identity of asylum seekers will generally last no longer than four weeks<sup>10</sup> whereas detention prior to the deportation of an asylum seeker may last longer.

The maximum legal length of detention allowed is four weeks.

### **3.12 Differences in treatment dependent on the stage of asylum procedure and the type of status sought**

A general principle is that there are no distinctions in the treatment of asylum seekers according to the stage of the asylum procedure or the type of status sought. All asylum seekers are treated the same way throughout the procedure. An asylum seeker cannot apply for a special type of status. The Danish authorities automatically treat an application for refugee status as an application for all possible kinds of statuses, beginning with Convention status.

Even when an asylum applicant has received a negative final decision so that he will have to leave Denmark within two weeks<sup>11</sup> he still has exactly the same rights to education, accommodation etc. as other asylum seekers. In case a person has received a final negative of his asylum application and does not cooperate with regard to his de-

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<sup>10</sup> An asylum seeker can only be detained in accordance with the provisions of the Administration of Justice Act, which means that an asylum seeker may be detained of a maximum of four weeks at a time

<sup>11</sup> An asylum seeker who has received a final negative decision of an asylum application tried in the so-called "normal procedure" will have a departure date fixed for two weeks after the final decision. With regard to negative decisions taken according to the manifestly unfounded procedure the departure date is fixed to take place immediately.



parture from Denmark the Danish Immigration Service may decide that he will only have his expenses for food, lodging and health services defrayed. For similar reasons, sometimes a box of food replaces the cash subsistence allowance during the last two weeks<sup>12</sup> .

However as is shown in table 3.10 there are a few exemptions to the general principle of equal treatment all through the asylum procedure.

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<sup>12</sup> The lunchbox system is mostly applied in relation to asylum seekers who do not cooperate with regard to procuring information for his asylum case or in relation to persons who have received a final negative decision on their asylum application and who do not cooperate with regard to his departure from the country.

**Table 3.10: Differences in treatment**

Differences in treatment according to:			
	Stage of asylum procedure	Type of status sought	Vulnerable groups
Accommodation	Usually asylum seekers stay in a reception centre 4-6 weeks. After that they are referred to an accommodation centre		Unaccompanied children live in special centres. Single women and single women with children may be accommodated in a special centre solely for women and single women with children. Victims of torture or organized violence may be accommodated in a special centre for traumatised persons.
Means of subsistence	In case a person has received a final negative of his asylum application and does not cooperate with regard to his departure from Denmark the Danish Immigration Service may decide that he will only have his expenses for food, lodging and health services defrayed. For similar reasons sometimes a box of food replaces the cash allowance for subsistence		
Education	During the first 6 weeks in a reception centre a child is entitled to at least 20 tuition hours a week. In the accommodation centre the child is entitled to the same tuition as bilingual children in the Danish school. The rules applying to children in accommodation centres also applies to children who stay more than 6 weeks in a reception centre		
Labour market related activities		Persons granted temporary protection under the Kosovo law have access to the labour market	
Healthcare			Persons suffering from mental illness or post-traumatic stress, or who are victims of organized crime or torture may receive mental health treatment if deemed necessary. Severe cases of torture may be referred to the Danish Centre for Torture. Minors and pregnant women are entitled to the same special health care programmes and medical attention as Danish citizens.

### 3.13 Political atmosphere surrounding refugees and immigrants

#### Modern history

After the Second World War the traditional Danish self-perception of being a country governed by humanistic principles was established. This self-perception includes a widespread willingness to help and protect asylum seekers and refugees. This attitude grew out of the rescue of the Danish Jews during the Second World War. Later in 1956, when the first bigger influx of refugees (Hungarians) came to Denmark, there was nationwide understanding and support from the Danish people. During the 1960s and the 1970s it was primarily people from Portugal and Latin America who asked for asylum in Denmark. During that time refugee matters were not a political issue, in the sense that this willingness to let people into Denmark was not questioned.

Also in the 1960s foreign workers were invited to come to Denmark. This meant that large groups of mainly Turkish workers received residence permits. Due to a declining economic situation, in 1972 a total embargo on immigrant workers was adopted in parliament, which has been maintained ever since. During the 1970'ies the Danish people and politicians began to discuss and realise that that the immigrants were not a temporary but a permanent phenomenon. Since then questions in relation to asylum seekers, refugees and immigrants periodically recurrent have been important in Danish politics.

In 1973 an ultra rightwing party was elected to Parliament for the first time in Danish history, on a programme, which focused mainly on introducing minimal taxation. During the 1980s and the 1990s this party plus a splinter group, which formed another rightwing party came to play a major role, with a shift of focus from a programme based on minimal taxation to one of excluding refugees and immigrants.

During the 1980s the number of asylum seekers grew and new groups of refugees came to Denmark, mainly from Sri Lanka and the Middle East. This intensified the refugee debate.

During the 1990s the debate on refugees and immigrants has grown more intense, and some would say more hostile, towards refugees and immigrants than ever before. By the end of the 90s it had become much more widely acceptable to express negative attitudes about refugees and immigrants and to spread negative stories about them.

### **3.13.1 The public debate**

On the one hand, the public debate in Denmark is characterized by being single-issue-orientated and not clearly distinguishing problems relating to refugees from problems relating to immigrants in general. (Typical single-issue stories are those about foreigners involved in fraud to obtain social benefits, drug dealing, people-smuggling, rape, pro forma marriages to achieve family reunification, and so on)

On the other hand, it appears that the many single-issue stories in the media involving refugees and immigrants have also led to more thorough and thoughtful debate on how to integrate foreigners into the Danish society.

Other very typical stories in the media concern refugees and immigrants who fail to integrate into Danish society. These stories can be divided into two groups. The first group of stories portrays foreigners as uninterested in integrating, such as those about women who have lived in Denmark for 20 to 30 years and still cannot speak Danish, or about foreign parents who send their children to Islamic private schools instead of Danish state schools. The other group of stories portrays Danish society as not being interested in and/or being poor at integrating foreigners. These stories mostly focus on the widespread problems of non-Western European or non-American foreigners in finding employment in Denmark, even when they have an academic background.

It may be said that many of the commonest stories concern the interface between Danish and (usually) Muslim cultures. The female headgear of Muslim women is periodically the subject of heated discussion in Denmark, as are arranged marriages and the unwillingness of some Muslim parents to let their children participate in physical education and creative subjects in Danish state schools. In addition, one could say that the discussions relating to the interface of different cultures since the beginning of the 1990s have sparked off a profound debate about Danish identity and on the values Danish society is or should be built on.

Apart from stories concerning the smuggling of people there are very few which treat issues relating to asylum seekers as being distinct from those concerning refugees and immigrants. But a few stories regarding asylum seekers have turned into a nationwide political debate, namely:

- **Discussion of de facto status**

Two and a half years ago some mayors started a debate on the de facto status, claiming that it was granted to people who were not individually persecuted. The political debate has been intense, and has been characterized by the right wing parties'

claim that the de facto status makes Denmark one of the easiest countries to obtain asylum in, and hence a magnet for asylum seekers.

- **The so-called 'lunch box case'**

Two years ago it was decided that an asylum seeker who were not sufficiently helpful in providing information about his identity, travel route and so on for his case should not be paid the normal subsistence allowances. Instead they were to receive a lunch box. This gave rise to a nationwide debate on asylum seekers and their allowances. For a time the debate resulted in a very high percentage of asylum seekers receiving their subsistence in the form of a "lunch box". Now, two years later, the lunch box system is almost only used with asylum seekers who have been expelled.

- **The right to take paid work**

In summer 2000 there was a small public debate about whether asylum seekers should be granted the right to take paid work. The debate has not resulted in concrete proposals for a change in the law.

### **3.13.2 The political debate**

The situation in the media is reflected at the political level. The many stories in the news media make the subject of refugees and immigrants one of high political attendancy, both for individual politicians and for their parties.

On the one hand, politicians react ad hoc to single-issue stories in the media asking for an immediate change in the law. This is especially prevalent with issues of criminality among foreigners, where it is frequently debated whether the rules for expelling criminal foreigners should be tightened.

On the other hand, in 1999 Denmark acquired a comprehensive new Law of Integration whose main purpose was to secure better integration of refugees and immigrants, and according to which refugees and immigrants are entitled / subject to a three-year integration programme rather than the previous one-and-a-half-year programme. This law can be seen as a longerterm result of the lengthy debate in the 1990s concerning integration problems.

So, problems and questions relating to refugees and immigrants are frequently very hot issues in Danish political debate.

### **Attitudes among the Danish people**

In relation to matters concerning foreigners, the Danish people are roughly divided into three groups:

1. A group which is generally hostile towards foreigners. This group believes that foreigners in Denmark are a threat to Danish culture and values. According to it, Muslims especially should be denied residence in Denmark, since the differences between Danish and Islamic cultures are too great to overcome. This group is rather small but has been growing during the 1990s. People in this group usually belong to the ultraright of the political spectrum, but one will also find some conservatives, liberals and social democrats in this group.
2. A group which is generally very positive towards refugees and immigrants. This group believes that foreigners are a gift to Danish culture and society. People in this group do not believe it is a problem to live with foreign cultures. On the contrary, the chance to become enriched through encountering other cultures is seen as a gift to Danish culture. This group has become smaller during the 1990s. People in this group usually belong to the left in Danish politics, but the group also includes quite a lot of people belonging to "The liberal left" (a small party which is currently part of a coalition government together with the social democrats). The group as a whole supports a multicultural model of society.
3. A group of people between the other two which believes that Denmark should maintain a humanistic attitude towards foreigners who need help, but should also be aware of the fact that letting foreigners into Denmark will give rise to new social problems. The group is in general not supportive of a multicultural model of society, but believes that it is possible to find ways to overcome problems that arise during the integration of foreigners into Danish society. This group is the biggest group in absolute terms, and grew at the expense of the 'very positive' group during the intense debate of the 1990s mentioned above. As a result of this debate, this rather pragmatic group has become more aware of the problems in relation to the integration of foreigners, and these are discussed more open-mindedly than previously. Politically, this group covers the whole political spectrum except for the ultraright, but comprises predominantly conservatives and social democrats.

#### **3.13.3 International co-operation**

The official Danish attitude towards international co-operation regarding asylum matters is very supportive. Asylum matters are to a large extent seen as best dealt with at the international level.

Denmark supports the intention to reach common EU ground regarding social conditions for asylum seekers. Denmark may well wish to join the expected directive on minimum standards, but due to the Danish general reservation regarding EU Justice and Home Affairs as laid down in the Edinburgh Agreement, this would have to be via an intergovernmental agreement between the EU and Denmark

Denmark believes co-operation on asylum matters in various international fora to be very valuable, especially in exchanging information on how and why such matters are handled in other countries.

Below is a summary of the international co-operation regarding asylum matters in which Denmark participates:

**Nordic Joint Advisory Group on Refugee Policy**

- Exchange of information and views on relevant issues
- Several working groups (repatriation, return, resettlement, EU/Schengen, Baltic)

**European Council:**

*CAHAR (Ad hoc Committee of Experts on the legal aspect of territorial asylum, refugees and stateless persons).*

- Discussion of asylum and refugee issues
- Report to the European Council
- Exchange of experience
- Writes proposals for Resolutions to the Committee of Ministers
- Together with other member states, organises relevant investigations, meetings, seminars and reports.

### **CDMG (European Committee on Migration)**

- Reports to the European Council
- Exchange of experience
- Writes proposals for Resolutions to the Committee of Ministers
- Together with other member states, organises relevant investigations, meetings, seminars and reports.

### **UNHCR (United Nations High Commissioner for Refugees)**

- Participation in relevant seminars, workshops and executive committees
- Reception of refugees referred by UNHCR.
- Information on situations in relevant Countries of Origin

### **ICMPD (International Centre for Migration Policy Development)**

- Exchange of information
- Participation in projects to combat illegal immigration
- The Budapest process

### **IGC (Intergovernmental Consultations)**

- Informal forum for exchange of information and statistics
- Working groups (return, data, smuggling, Country of Origin information and asylum)

### **ICAO/ECAC working groups**

- Air traffic regulations and control of travel documents

### **IOM (International Organisation for Migration)**

- Organisation of evacuations, resettlement and return