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# International Migration – Denmark

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Report to OECD

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The Ministry of Immigration and  
Integration

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# INTRODUCTION

This report to the OECD describes the recent development in the field of migration to and integration in Denmark.

The report is divided into eight chapters. Chapter 1 to 5 is a statistical view on the latest development.

Chapter 1 describes the overall long-term migration trends from 1998 until today. Chapter 2 focuses on the flow of refugees and immigrants. Chapter 3 describes the stock of immigrants and descendants. Chapter 4 describes key figures on immigrants and descendants enrolled in education and chapter 5 focuses on the labour market situation for immigrants and descendants in Denmark.

Chapter 6 describes the governmental immigration policy. Chapter 7 focuses on the integration policy of the Danish Government. Chapter 8 is about migration and integration policy in the public debate in Denmark.

# 1. LONG-TERM MIGRATION

## 1.1 Definition of long-term migration

By definition, long-term migration represents the movement of a person to a country other than that of his or her usual residence for a period of at least one year (12 months), so that the country of destination effectively becomes his or her new country of residence. Long-term migration includes both long-term emigration and long-term immigration.

As long-term migration is based on a subsequent residence period of at least 12 months the availability of the statistics is delayed by one year. Therefore the latest Danish statistics from a full year are based on immigrants and emigrants entering Denmark in 2014.

Asylum seekers are not included in the statistics even though they may have resided in Denmark for more than a year. This is due to the fact that asylum seekers per definition do not have a residence permit.

## 1.2 Migration in Denmark

Table 1.1 shows the long-term migration to and from Denmark in the period 1998-2014. The data displayed shows immigration, emigration and net immigration for men and women. A column to the right of the table shows the development from year to year in per cent.

**Table 1.1: Long-term migration to and from Denmark, 1998-2014 (Persons, Percentage)**

	Immigration		Emigration		Net immigration		Diff. from previous year	
	Men	Women	Men	Women	Men	Women	Net	Pct.
1998	19,925	20,499	15,285	13,589	4,640	6,910	11,550	
1999	19,182	20,166	15,817	14,374	3,365	5,792	9,157	-20.7 %
2000	20,693	21,303	16,284	14,675	4,409	6,628	11,037	20.5 %
2001	21,781	22,242	16,956	15,064	4,825	7,178	12,003	8.8 %
2002	20,134	20,667	16,725	14,944	3,409	5,723	9,132	-23.9 %
2003	18,899	18,655	17,138	15,282	1,761	3,373	5,134	-43.8 %
2004	18,924	18,860	17,451	15,496	1,473	3,364	4,837	-5.8 %
2005	19,909	19,785	17,949	15,944	1,960	3,841	5,801	19.9 %
2006	22,398	20,999	18,949	16,651	3,449	4,348	7,797	34.4 %
2007	26,456	24,318	19,746	17,173	6,710	7,145	13,855	77.7 %
2008	29,674	27,148	21,123	18,231	8,551	8,917	17,468	26.1 %
2009	25,918	25,451	22,237	19,025	3,681	6,426	10,107	-42.1 %
2010	26,210	25,734	21,714	20,045	4,496	5,689	10,185	0.8 %
2011	27,199	25,634	21,543	20,074	5,656	5,560	11,216	10.1 %
2012	27,741	26,357	22,347	21,492	5,394	4,866	10,260	-8.5 %
2013	31,371	28,941	22,022	21,288	9,349	7,653	17,002	65.7 %
2014	36,739	31,649	22,658	21,768	14,081	9,881	23,962	40.9 %

Source: Statistics Denmark (Eurostat, Unified Demographic Data Collection 2015).

The table shows that Denmark had a positive net immigration from 1998 to 2014. The net immigration was substantially lower in the years 2003-2005 than in previous years due to a decrease in immigration. This decrease may partly be a consequence of changes in the Danish immigration policy, where more restrictive conditions for acquiring residence permit were imposed. The net immigration level, however, increased significantly in 2007 and 2008, mostly as a consequence of new legislation regarding residence permits to work or study in Denmark. In the following years the net immigration level decreased again from 17,468 in 2008 to 10,260 in 2012. This decrease in net immigration from 2009 and onwards is due

to a lower number of work permits for foreign nationals. In 2014 the net immigration increased to 23,962 due to an overall increase in immigration of foreign nationals.

### 1.3 Long-term migration movements of Danish nationals

Table 1.2 shows the long-term migration movements by Danish nationals in the period 1998-2014. The table displays figures for long-term immigration and emigration as well as the percentages of total long-term migration movements.

There was a positive, but decreasing long-term net immigration of Danish nationals in the period 1998-2006. However, between 2007 and 2008 the net immigration more than doubled itself caused by the fact that the emigration flow decreased while the immigration flow was fairly constant. In the following period 2008-2012 the long-term net immigration remained around this level and in 2014 there was a positive net immigration of 5,350 Danish nationals.

**Table 1.2: Long-term migration flows of Danish nationals, 1998-2014 (Persons, Percentage)**

	Immigration			Pct. of total immigration	Emigration			Pct. of total emigration	Net immigration
	Men	Women	Total	Pct.	Men	Women	Total	Pct.	Net
1998	9,452	9,796	19,248	48 %	8,250	7,369	15,619	54 %	3,629
1999	9,445	9,638	19,083	48 %	8,450	7,606	16,056	53 %	3,027
2000	9,507	9,723	19,230	46 %	9,095	7,876	16,971	55 %	2,259
2001	9,699	9,682	19,381	44 %	9,394	7,828	17,222	54 %	2,159
2002	9,812	9,504	19,316	47 %	9,076	7,706	16,782	53 %	2,534
2003	9,712	9,457	19,169	51 %	9,145	7,518	16,663	51 %	2,506
2004	9,862	9,216	19,078	50 %	9,507	7,679	17,186	52 %	1,892
2005	9,943	9,605	19,548	49 %	9,658	7,940	17,598	52 %	1,950
2006	9,943	9,475	19,418	45 %	10,117	8,214	18,331	51 %	1,087
2007	9,910	9,434	19,344	38 %	9,902	8,022	17,924	49 %	1,420
2008	10,289	9,515	19,804	35 %	8,874	7,139	16,013	41 %	3,791
2009	10,275	9,137	19,412	38 %	8,050	6,616	14,666	36 %	4,746
2010	9,628	8,874	18,502	36 %	7,954	6,721	14,675	35 %	3,827
2011	9,502	8,759	18,261	35 %	8,218	6,818	15,036	36 %	3,225
2012	9,623	8,985	18,608	34 %	8,010	6,731	14,741	34 %	3,867
2013	9,841	9,129	18,970	31 %	7,423	6,149	13,572	31 %	5,398
2014	9,997	9,352	19,349	28 %	7, 541	6,458	13,999	32 %	5,350

Source: Statistics Denmark (Eurostat, Unified Demographic Data Collection 2015).  
Note: Foreign-born persons can also be Danish nationals.

### 1.4 Long-term migration movements of foreign nationals

Table 1.3 shows the long-term migration movements of foreign nationals in the period 1998-2014.

As can be seen, there is a positive net immigration of foreign nationals throughout the period. The net immigration fairly follows the pattern we saw for the overall net immigration in table 1.1, with lower net immigration levels in the period 2003-2005, followed by the higher net immigration levels in 2007 and 2008. The substantial increase in long-term immigration in 2008 is due to an increase in foreign workers - particularly workers from the EU countries. In 2009 the number of foreign workers decreased. Combined with a higher emigration level the net immigration fell by 60.8 percent. In 2013 there was a positive net immigration of 11,604 foreign nationals. In 2014 the net immigration increased to 18,609 or 60.4 pct. due to an overall increase in immigration of foreign nationals.

**Table 1.3: Long-term migration flows of foreign nationals, 1998-2014 (Persons, Percentage)**

	Immigration			Emigration			Net immigration			Diff. from previous year
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Pct.
1998	10,473	10,703	21,176	7,035	6,220	13,255	3,438	4,483	7,921	
1999	9,737	10,528	20,265	7,367	6,768	14,135	2,370	3,760	6,130	-22.6 %
2000	11,186	11,580	22,766	7,189	6,799	13,988	3,997	4,781	8,778	43.2 %
2001	12,082	12,560	24,642	7,562	7,236	14,798	4,520	5,324	9,844	12.1 %
2002	10,322	11,163	21,485	7,649	7,238	14,887	2,673	3,925	6,598	-33.0 %
2003	9,187	9,198	18,385	7,993	7,764	15,757	1,194	1,434	2,628	-60.2 %
2004	9,062	9,644	18,706	7,944	7,817	15,761	1,118	1,827	2,945	12.1 %
2005	9,966	10,180	20,146	8,291	8,004	16,295	1,675	2,176	3,851	30.8 %
2006	12,455	11,524	23,979	8,832	8,437	17,269	3,623	3,087	6,710	74.2 %
2007	16,546	14,884	31,430	9,844	9,151	18,995	6,702	5,733	12,435	85.3 %
2008	19,385	17,633	37,018	12,249	11,092	23,341	7,136	6,541	13,677	10.0 %
2009	15,643	16,314	31,957	14,187	12,409	26,596	1,456	3,905	5,361	-60.8 %
2010	16,582	16,860	33,442	13,760	13,324	27,084	2,822	3,536	6,358	18.6 %
2011	17,697	16,875	34,572	13,325	13,256	26,581	4,372	3,619	7,991	25.7 %
2012	18,118	17,372	35,490	14,337	14,761	29,098	3,781	2,612	6,393	-20.0 %
2013	21,530	19,812	41,342	14,599	15,139	29,738	6,931	4,673	11,604	81.5 %
2014	26,738	22,295	49,033	15,115	15,309	30,424	11,623	6,986	18,609	60.4 %

Source: Statistics Denmark (Eurostat, Unified Demographic Data Collection 2015).

## 2. THE FLOW OF REFUGEES AND IMMIGRANTS

### 2.1 Types of residence permits in Denmark

Denmark has the following different types of residence permits:

- Refugee status or protection status.
- Quota refugees (resettled refugees).
- Family reunification.
- Employment (includes specialists, researchers and other knowledge workers, green cards).
- Residence on humanitarian grounds.
- Residence permits to rejected asylum seekers in certain situations.
- Unaccompanied minors.
- Students.
- Au pairs.
- EU/EEA permits (includes the European Union, the EEA countries and Switzerland).
- Others (former Danish nationals, religious preachers etc.).

Chapter 6 describes some of the different types of residence permits and the Danish immigration policy in detail.

### 2.2 Asylum seekers and refugees in Denmark

Table 2.1 shows the number of asylum applications lodged in Denmark from 2010 to 2015.

In the period 2010-2015 the number of lodged asylum seekers in Denmark has increased from 5,115 in 2010 to 21,316 in 2015. The number of applicants decreased from 2010 to 2011 and then increased

again from 2011 to 2015. The decrease from 2010 to 2011 was mainly due to a lower number of applicants from Afghanistan (906) and Syria (429).

From 2014 to 2015 the number of applicants increased by approximately 44%. This development was mainly caused by a large increase in applicants from Afghanistan (2,331), Iran (2,787), Iraq (1,537) and Syria (8.608).

**Table 2.1: Asylum applications lodged in Denmark by country of origin, 2010–2015 (Persons)**

Nationality	2010	2011	2012	2013	2014	2015
Afghanistan	1,512	906	577	426	313	2,331
Algeria	51	104	142	109	124	103
Eritrea	27	20	57	98	2,285	1,740
Georgia	17	19	75	68	111	100
Iraq	254	116	136	113	151	1,537
Iran	614	462	549	375	284	2,787
Kosovo	162	128	131	81	76	122
Kuwait	5	6	1	2	2	123
Morocco	31	39	107	167	228	187
Nigeria	25	44	118	142	98	114
Russia	358	300	525	982	522	177
Somalia	114	113	919	965	683	257
Stateless	117	123	200	425	1,362	1,734
Syria	832	429	822	1,710	7,087	8,608
Others	996	997	1,825	1,894	1,466	1,396
Total	5,115	3,806	6,184	7,557	14,792	21,316

Source: The Danish Immigration Service.

Table 2.2 shows the total number of persons granted refugee status and 'other status' ('other' referring to residence permits granted after refusal of asylum, e.g., residence permits granted on humanitarian grounds) from 2010 to 2015.

**Table 2.2: Number of persons granted refugee or other status in Denmark, 2010-2015**

Category	2010	2011	2012	2013	2014	2015
<b>Refugee status (A)</b>	1,961	2,057	2,460	3,806	6,031	10,783
- Geneva Convention status	797	957	1,267	1,872	3,913	7,810
- B-status/ de facto status	669	584	725	1,419	1,774	1,325
- Temporary protected status	-	-	-	-	-	1,068
- Quota refugees	494	516	468	515	344	580
- Applications lodged abroad *	1	0	0	0	0	0
<b>Other status (B)</b>	163	192	123	83	73	66
- Humanitarian residence permit	111	121	76	65	46	25
- Exceptional reasons	52	71	47	18	27	41
- of which return not possible	1	0	13	0	7	0
<b>Total (A+B)</b>	2,124	2,249	2,583	3,889	6,104	10,849

\* Geneva Convention status or de facto status permits granted to asylum seekers applying for asylum at the Danish diplomatic missions. Since 1st of July 2002 it is no longer possible to seek asylum in Denmark from outside the country's borders via a Danish diplomatic mission (embassy or consulate general).  
Source: The Danish Immigration Service.

As well as the number of lodged asylum applicants has increased in the period 2010-2015, the number of persons granted refugee or other status in Denmark has steadily increased as well. In 2010 2,124 persons were granted refugee or other status, and in 2015 the number was 10,849.

The increase can be explained by an overall higher number of persons granted refugee status (A). The number of persons granted residence permit for other reasons (B) slowly increased from 2010 to 2011, and then decreased again from 2011 to 2015.

## **2.3 Granting of residence permits**

Besides the residence permits granted to refugees, the main types of residence permits in Denmark are based on family reunification and special reasons for staying in Denmark for a limited period (occupation/business, education, traineeship, au pair position, etc.).

Table 2.3 shows the trend in the total number of residence permits granted in Denmark during the period 2010-2015.

The total number of residence permits granted in Denmark has overall increased in the period 2010-2015, from 59,019 permits in 2010 to 84,693 permits in 2015. In the period from 2010 to 2012 the level of residence permits was relatively stable between about 56,000 and 59,000 persons. From 2012 to 2015 there was a significant increase in the number of residence permits caused by an overall increase in residence permits. The number of residence permits granted to asylum seekers has more than quadrupled from 2,583 in 2012 to 10,849 in 2014.

Through the period from 2010 to 2015 EU/EAA nationals have been by far the biggest group of people which has been granted residence permits. In 2015, 37,366 residence permits were granted to EU/EAA nationals, which constitute 44 % of the total number of residence permits granted in Denmark.

It should be noted that this overview does not directly reflect the level of immigration to Denmark. This is primarily due to the facts that (1) Nordic nationals may enter and stay in Denmark without a residence permit, (2) foreign nationals may subsequently apply for a different type of residence permit (e.g. a person granted family reunification may also be granted asylum), and (3) some residence permits are never used (e.g. the person never enters Denmark). The only accurate data is thus registry data on immigration (see e.g. chapter 1 on long-term migration). However, the number of residence permits does give an approximate indication of the level of immigration to Denmark.

**Table 2.3: Overview of all residence permits, etc. granted in Denmark, 2010–2015 (Persons, Percentage)**

Category	2010	2011	2012	2013	2014	2015	Share 2015
<b>Asylum, etc. (A)</b>	2,124	2,249	2,583	3,889	6,104	10,849	13 %
Refugee status	1,961	2,057	2,46	3,806	6,031	10,783	13 %
- of which Geneva Convention status	797	957	1,267	1,872	3,913	7,810	9 %
- of which B-status/de facto-status	669	584	725	1,419	1,774	1,325	2 %
- of which Temporary protected status	-	-	-	-	-	1,068	1 %
- of which quota refugees	494	516	468	515	344	580	1 %
<b>Other status</b>	163	192	123	83	73	66	< 1 %
- of which humanitarian residence permit	111	121	76	65	46	25	< 1 %
<b>Family reunification, etc. * (B)</b>	5,41	3,396	3,664	5,516	6,243	12,138	14 %
Family reunification *	4,768	2,902	3,170	5,112	5,727	11,645	14 %
- of which spouses and cohabitants	3,869	2,163	2,390	3,730	3,410	5,233	6 %
Of which minor children	899	739	780	1,381	2,317	6,411	8 %
Other residence cases (incl. adoption)	642	494	494	404	516	493	1 %
<b>Work (C)</b>	10,851	9,389	9,024	11,529	12,436	11,682	14 %
- of which The Pay Limit scheme	1,863	2,233	2,308	2,961	3,173	3,295	4 %
- of which Greencard and The Establishment Card	3,060	1,393	1,215	2,327	2,250	1,469	2 %
- of which family ties to a person granted residence permit in the work area	2,428	2,683	2,807	3,515	4,192	3,826	5 %
<b>Study, etc. (D) ***</b>	15,273	15,358	10,652	11,601	12,144	12,658	15 %
- of which education	5,751	5,756	6,173	6,982	7,425	8,246	10 %
- of which au pair	2,649	2,409	2,104	1,989	1,908	1,624	2 %
- of which interns	1,647	1,466	1,391	1,432	1,542	1,058	1 %
- of which family ties to a person granted a residence permit to study	712	399	448	502	463	602	1 %
- of which volunteers and working holiday, etc.	449	406	459	544	710	982	1 %
- of which religious preachers, etc.	81	93	66	130	68	124	< 1 %
<b>EU/EEA (E)</b>	25,361	27,395	30,059	32,027	35,415	37,366	44 %
- of which wage-earners	10,56	11,673	13,164	14,741	16,944	18,066	21 %
- of which education	8,954	9,034	9,204	9,372	9,616	10,121	12 %
- of which to family members of an EU/EEA national	3,492	3,537	3,939	3,883	4,410	4,493	5 %
- of which to persons with sufficient means	2,261	3,058	3,621	3,898	4,372	4,611	5 %
<b>Total (A+B+C+D+E)</b>	<b>59,019</b>	<b>57,787</b>	<b>55,982</b>	<b>64,562</b>	<b>72,342</b>	<b>84,693</b>	<b>100 %</b>

\* Including positive decisions on family reunification according to EU-rules with reference to Danish nationals.

\*\* Decisions regarding other family members cannot be separated electronically from decisions regarding spouses and cohabitants in the Aliens Register. In 2009, 2010 and 2011 there were 4, 16, 7 and 3 permits to children registered respectively in the Aliens Register. These figures are based on manual counting. As of 2011, after commissioning the ECDH system in the family reunifications field, it is possible to count decisions according to the EU rules regarding other family members separately.

\*\*\* Since 2012 the number of the additional work permits granted to students with a student permit is not included. It has been included in prior years. The number of the additional work permit to students were 3,410 permits in 2010 and 4,808 permits in 2011.

Source: The Danish Immigration Service.

Table 2.4 shows a rise in the number of residence permits granted for family reunification.

The number of residence permits granted for family reunification was in 2015 at its highest level since 2010. From 2010 to 2015 the number increased from 4,768 to 11,645. However, from 2010 to 2011 and 2012 the number of family reunifications decreased rapidly. In 2011 2,902 permits were granted and in 2012 the number was 3,170. From 2012 this development turned around and the number of residence permits grew by 1,942 from 2012 to 2013 by 615 from 2013 to 2014 and by 5,198 from 2014 to 2015.

Family reunification permits granted to minors constitute by far the largest proportion of this figure. It should be noted that the number of permits granted in cases, where the reference was a beneficiary of international protection, increased significantly from 2014 to 2015.

**Table 2.4: Number of positive decisions on family reunification 2010 - 2015 \*\*\***

Category	2010	2011	2012	2013	2014	2015
<b>Spouses and cohabitants (A)</b>	3,583	1,923	2,158	3,415	3,195	4,996
- of refugees in Denmark	278	257	299	557	908	2,575
- of other immigrants in Denmark	323	170	125	237	230	228
- of which Danish/Nordic nationals in Denmark	2,982	1,496	1,734	2,621	2,057	2,193
<b>Family reunification according to the EU rules * (B)</b>	286	252	257	346	230	246
- of which spouses and cohabitants (b)	286	240	232	315	215	237
- of which children	-	12	25	30	15	8
- of which parents/other family	-	0	0	1	0	1
<b>Spouses and cohabitants (A+b)</b>	3,869	2,163	2,390	3,730	3,410	5,233
<b>Minors (C)</b>	899	727	755	1,351	2,302	6,403
- children to refugees in Denmark	230	286	372	636	1,493	5,517
- children to other than refugees in Denmark	669	429	383	715	809	886
<b>Total (A+B+C)</b>	4,768	2,902	3,170	5,112	5,727	11,645

\*Decisions regarding other family members cannot be separated electronically from decisions regarding spouses and cohabitants in the Aliens Register. In 2010 and 2011 there were 7 and 3 permits to children registered respectively in the Aliens Register. These figures are based on manual counting. As of 2011, after commissioning the ECDH system in the family reunifications field, it is possible to count decisions according to the EU rules regarding other family members separately.

Source: The Danish Immigration Service.

It should be mentioned that some Danish nationals have a foreign country of origin, because they have obtained Danish nationality by naturalisation. This implies that some of the persons reunified with a 'Danish national' are in fact reunified with a person who was previously a foreign national.

## 2.4 Statistics on Repatriation

The total number of persons who choose to repatriate differs year by year as do the nationalities of the repatriated persons. According to the Danish Repatriation Act immigrants who choose to return to their country of origin are eligible for assistance for this purpose. Chapter 6 elaborates on the Danish repatriation policy.

Table 2.5 shows the number of repatriated persons who received assistance to repatriate by country of origin in the period 2010-2015.

In the period under review, the largest total number of repatriations occurred in 2011, when 613 persons received financial assistance to repatriate. In 2015 however, the number of repatriations decreased to 323. The lowest total number was seen in 2014, where only 320 persons repatriated.

In 2015 the majority of the repatriated persons came from Bosnia-Herzegovina, Turkey or Serbia.

**Table 2.5: Number of repatriations from Denmark by country of origin, 2010-2015**

Country	2010	2011	2012	2013	2014	2015
Bosnia-Herzegovina	96	122	86	60	73	59
Iraq	88	98	53	60	18	12
Serbia	23	84	37	31	26	20
Somalia	8	8	13	23	13	14
Turkey	37	112	109	76	70	75
Vietnam	17	38	26	31	8	10
Other countries	101	151	152	112	112	133
<b>Total</b>	<b>370</b>	<b>613</b>	<b>476</b>	<b>393</b>	<b>320</b>	<b>323</b>

Source: Danish Refugee Council, [www.flygtning.dk](http://www.flygtning.dk).

### 3. THE STOCK OF IMMIGRANTS AND DESCENDANTS

This section elaborates on population figures, including immigrants and descendants by population category, country of origin and age as well as the development in the number of immigrants and descendants.

#### 3.1 Immigrants and descendants in Denmark

##### Definition of immigrants, descendants and persons of Danish origin

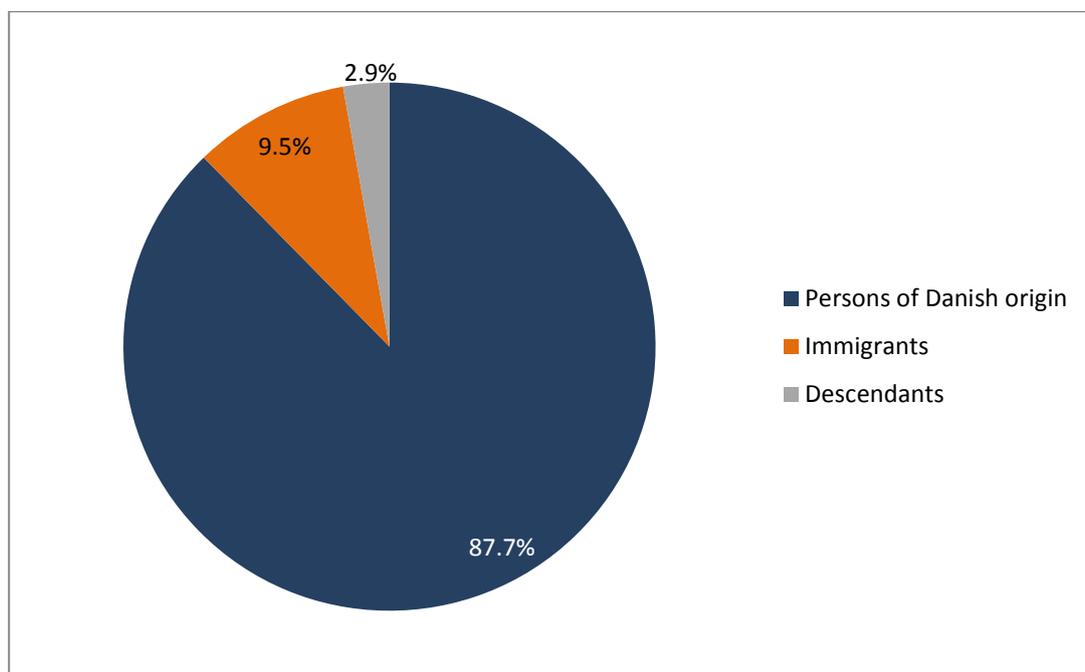
An **immigrant** is defined as a person born abroad whose parents are both (or one of them if there is no available information on the other parent) foreign citizens or were both born abroad. If there is no available information on either of the parents and the person was born abroad, the person is also defined as an immigrant.

A **descendant** is defined as a person born in Denmark whose parents (or one of them if there is no information on the other parent) are either immigrants or descendants with foreign citizenship. If there is no available information on either of the parents and the person in question is a foreign citizen, the person is also defined as a descendant.

A person of **Danish origin** is defined as a person who, regardless of his/hers place of birth, has at least one parent who is born in Denmark and has Danish nationality.

As of January 1st 2016, immigrants and descendants in Denmark numbered 703,873 or 12.3 percent of the entire population (see Figure 3.1).

**Figure 3.1: The Danish population by category, at 1 January 2016 (percentage)**



Source: StatBank Denmark (Folk 1), managed by Statistics Denmark.

A 7.9 percent proportion of the Danish population were immigrants and descendants of non-Western origin, while 4.4 percent of the population were immigrants and descendants of Western origin (see Table 3.1).

**Table 3.1: The population in Denmark by origin and population category, at 1 January 2016 (persons and percentage)**

	Persons	Proportion of total population
<b>Non-Western origin</b>		
Immigrants	314,484	5.5 %
Descendants	138,064	2.4 %
Total	452,548	7.9 %
<b>Western origin</b>		
Immigrants	226,019	4.0 %
Descendants	25,306	0.4 %
Total	251,325	4.4 %
<b>All immigrants and descendants</b>	<b>703,873</b>	<b>12.3 %</b>
<b>Danish origin</b>	<b>5,003,378</b>	<b>87.7 %</b>
<b>Total population</b>	<b>5,707,251</b>	<b>100 %</b>

Source: StatBank Denmark (Folk 1), managed by Statistics Denmark.

## 3.2 Country of origin

60.8 percent of all immigrants and descendants living in Denmark originate from the same 17 countries (see Table 3.2).

As of January 1th 2016, persons of Turkish origin constituted the largest group. About one in ten immigrants and descendants belonged to this group. The three largest groups of immigrants and descendants following the Turkish group were persons originating from Poland (6.0 percent), Germany (4.6 percent) and Iraq (4.5 percent). It should be noted that the number of descendants originating in Lebanon is greater than the number of immigrants.

**Table 3.2: Immigrants and descendants by countries of origin, at 1 January 2016 (persons and percentage)**

	Immigrants	Descendants	Total	Proportion of all immigrants and descendants in Denmark
Turkey	32,488	29,731	62,219	8.8 %
Poland	37,090	5,410	42,500	6.0 %
Germany	29,110	3,367	32,477	4.6 %
Iraq	21,249	10,145	31,394	4.5 %
Syria	24,143	2,998	27,141	3.9 %
Lebanon	12,555	13,484	26,039	3.7 %
Pakistan	13,779	10,578	24,357	3.5 %
Romania	21,894	1,929	23,823	3.4 %
Bosnia & Herzegovina	17,176	5,633	22,809	3.2 %
Somalia	11,790	8,720	20,510	2.9 %
Iran	15,550	3,832	19,382	2.8 %
Afghanistan	12,794	4,401	17,195	2.4 %
Norway	15,556	1,534	17,090	2.4 %
Sweden	13,614	2,100	15,714	2.2 %
Yugoslavia (former)	9,353	5,954	15,307	2.2 %
Vietnam	9,287	5,780	15,067	2.1 %
United Kingdom	13,429	1,479	14,908	2.1 %

Note: Due to rounding the numbers in the table does not sum to the total.

Source: StatBank Denmark (Folk 1), managed by Statistics Denmark.

### 3.3 Migration

As shown in Table 3.3, almost 31,000 immigrants and descendants left Denmark in 2015. In the same year the country received around 78,400 new immigrants and descendants. Accordingly, there was a net inflow of around 47,500 immigrants and descendant in 2015<sup>1</sup>. Descendants of Western origin were the only group showing a net outflow of persons.

**Table 3.3: Migration by origin and population category, 2015 (persons)**

	Immigration	Emigration	Net migration
<b>Non-Western origin</b>			
Immigrants	36,257	8,988	27,269
Descendants	1,544	1,277	267
Total	37,801	10,265	27,536
<b>Western origin</b>			
Immigrants	40,218	20,017	20,201
Descendants	357	633	-276
Total	40,575	20,650	19,925
<b>All immigrants and descendants</b>	<b>78,376</b>	<b>30,915</b>	<b>47,461</b>
<b>Danish origin</b>	<b>19,502</b>	<b>18,025</b>	<b>1,477</b>
<b>Total population</b>	<b>97,878</b>	<b>48,940</b>	<b>48,938</b>

Note: Please note that there is a significant difference between net migration and population growth. This is particularly due to births and deaths and the fact that the calculation of net migration does not take into account persons who have left the country without notifying the authorities.

Source: The Immigration Database of The Ministry of Immigration and Integration (IMVAN1), managed by Statistics Denmark.

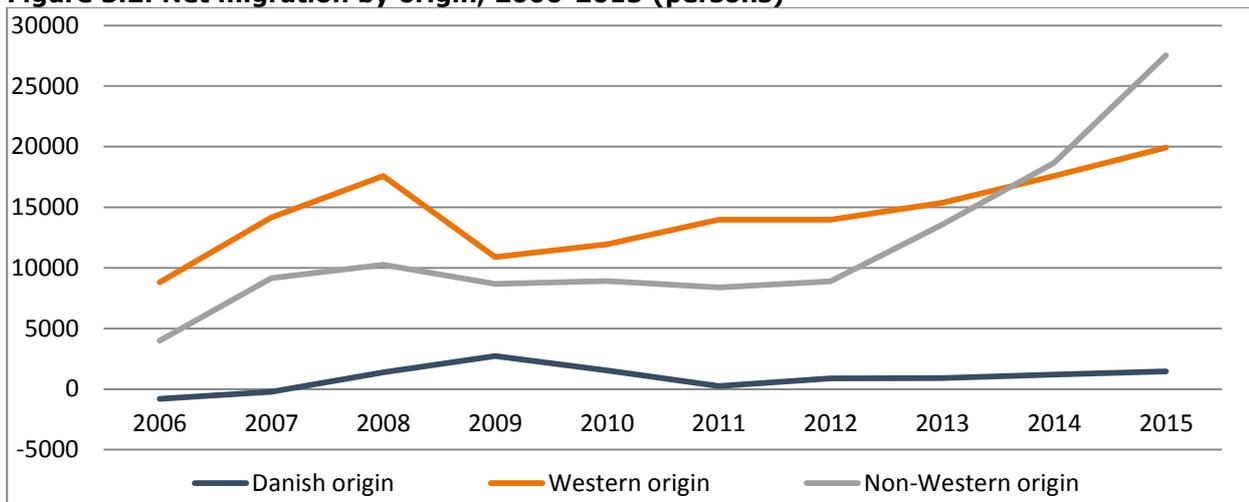
Figure 3.2 illustrates the development in net migration to Denmark broken down by origin in the timespan 2006 to 2015.

The net inflow of persons with a Western background increased from 2006 to 2008. In 2008 the net inflow of persons with a Western background first decreased, but has been slowly increasing again from 2009 and up until 2015.

The net inflow of immigrants and descendants of non-Western origin increased until 2008. The net inflow of persons with a non-Western background remained steady in the period 2008-2012 but has increased with almost 19,000 persons between 2012 and 2015.

<sup>1</sup> Net migration is the total number of immigrants less the total number of emigrants during a specific period

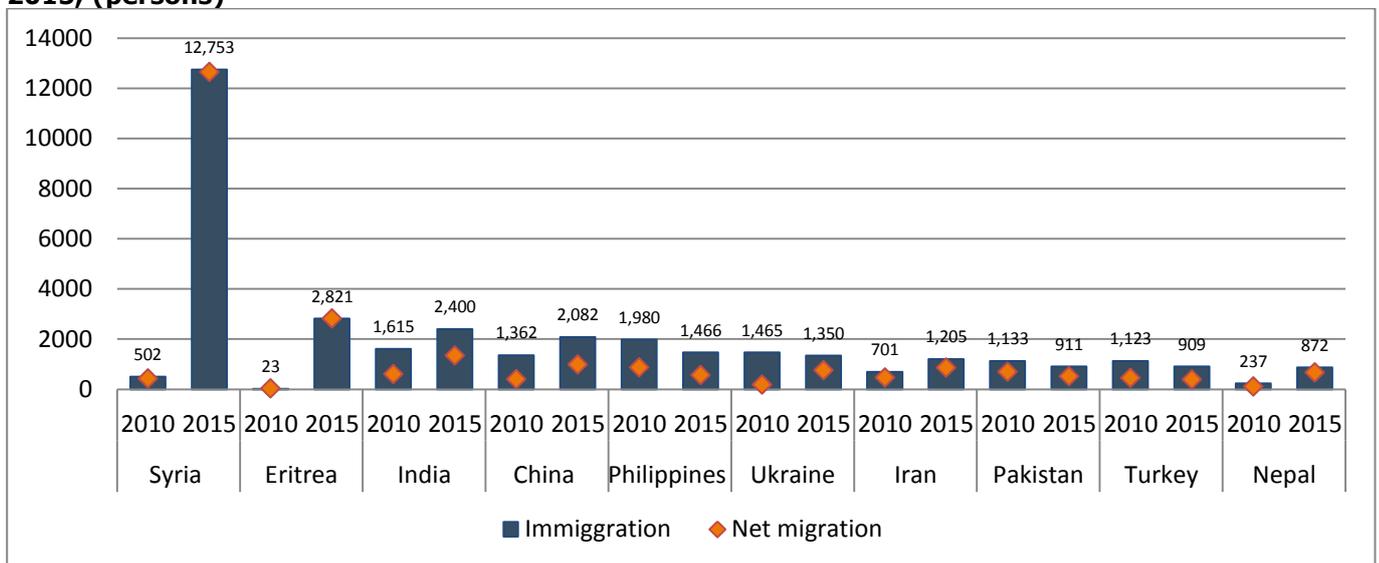
**Figure 3.2: Net migration by origin, 2006-2015 (persons)**



Note: Please note that there is a significant difference between net migration to Denmark and population growth. This is particularly due to births and deaths and the fact that the calculation of net migration does not take into account persons who have left the country without notifying the authorities.  
Source: The Immigration Database of The Ministry of Immigration and Integration (IMVAN1), managed by Statistics Denmark.

Figure 3.3 and 3.4 gives an overview of immigration and net migration in 2010 and 2015 for the ten countries with the highest number of immigrants with both non-Western and Western origin in 2015. The group of immigrants and descendants from Syria had both the highest immigration and net migration among the non-Western countries in 2015. It is also in this group that we find the biggest increase in immigration and net migration since 2010.

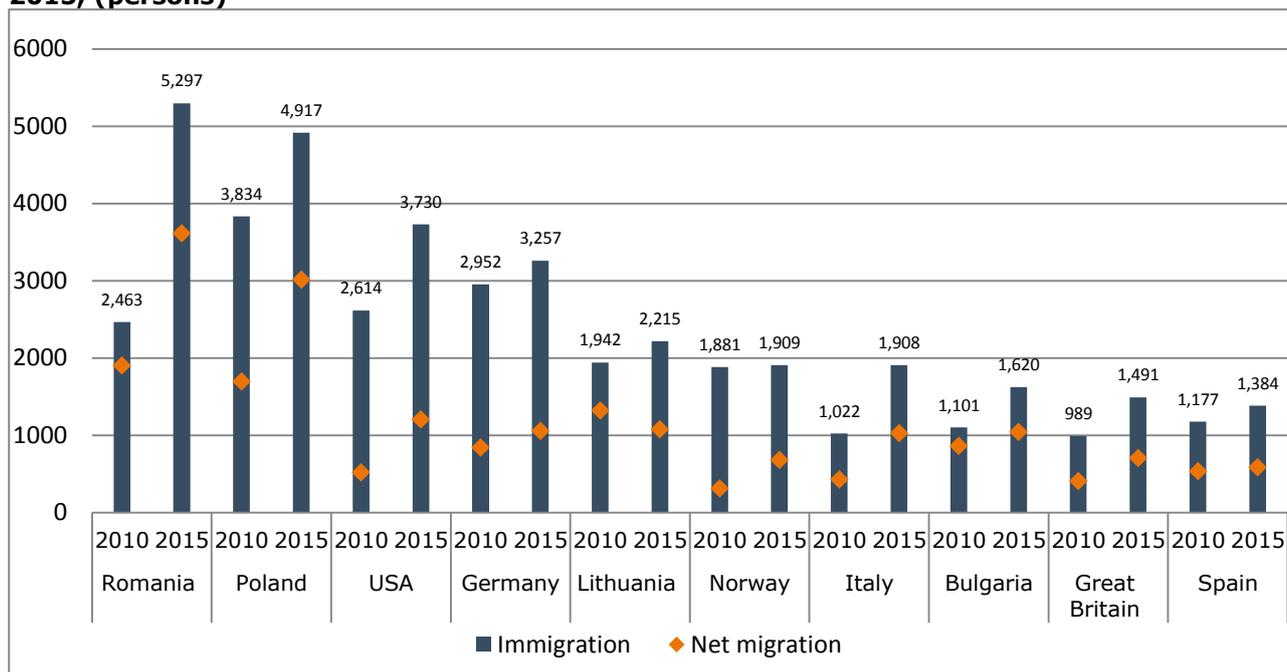
**Figure 3.3: The ten biggest non-Western immigration countries by type of migration, 2010 and 2015, (persons)**



Note: The 10 countries with the highest number of immigrants and descendants who immigrated to Denmark in 2015 are included in the figure.  
Source: The Immigration Database of The Ministry of Immigration and Integration (IMVAN1), managed by Statistics Denmark.

The groups with Rumanian and Polish background had the highest immigration and net migration among the Western countries in 2015. As the only country, Lithuania had a decrease in net migration from 2010 to 2015.

**Figure 3.4: The ten biggest Western immigration countries by type of migration, 2010 and 2015, (persons)**

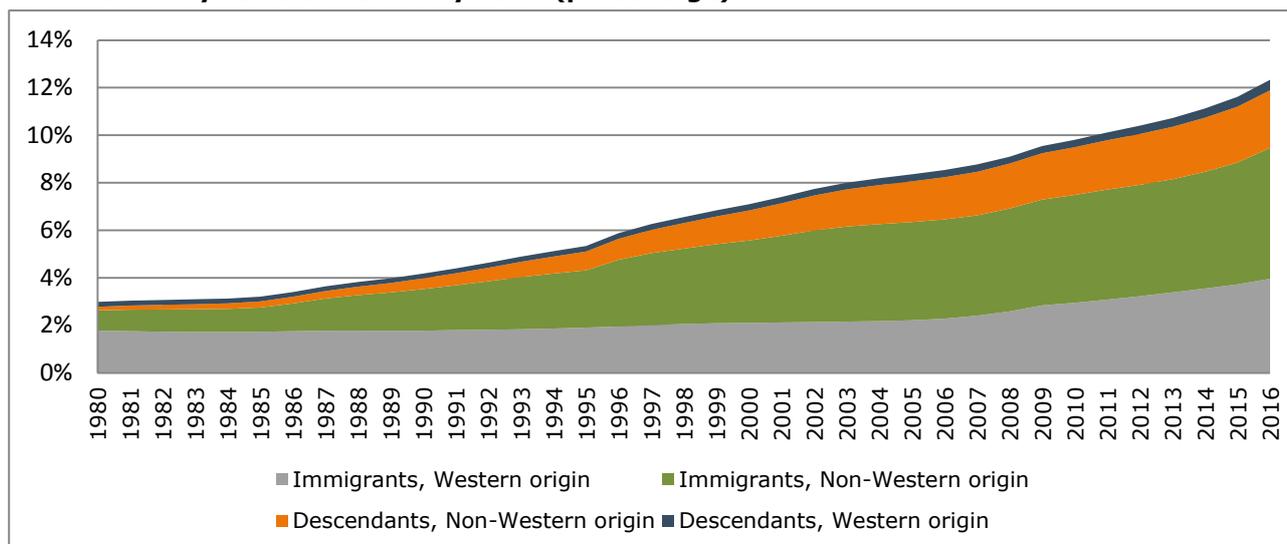


Note: The 10 countries with the highest number of immigrants and descendants who immigrated to Denmark in 2014 are included in the figure.  
Source: The Immigration Database of The Ministry of Immigration and Integration (IMVAN1), managed by Statistics Denmark.

### 3.4 Development in the number of immigrants and descendants in Denmark

The total number of immigrants and descendants has increased with about 551,000 persons from 1980 to 2016. The proportion of immigrants and descendants within the total population has accordingly increased with 9.3 percentage points since 1980; from 3.0 percent in 1980 to 12.3 percent in 2016 (see Figure 3.5).

**Figure 3.5: Proportion of immigrants and descendants of the total Danish population by origin, from 1 January 1980 to 1 January 2016 (percentage)**



Note: Descendants of Western origin constitute a tiny proportion (at it's max. with 0.4% in 2014) of the population, for which reason this group has been omitted.  
Source: StatBank Denmark (FOLK2), provided by Statistics Denmark.

The proportion of immigrants and descendants of non-Western origin has increased continuously since 1980. Opposed to this the proportion of immigrants of Western origin was more or less constant until the mid-zeroes (the period 1980 to 2004 saw an increase of 0.4 percentage point). However, the proportion of immigrants of Western origin has increased since then.

**Table 3.4: Development of population by country of origin of the population groups that constituted the largest proportion of the total population growth in Denmark, at 1 January 2015 and 1 January 2016 (persons, percentage)**

	2015	2016	Growth, persons	Growth, percentage	Proportion of total population growth
Syria	14,093	27,141	13,048	92.6 %	27.4 %
Romania	20,226	23,823	3,597	17.8 %	7.6 %
Poland	39,465	42,500	3,035	7.7 %	6.4 %
Eritrea	831	3,697	2,866	344.9 %	6.0 %
India	8,919	10,198	1,279	14.3 %	2.7 %
Lithuania	10,731	11,778	1,047	9.8 %	2.2 %
Bulgaria	7,516	8,476	960	12.8 %	2.0 %
USA	8,335	9,222	887	10.6 %	1.9 %
Italy	6,854	7,715	861	12.6 %	1.8 %
China	11,786	12,600	814	6.9 %	1.7 %
<b>All immigrants and descendants</b>	657,473	703,873	46,400	7.1 %	97.6 %
<b>Danish origin</b>	5,002,242	5,003,378	1,136	0.0 %	2.4 %
<b>Total population</b>	5,659,715	5,707,251	47,536	0.8 %	100 %

Source: The Immigration Database of The Ministry of Immigration and Integration (IMBEF02), managed by Statistics Denmark.

The ten population groups in Denmark experiencing the highest proportion of growth since 1 January 2015 are listed in Table 3.4.

The group of persons of Syrian origin has had the highest population growth (27.4 percent) followed the group of Romanian origin, which saw a population growth of 7.6 percent.

Generally, almost all of the total population growth of 47,536 people in 2015 attributed to immigrants and their descendants. In the same time the population with Danish origin has grown by 2.4 percent.

### 3.5 Age distribution

The age profiles are quite different for the various cohorts of immigrants, descendants and persons of Danish origin.

**Table 3.5: Age distribution by population category and origin, at 1 January 2016 (percentage)**

	Age group					Total
	0-15 years	16-24 years	25-39 years	40-64 years	65+ years	
<b>Non-Western origin</b>						
Immigrants	6.7 %	9.9 %	36.4 %	40.3 %	6.6 %	100 %
Descendants	55.4 %	27.6 %	15.2 %	1.8 %	0.0 %	100 %
Total	21.6 %	15.3 %	29.9 %	28.6 %	4.6 %	100 %
<b>Western origin</b>						
Immigrants	4.9 %	14.8 %	37.8 %	29.9 %	12.6 %	100 %
Descendants	56.4 %	12.0 %	12.7 %	13.7 %	5.2 %	100 %
Total	10.1 %	14.5 %	35.2 %	28.3 %	11.9 %	100 %
<b>All immigrants and descendants</b>	17.5 %	15.0 %	31.8 %	28.5 %	7.2 %	100 %
<b>Danish origin</b>	18.1 %	11.3 %	16.2 %	34.0 %	20.5 %	100 %
<b>Total population</b>	18.0 %	11.7 %	18.1 %	33.3 %	18.8 %	100 %

Source: StatBank Denmark (FOLK2), provided by Statistics Denmark.

It appears from Table 3.5 that the average age of descendants was considerably lower compared to immigrants and persons of Danish origin at 1 January 2016. This trend applies in particular to descendants of non-Western origin as 55.4 percent were younger than 16 years.

Most immigrants, both of Western and non-Western origin, belonged to the economically active age group, that is, they are between 16 and 64 years of age. Around 82.5 percent of immigrants of Western origin and 86.6 percent of immigrants of non-Western origin belonged to this group.

The proportion of persons above the age of 64 years was highest among persons of Danish origin (20.5 percent), followed by immigrants of Western origin (12.6 percent).

### 3.6 Geographical distribution

Immigrants and descendants are not situated evenly across the country. Almost half of all 703,873 immigrants and descendants are clustered in ten of the 98 municipalities in Denmark.

Table 3.6 shows that, on 1 January 2015, almost 30 percent of all immigrants and descendants in Denmark lived in the country's two largest municipalities: Copenhagen and Aarhus.

**Table 3.6: The ten municipalities with most immigrants and descendants, at 1 January 2016 (persons and percentage)**

	Persons	Percentage
Copenhagen	141,130	20.1 %
Aarhus	52,683	7.5 %
Odense	30,604	4.3 %
Aalborg	21,531	3.1 %
Frederiksberg	19,215	2.7 %
Høje-Taastrup	13,146	1.9 %
Gladsaxe	12,974	1.8 %
Vejle	12,438	1.8 %
Esbjerg	11,735	1.7 %
Gentofte	11,728	1.7 %
Other municipalities	376,689	53.5 %
<b>Total</b>	<b>703,873</b>	<b>100 %</b>

Source: The Immigration Database of The Ministry of Immigration and Integration (IMBEF13), managed by Statistics Denmark.

## 4. PERSONS ENROLLED IN EDUCATION

This section elaborates on key figures on immigrants and descendants enrolled in upper secondary or higher education in the academic year of 2015/2016.

'Upper secondary education' refers to general upper secondary education, vocational upper secondary education and vocational training. 'Higher education' comprises short-cycle, medium-cycle and long-cycle higher education and bachelor's programs.

It should be emphasized that the data on enrolment in education does not reflect the proportion of students who actually complete such education.

Immigrants with less than two years' residence in Denmark are not included in the analyses in this section. This makes it possible to leave out those who have come to Denmark for a short period to study.

## 4.1 Immigrants and descendants aged 16-19 years

Table 4.1 shows the proportions of immigrants and descendants and persons of Danish origin aged 16-19 years who were enrolled in education in the academic year of 2015/2016 and their current educational level.

**Table 4.1: Immigrants, descendants and persons of Danish origin aged 16-19 years who were enrolled in education in the academic year of 2015/2016 by origin and educational level (percentage)**

	Primary and lower secondary education	Upper secondary education	Higher education	Not enrolled in education/No data available	Total
<b>Non-Western origin</b>					
Immigrants	24.4%	50.8%	2.6%	22.2%	100 %
Descendants	19.0%	57.4%	4.1%	19.5%	100 %
Total	20.4%	55.7%	3.7%	20.2%	100 %
<b>Western origin</b>					
Immigrants	21.4%	50.6%	2.3%	25.7%	100 %
Descendants	14.8%	61.6%	2.1%	21.5%	100 %
Total	19.0%	54.6%	2.2%	24.1%	100 %
<b>All immigrants and descendants</b>	20.2%	55.5%	3.5%	20.7%	100 %
<b>Persons of Danish origin</b>	18.8%	62.6%	1.3%	17.2%	100 %
<b>Total population</b>	19.0%	61.9%	1.5%	17.6%	100 %

Note: These statistics only include immigrants who have stayed in Denmark for at least two years.

Source: The Immigration Database of The Ministry of Immigration and Integration (IMUDD320), managed by Statistics Denmark.

The table above shows that 79.3 percent of all immigrants and descendants aged 16-19 years were enrolled in education in the academic year of 2015/2016. This proportion is 3.5 percentage points lower than among their peers of Danish origin.

As regards upper secondary education, 55.5 percent of all immigrants and descendants aged 16-19 years were enrolled in such education or training. This is 7.1 percentage points lower than for the corresponding group of persons of Danish origin.

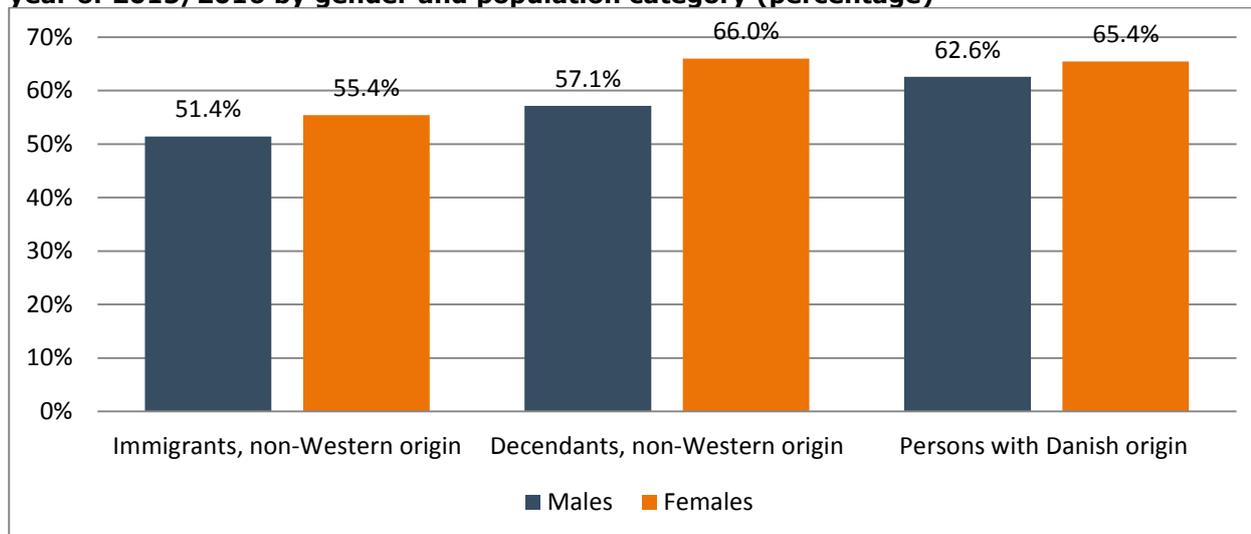
For immigrants and descendants aged 16-19 years of both non-Western and Western origin, more descendants than immigrants were enrolled in upper secondary.

Figure 4.1 shows the proportions of males and females of non-Western origin and persons of Danish origin aged 16-19 years who were enrolled in upper secondary or higher education in the academic year of 2015/2016.

In general, the proportion of females enrolled in upper secondary or higher education in the academic year of 2015/2016 was higher than the corresponding figure for males.

The status of female descendants of non-Western origin aged 16-19 years is worth noticing. Of this group, 66.0 percent were enrolled in one of the above mentioned educational programs, which exceed the figure by females of Danish origin with a difference of 0.6 percentage point (65.4 percent).

**Figure 4.1: Immigrants and descendants of non-Western origin and persons of Danish origin aged 16-19 years who were enrolled in upper secondary or higher education in the academic year of 2015/2016 by gender and population category (percentage)**



Note: These statistics only include immigrants who have stayed in Denmark for at least two years.

Source: The Immigration Database of The Ministry of Immigration and Integration (IMUDD320), managed by Statistics Denmark.

## 4.2 Immigrants and descendants aged 20-24 years

It appears from Table 4.2 that 49.6 percent of all immigrants and descendants aged 20-24 years were enrolled in education in the academic year of 2015/2016. This proportion is 3 percentage points lower than among persons of Danish origin of the corresponding age group.

**Table 4.2: Immigrants and descendants and persons of Danish origin aged 20-24 years who were enrolled in education in the academic year of 2015/2016 by origin and educational level (percentage)**

	Higher education	Other education	Not enrolled in education/ No data available	Total
<b>Non-Western origin</b>				
Immigrants	28.8%	15.5%	55.8%	100%
Descendants	39.8%	12.9%	47.2%	100%
Total	35.2%	14.0%	50.8%	100%
<b>Western origin</b>				
Immigrants	45.3%	4.7%	50.0%	100%
Descendants	41.1%	13.1%	45.8%	100%
Total	44.8%	5.8%	49.5%	100%
<b>All immigrants and descendants</b>				
	37.9%	11.7%	50.4%	100%
<b>Persons of Danish origin</b>				
	36.4%	16.3%	47.4%	100%
<b>Total population</b>				
	36.6%	15.7%	47.8%	100%

Note 1: These statistics only include immigrants who have stayed in Denmark for at least two years.

Note 2: 'Higher education' refers to short-cycle, medium-cycle, bachelor and long-cycle higher education programmes.

Note 3: 'Other education' refers to primary and secondary education.

Source: The Immigration Database of The Ministry of Immigration and Integration (IMUDD320), managed by Statistics Denmark.

As regards persons aged 20-24 years, the proportion of immigrants and descendants of Western origin and descendants of non-Western origin enrolled in higher education in the academic year of 2015/2016 were higher than that of persons of Danish origin. The opposite was seen for immigrants of non-Western origin.

The proportion of persons not enrolled in education is rather high for all groups. It is therefore essential to emphasize that some of these persons may have completed an upper secondary or higher educational program and may have a job.

Among immigrants and descendants of non-Western origin and persons of Danish origin aged 20-24 years, female descendants were the ones taking the lead. It can be seen from Figure 4.2 that 47.5 percent of the females of this group were enrolled in higher education, which is 4.7 percentage points more than their peers of Danish origin.

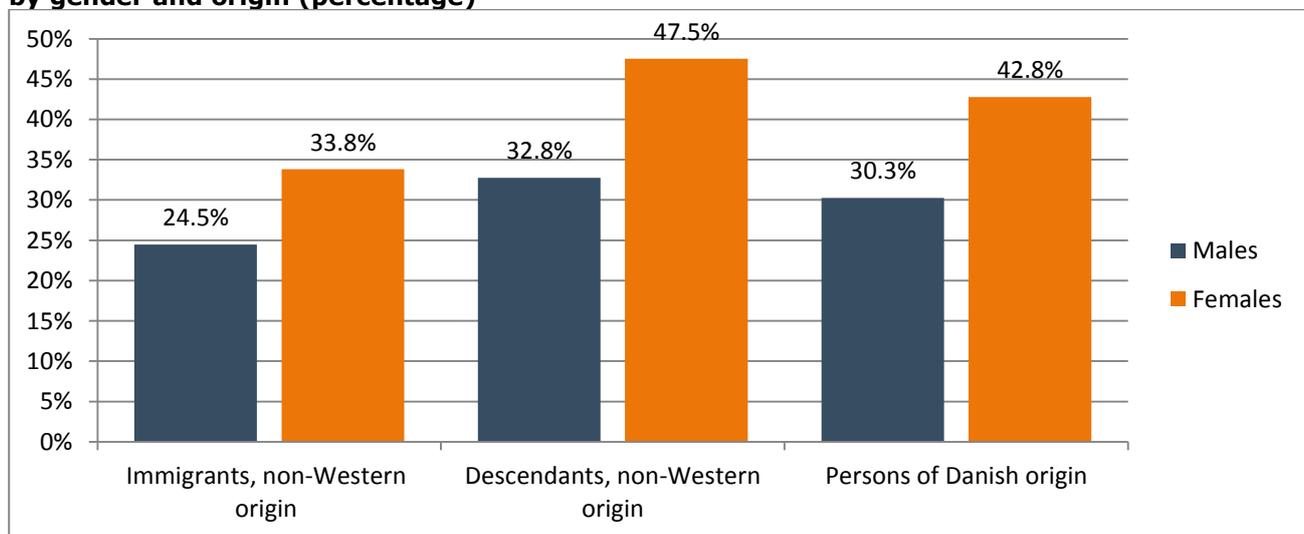
Figure 4.2 also shows that the proportion of males aged 20-24 years who were enrolled in higher education in the academic year of 2015/2016 is considerably lower than the proportion of females. This applies to both immigrants and descendants and to persons of Danish origin.

The proportion of male descendants of non-Western origin enrolled in higher education in the academic year of 2015/2016 was higher than that of males of Danish origin enrolled in higher education. This means that 2.5 percentage point more male descendants than males of Danish origin are enrolled in higher education.

The group of male immigrants of non-Western origin had the lowest proportion of persons enrolled in higher education in the academic year of 2015/2016 (24.5 percent).

The difference between the group of female descendants of non-Western origin (that is, the group with the highest proportion of persons aged 20-24 years enrolled in higher education) and the group of male immigrants of non-Western origin (that is, the group with the lowest proportion of persons aged 20-24 years enrolled in higher education) was 23.0 percentage points.

**Figure 4.2: Immigrants and descendants of non-Western origin and persons of Danish origin aged 20-24 years who were enrolled in higher education in the academic year of 2015/2016 by gender and origin (percentage)**



Note: These statistics only include immigrants who have stayed in Denmark for at least two years.  
Source: The Immigration Database of The Ministry of Immigration and Integration (IMUDD320), managed by Statistics Denmark.

## 5. EMPLOYMENT

This section examines key figures on the employment situation of immigrants and descendants relative to their population category, gender, age and country of origin.

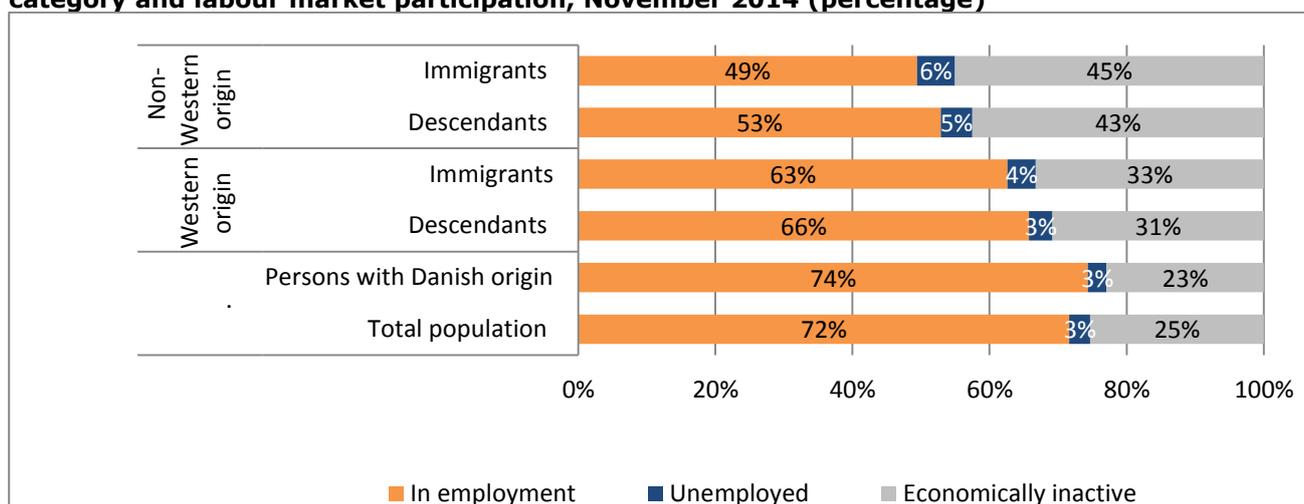
### 5.1 Persons of the economically active age group

In November 2014, around 3,573,956 persons of the total population in Denmark were in the economically active age group, that is, between 16 and 64 years old. On average, seven out of ten persons (71.6 percent) were in employment. This corresponds to around 2,560,200 persons, and around 268,456 of them were immigrants and descendants.

Figure 5.1 shows that less than half (49.4 percent) of immigrants of non-Western origin of the economically active age group was in employment in November 2014. This was the lowest employment rate among immigrants and descendants of Western and non-Western origin and of persons of Danish origin.

Another characteristic of immigrants of non-Western origin aged 16-64 years is that a larger proportion of this group was unemployed (5.5 percent) or inactive (45.1 percent) than in the other population groups.

**Figure 5.1: Persons of the economically active age group (16-64 years) by origin, population category and labour market participation, November 2014 (percentage)**



Source: The Immigration Database of the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark.

In general, the employment rates of immigrants and descendants of Western origin in the economically active age group were higher than those of immigrants and descendants of non-Western origin. Persons of Danish origin ranked at the top with the highest employment rate (74.3 percent).

### 5.2 Employment rate of persons in the age bracket of 25-64 years

This subsection examines the employment situation of persons aged 25-64 years. Persons aged 16-24 years have been omitted from the employment analyses as a large proportion of the members of this group are enrolled in education. Moreover, the age profile of the group of descendants is younger than that of the members of other groups, which implies a relatively high proportion of persons enrolled in education. The inclusion of persons aged 16-24 years in the analyses of employment figures may therefore give a misleading picture when looking in detail at the various population groups.

**Table 5.1: Employment rates and persons in employment in the age bracket of 25-64 years by origin, population category and gender, at November 2014 (persons and percentage)**

	Employment rate			Persons in employment		
	Males	Females	Total	Males	Females	Total
<b>non-Western origin</b>						
Immigrants	55 %	46 %	51 %	59,152	53,926	113,078
Descendants	67 %	62 %	65 %	7,031	6,240	13,271
Total	56 %	48 %	52 %	66,183	60,166	126,349
<b>Western origin</b>						
Immigrants	72 %	64 %	68 %	53,278	42,659	95,937
Descendants	75 %	73 %	74 %	2,525	2,215	4,740
Total	73 %	64 %	69 %	55,803	44,874	100,677
<b>All immigrants and descendants</b>	63 %	54 %	58 %	121,986	105,040	227,026
<b>Persons of Danish origin</b>	81 %	76 %	78 %	1,022,335	950,228	1,972,563
<b>Total</b>	78 %	73 %	76 %	1,144,321	1,055,268	2,199,589

Source: The Immigration Database of the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark.

Among immigrants and descendants aged 25-64 years, a group of around 227,000 persons were in employment in November 2014 (see Table 5.1).

The employment rate of immigrants and descendants of non-Western origin (52 percent) was lower than that of immigrants and descendants of Western origin (69 percent).

The table also shows that descendants had a higher employment rate than immigrants of the same origin. This applies for the group of both non-Western and western origin. Moreover, the employment rate among males is in general higher than it is among females of the same origin.

The lowest employment rate (51 percent) was found among immigrants of non-Western origin. Among the females the employment rate was 46 percent. The difference between the employment rates of males and females in this group was 9 percentage points. The gender difference in the employment rates of immigrants of Western origin was 8 percentage points.

It also appears from Table 5.1 that the employment rate of immigrants and descendants of Western origin was 9 percentage points below the employment rate of persons of Danish origin. As opposed to this, the corresponding difference between immigrants and descendants of non-Western background and persons of Danish origin came to 26 percentage points.

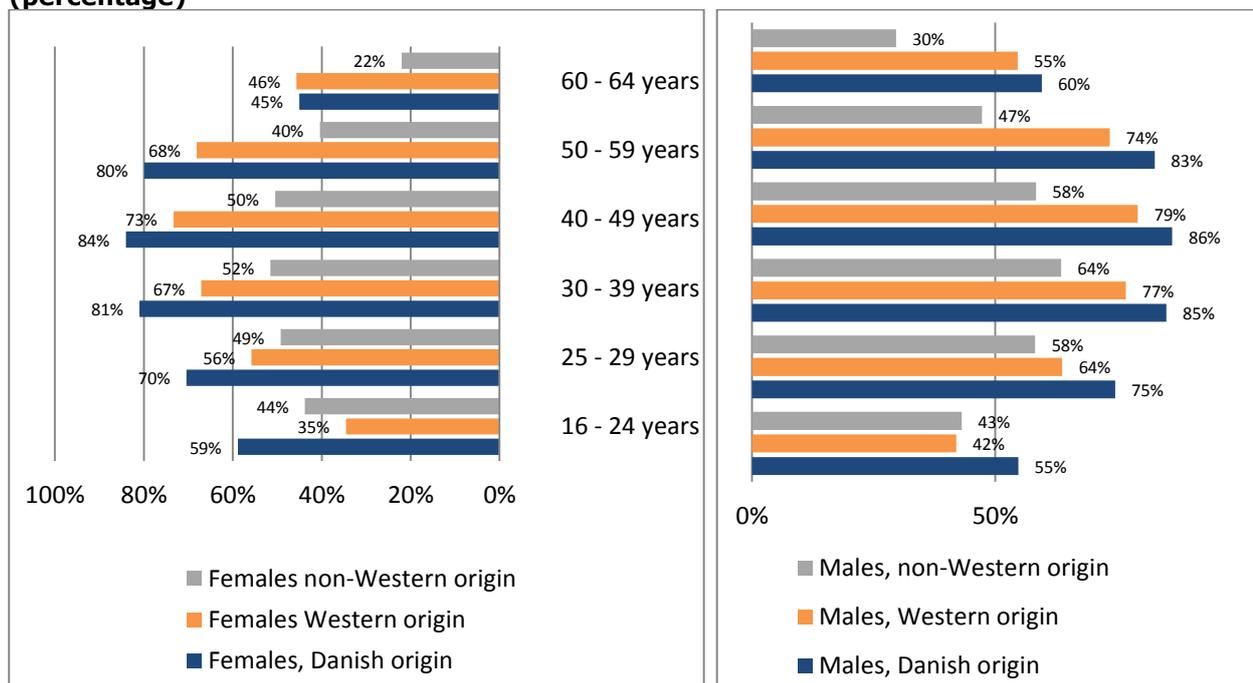
The highest employment rate among all immigrants and descendants was found among descendants of Western origin. Within this group 74 percent were in employment which makes a difference of 4 percentage points compared to the group of persons with Danish origin.

The employment rates of immigrants and descendants of Western and non-Western origin and persons of Danish origin of the same age group differed considerably in November 2014 (see Figure 5.2).

The most pronounced employment rate difference is seen in the age bracket of females aged 50-59 years, in which the difference between females of Danish origin and females of non-Western origin was 40 percentage points. The corresponding difference between Danish males and males of non-Western origin aged 50-59 years was 36 percentage points.

The smallest employment rate gap between immigrants and descendants of non-Western origin and persons of Danish origin is found among persons aged 16-24 years.

**Figure 5.2: Employment rates of immigrants and descendants of Western and non-Western origin and of persons of Danish origin by age group and gender, at November 2014 (percentage)**



Source: The Immigration Database of the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark.

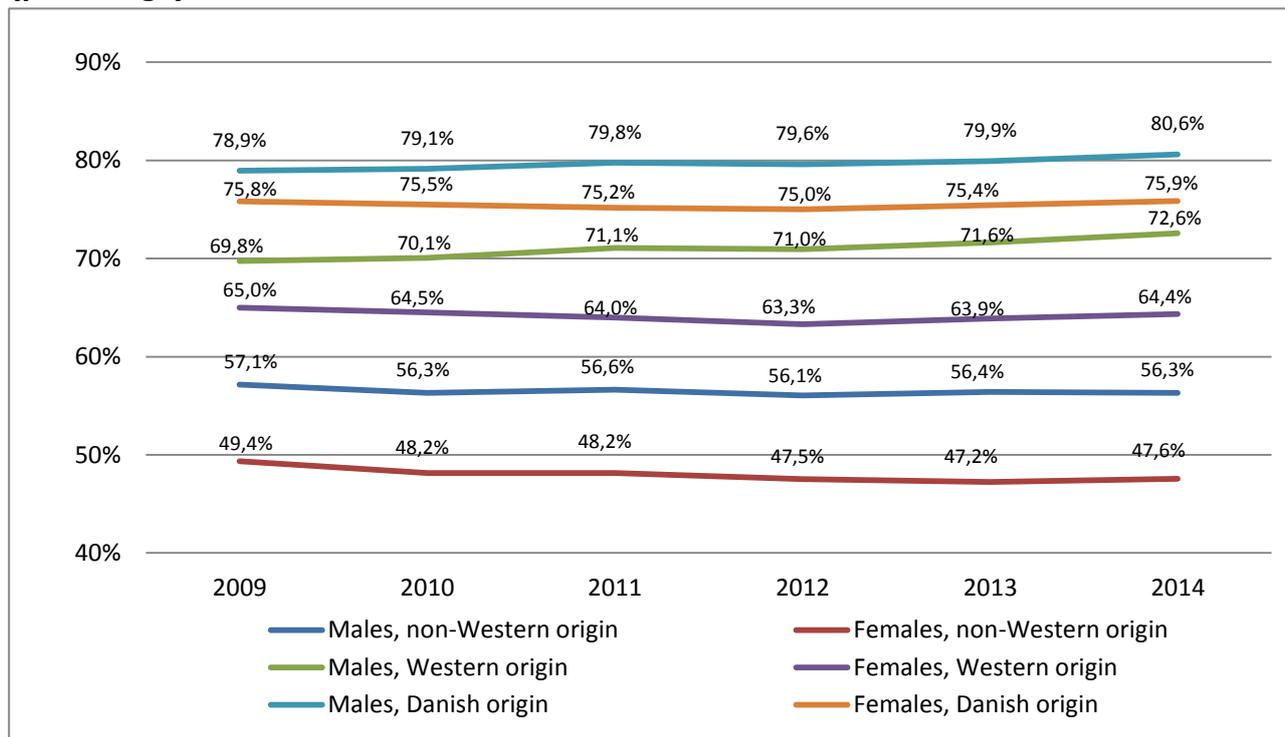
### 5.3 Development in employment rate

The development in the employment rate of persons aged 25-64 years broken down by gender and origin from 2009 to 2014 appears from Figure 5.3.

Since 2009, the ranking of the groups relative to their individual employment rates has not changed. Males of Danish origin ranked at the top with the highest employment rate followed by females of Danish origin. The lowest employment rate is found among the group of females of non-Western origin.

From 2011 to 2014, the employment rate was at about the same level. There has been a slight decrease in the employment rate among females with non-Western and Western origin, and a slight increase in the employment rate among males with Danish and Western origin.

**Figure 5.3: Employment rates of immigrants and descendants of Western and non-Western origin and persons of Danish origin aged 25-64 years by gender and origin, from 2009 to 2014 (percentage)**



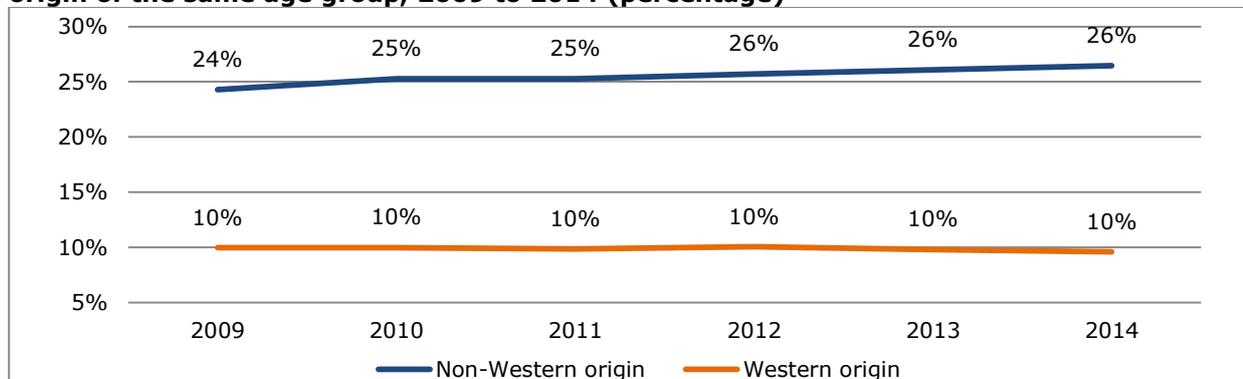
Source: The Immigration Database the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark.

Figure 5.4 shows the development in the gap between the employment rates of immigrants and descendants of Western and non-Western background relative to the employment rate of persons of Danish origin.

The gap between the employment rates of immigrants and descendants of Western and non-Western origin, aged 25-64 years, relative to the employment rate of persons of Danish origin of the same age group, has been more or less stable throughout the period from 2009 to 2014.

Among 25-64 year old immigrants and descendants of non-Western origin the employment gap have increased slightly in the period, from a gap of 24 percentage points in 2009 to the current level of 26 percentage points.

**Figure 5.4: Gap between employment rates of immigrants and descendants of Western and non-Western origin aged 25-64 years relative to the employment rate of persons of Danish origin of the same age group, 2009 to 2014 (percentage)**



Note: The employment gap is calculated as the difference between the employment rates of immigrants/descendants and persons of Danish origin aged 25-64 years.

Source: The Immigration Database of the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark

## 6. IMMIGRATION POLICY

Chapter 6 describes the Danish immigration policy. The chapter begins, in section 6.1, with a description of forthcoming developments in the area of immigration. Sections 6.2 to 6.7 contain descriptions of regulations concerning asylum seekers and refugees, family reunification, work and study, Danish nationality, repatriation and illegal employment of foreign workers. This Chapter was written in November 2016.

### 6.1 Forthcoming developments

The general election held in Denmark on June 18, 2015 a new one-party minority government was formed, comprising the Liberal Party of Denmark (Venstre). At the same time, the Ministry of Immigration and Integration was formed, responsible for all immigration and integration policies.

The Government introduced a number of legislative and administrative measures in the field of asylum and migration.

The majority of the changes were presented in two Bills to the Parliament in November and December 2015. The changes included limiting the duration of residence permits granted to refugees, postponing the right to family reunification for refugees with temporary protection, tightening the conditions for permanent residence permits, tightening the rules on revoking refugees' residence permits and reducing economic benefits for asylum seekers. The amendment also included new rules on detention and on suspension of automatic access to judicial review within three days. The suspension of judicial review within three days can only be applied in special circumstances where the number of newly arrived asylum seekers is so significant, that it is impossible for the Danish Police to have the lawfulness of the detention decided by the Danish courts within 3 days. Rules on seizure of asylum seekers assets in order to cover expenses for maintenance etc. during the asylum process were also introduced.

Furthermore, changes were applied in order to strengthen efforts to return rejected asylum seekers and other immigrants without legal stay in Denmark to their home countries.

Furthermore, as from 1 September 2015, the Act on Multiple Nationality came into force. Thereby, the Danish Nationality Act was amended to allow for full access to multiple nationality.

On 5 October 2015, the Government entered into a new political agreement on naturalisation with the Social Democratic Party (Socialdemokratiet), the Danish People's Party (Dansk Folkeparti), the Liberal Alliance (Liberal Alliance) and the Conservative People's Party (Det Konservative Folkeparti). The agreement came into force on 15 October 2015, and it sets out new rules and guidelines for acquisition of Danish nationality by naturalisation.

In January 2016, Denmark reintroduced temporary border control at the internal borders vis-à-vis Germany, which have been extended until November 2016 in accordance with the decision of the Council of the European Union of 12 May 2016 setting out a recommendation for temporary internal border control in exceptional circumstances putting the overall functioning of the Schengen area at risk.

In order to further control the arrival of foreigners in Denmark, the Government presented in August 2016 a number of new initiatives in its policy paper "A stronger Denmark – Controlling the influx of refugees". These initiatives include e.g. introducing an 'emergency brake' in the Danish Aliens Act, whereby it will be possible for Denmark to reject asylum seekers at the border in a situation where the Dublin Regulation is de facto not in force. In addition, the Government will introduce stricter rules for permanent residence in Denmark and strive towards strengthened return and increased repatriation.

In autumn 2016, the Government will present bills to strengthen the efforts towards foreign religious preachers that seek to undermine Danish laws and values. Among other things the Government will prevent the entry of extremist speakers who constitute a threat to public order and introduce a mandatory course in Danish family law, freedom and democracy for foreign preachers, who are looking for an extension of a residence permit as a foreign preacher in Denmark.

## 6.2 Asylum and refugees

In Denmark residence permits are issued to the following four groups of refugees:

- *Convention refugees*: According to the United Nations Refugee Convention, a refugee is a person who is currently outside his or her country of origin 'owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion'.
- *Refugees with protection status*: In addition, Denmark grants protection in cases where, as a state, it is obliged to do so in order to comply with the international conventions ratified by Denmark. As an example, residence permits will be granted to asylum seekers who risk the death penalty, torture, inhumane or degrading treatment or punishment if they return to their country of origin.
- *Refugees with temporary subsidiary protection status*: Refugees who are entitled to asylum due to a general situation in the home country, in accordance with the case *Sufi and Elmi v. the U.K.*, are granted residence permit for an initial period of one year, which may be extended by two years if the alien still is in need of protection (see section 6.3. 'New rules on family reunifications to foreigners with a temporary protection status in Denmark').
- *Quota refugees*: Foreigners who are recognised as refugees by the United Nations High Commissioner for Refugees (UNHCR) and who are residing outside their home country may be resettled in Denmark by agreement with the UNHCR or a similar international organisation.

The individual quota refugee is chosen from among the UNHCR refugees. In each instance, the Danish Immigration Service (*Udlændingestyrelsen*) assesses whether the applicant would have received a residence permit if he or she had entered Denmark as an asylum seeker. That is to say that it will be possible to resettle both individuals who could have been granted asylum or protection status as well as others – including individuals who would have been eligible for a residence permit on humanitarian grounds if they had entered Denmark as asylum seekers.

The applicant must consent to a medical examination performed by the International Organisation for Migration (IOM). Finally, the applicant must sign a declaration accepting the conditions for resettlement in Denmark, which, among other things, will include an acceptance of the importance of work and the importance of learning the Danish language. In January 2016, the Parliament passed a bill, which re-introduced the "potential for integration" criteria when choosing quota refugees.

The Ministry of Immigration and Integration has the authority to grant a temporary residence permit on humanitarian grounds to any asylum seeker who has been registered as such by the Danish Immigration Service.

Residence permits on humanitarian grounds are only issued very rarely and only upon a specific assessment of the circumstances in the individual case. A main area for humanitarian residence permits are permits issued due to physical or mental illnesses of a very serious nature if the person in question is not able to receive necessary treatment in the country of origin.

### **Prior to examination of asylum applications**

An asylum seeker who enters Denmark and subsequently applies for asylum is called a 'spontaneous asylum seeker'.

When a spontaneous asylum seeker enters Denmark, he or she must contact the police. The police will take fingerprints and photograph the asylum seeker as well as obtain an official statement from the asylum seeker regarding his or her nationality, identity and journey to Denmark. It is the responsibility of the Danish Immigration Service to establish the nationality and identity of the asylum seeker.

The European Union has adopted a Council Regulation which establishes the criteria and mechanisms for determining which Member State is responsible for examining an asylum application lodged in one of the Member States. Denmark has entered into a parallel agreement with the Member States of the Regulation effective from April 1, 2006. According to the Regulation, an asylum application will be examined in one EU Member State only. If an asylum seeker is registered by the authorities in another EU Member State, his or her asylum application will normally not be examined in Denmark. Instead, the asylum seeker will be sent to the country of first registration for an examination of his or her asylum application. The Regulation was revised effective January 1, 2014. Alternatively, the asylum seeker may

be referred to a 'safe third country' to have his or her application examined there. An asylum seeker may be sent on to such a country if he or she has resided there prior to arriving in Denmark. Safe third countries include Switzerland, the United States and Canada.

Furthermore, applications for asylum may be rejected as inadmissible if the alien has already obtained protection in another country, which is part of the Dublin Regulation.

During the examination phase, the asylum seeker is usually assigned to an accommodation centre. Accommodation centres are spread throughout Denmark. Most are operated by the Danish Red Cross. Asylum seekers may be permitted to live in private homes in some cases.

### **Examination of asylum applications**

If the Danish Immigration Service determines that an asylum application is to be examined in Denmark, the Immigration Service will then decide whether or not the asylum seeker will be granted asylum. The asylum seeker will be given the opportunity to give a written statement in which he or she can explain in detail why he or she is seeking asylum in Denmark. The Immigration Service will conduct thorough interviews with the asylum seeker, assisted by an interpreter. During these interviews, the asylum seeker has the opportunity to clarify why he or she is applying for asylum in Denmark.

Following the interview, the Danish Immigration Service will decide upon the merits of the case. The Immigration Service will consider all information provided by the asylum seeker as well as information on the conditions in the asylum seeker's country of origin. In most cases, the Immigration Service will be able to reach a decision based on these grounds alone. There may be instances where the Immigration Service requires additional information to reach a decision, e.g., if there is uncertainty regarding the conditions in a specific country.

Most cases are decided according to the so-called normal procedure. When a case is examined according to the normal procedure, a rejection is automatically forwarded to the Refugee Appeals Board (*Flygtningenævnet*). This means that the Danish Immigration Service will send the case to the Refugee Appeals Board at the same time as the asylum seeker receives a written rejection of his or her application. The case will be re-considered by the Refugee Appeals Board. The asylum seeker has the right to remain in Denmark until the Refugee Appeals Board has determined the outcome of the case.

A small number of the cases are considered manifestly unfounded. This occurs when the Danish Immigration Service assesses that the applicant clearly cannot be granted asylum in Denmark. These cases are sent to the Danish Refugee Council (*Dansk Flygtningehjælp*) (an NGO), which will deliver an opinion about the case. If the Danish Refugee Council agrees with the Immigration Service that the application is manifestly unfounded, the application will be rejected without any possibility of appeal. On the other hand, if the Danish Refugee Council disagrees, the Immigration Service will generally reject the application anyway, but will nevertheless refer the matter to the Refugee Appeals Board for a final decision.

In certain cases, asylum applications are addressed according to an expedited version of the manifestly unfounded procedure. This is when the asylum seeker originates from a country where, according to information available to the Danish Immigration Service, it is unlikely that the applicant would risk persecution on return. In these cases, the asylum seeker does not fill in an official application form for asylum and is quickly referred for an interview with the Immigration Service. The Danish Refugee Council will then deliver an opinion about the case. If this is in accordance with the findings of the Immigration Service, the application will be rejected as soon as possible. This decision cannot be appealed. These cases are decided within a few days.

The Refugee Appeals Board is the final avenue for appeal in asylum cases where the decision of the Danish Immigration Service can be contested. The Refugee Appeals Board is an independent, quasi-judicial body currently consisting of five members. The chairman must be an appointed judge. The other four members are appointed by the Executive Committee of the Refugee Appeals Board after nomination by the Ministry of Immigration and Integration, the Danish Bar and Law Society (*Advokatrådet*), the Ministry of Foreign Affairs and the Danish Refugee Council.

When the Refugee Appeals Board holds an oral hearing of a case, the asylum seeker will normally be present at the hearing. An attorney will be appointed to represent the applicant's interests. The attorney

is appointed by the Refugee Appeals Board or chosen by the asylum seeker. The Treasury will pay the attorney's fees. The Refugee Appeals Board may also handle cases on a written basis.

### **Activation in the asylum phase**

During the initial asylum phase, a standard contract applies. This requires the asylum seeker to perform certain duties related to the maintenance of the accommodation centre. Education apart from the introduction course is not mandatory but optional for asylum seekers in the initial phase. All asylum seekers may as part of their internal activation participate in different activities related to the accommodation centre, e.g., building maintenance, teaching/learning and child care.

All newly-entered asylum seekers must complete an introduction course. Asylum seekers who have been in Denmark for more than three months from the date of their application must participate in English language lessons or other educational courses aimed at preparing the asylum seeker for a future in his or her country of origin.

In May 2013, new legislation was introduced offering new opportunities for asylum seekers to take up employment and residence outside of the refugee centers after six months if certain conditions are met. These rules have resulted in a strengthening of the range of activities and educational courses offered to asylum seekers at different stages of the asylum procedure.

Rejected asylum seekers who are to return to their country of origin must participate in education and activation activities on the same level as registered asylum seekers if they co-operate with the police on voluntary return to their country of origin. If they do not co-operate with the police on voluntary return they only retain the right to take part in internal activation activities and education.

### **Cash allowance in the asylum phase**

The cash allowance is divided into basic allowance and supplementary allowance. Asylum seekers who have custody of and are responsible for children under 18 years of age are also eligible for maintenance allowance. In principal, all asylum seekers are paid the basic allowance and the maintenance allowance (if they have children), while the payment of supplementary allowance is subject to compliance with the above-mentioned contract. However, rejected asylum seekers who do not cooperate with the police on voluntary return to their country of origin will receive only the basic allowance and a reduced maintenance allowance if they have custody of underage children.

Asylum seekers who are in the initial asylum phase receive a much lower supplementary allowance than registered asylum seekers (whose applications are by definition still being processed). Asylum seekers of nationalities whose applications for asylum as a rule are considered to be manifestly unfounded will in general be accommodated in asylum centers with free meals and will not receive any cash allowances.

Registered as well as rejected asylum seekers may, if certain conditions are met, take up ordinary employment in which case the salary will be deducted in the allowances.

### **Danish lessons**

If an asylum seeker is granted a Danish residence permit, he or she will be offered intensive Danish language courses until being relocated to the municipality where he or she is to live.

### **When asylum seekers are rejected**

If an asylum seeker receives a final rejection, as a rule he or she must leave Denmark within seven days. The authorities will take into consideration if an asylum seeker is suffering from an acute illness, is in an advanced stage of pregnancy or has given birth shortly before the final decision. A final rejection means that an asylum seeker does not have any more avenues of appeal available. Rejections delivered by the Refugee Board or by the Danish Immigration Service in so-called 'manifestly unfounded' cases are regarded as final. If a rejected asylum seeker refuses to leave Denmark voluntarily, it is the responsibility of the police to enforce the departure of the asylum seeker. See chapter 6.6 on forced and voluntary return.

Aliens whose applications for a residence permit under section 7 of the Aliens Act (*Udlændingeloven*) (asylum) have been rejected due to inter alia serious crimes committed by the foreigner, but who cannot be returned to their country of origin because they risk being subjected to torture, etc., will from October 2016 be ordered to reside at departure centre Kærshovedgård, unless particular reasons apply. Moreover, they have to report to the police on a daily basis, unless particular reasons apply. The Danish

Immigration Service and the Danish Police will monitor whether the measures are complied with by the alien.

See Chapter 2 for data on asylum applications and residence permits for refugees.

### **Permanent residence permits**

New rules regarding permanent residence permits entered into force on July 1, 2012. With the new rules the so called point requirement was abolished. In February, 2016, some of these rules were modified and stricter requirements came into force. Now the applicant must meet the following requirements in order to qualify for a permanent residence permit:

- The applicant must still qualify for residence.
- The applicant must be over the age of 18.
- The applicant must have resided in Denmark legally for at least six years.
- The applicant must not have a criminal record.
- The applicant must not have received certain types of public benefits for a period of three years prior to submitting an application for permanent residence, or while the application is being processed.
- The applicant must have submitted a signed declaration of integration and active citizenship in Denmark.
- The applicant must have passed a Danish language test on level 2 (Prøve i Dansk 2) or a Danish language test of an equivalent or higher level.
- The applicant must have held regular full-time employment or been self-employed in Denmark for at least two years and six months within the last three years prior to submitting the application for permanent residence.
- The applicant must be working at the time of becoming eligible for permanent residence.

Furthermore the applicant must now meet at least two of four supplementary requirements:

- The applicant must have passed an active citizen exam test or have exhibited active citizenship in Denmark.
- The applicant must have held a regular full-time employment or been self-employed for at least four years within the last four years and six months.
- The applicant must have had a yearly taxable income that over the last two years has been DKK 270.000 on average.
- The applicant must have passed a Danish language test on level 3 (Prøve i Dansk 3) or a Danish language test of an equivalent or higher level.

If all four supplementary requirements are met, a permanent residence permit may be granted to an applicant who has resided in Denmark for four years or more.

There are special requirements if:

- The applicant is between the ages of 18 and 19 and has worked or studied continuously since completing primary school.
- The applicant has strong ties to Denmark.
- The applicant is a pensioner or early age pensioner.

With the new rules in February 2016 special rules regarding applicants who have had asylum in Denmark for the past eight years and who had shown a willingness to integrate was abolished. Refugees must now meet the same requirements as other applicants.

One or more of the above-mentioned requirements are not imposed if Denmark's international obligations – e.g., the UN Convention on the Rights of Persons with Disabilities – require that exemptions should be made. In compliance with the Convention, applicants who are unable to fulfil one or more of the conditions due to a disability will thus not be required to fulfil these requirements.

If the foreigner cannot obtain a permanent residence permit, he or she can instead apply for an extension of the time-limited residence permit and re-apply for a permanent residence permit at a later date.

### **Termination of residence permits**

A foreigner in possession of a Danish residence permit may lose the permit in several ways. The residence permit may lapse, or the Danish Immigration Service or the Danish Agency for International Recruitment and Integration may revoke or refuse to extend it. In addition, a residence permit will be

forfeited in the event of expulsion – e.g., as a result of criminal activity. The Danish Immigration Service handles cases regarding asylum, while the Danish Agency for International Recruitment and Integration handles cases regarding study or work.

A residence permit may also lapse if the foreigner in question forfeits his or her residence in Denmark by moving to another country.

A residence permit also lapses if the foreigner in question has resided outside Denmark for more than six months. If the foreigner has lived in Denmark for more than two years, the residence permit lapses after 12 months outside Denmark. Residence abroad due to military service, or civil service undertaken instead of military service, is not considered in this regard.

A refugee will not lose his or her residence permit for Denmark until he or she voluntarily has taken up residence in his or her country of origin or has been granted protection in a third country.

When a residence permit lapses, the lapse occurs automatically. It is not necessary for the Danish Immigration Service or the Danish Agency for International Recruitment and Integration to reach a decision on the lapse of a residence permit.

However, a residence permit e.g. as refugee does not lapse until a foreigner who has returned to his country of origin or the country of his former habitual residence for the purpose of permanent residence has stayed outside Denmark for more than 12 consecutive months

The Danish Immigration Service or the Danish Agency for International Recruitment and Integration may withdraw or refuse to extend a time-limited residence permit if the basis for the permit no longer exists. In cases regarding refugees, the Immigration Service, following a concrete and individual assessment, can determine that the foreigner no longer risks persecution if he or she returns to his or her country of origin. This may be the case if general conditions in the country of origin have changed appreciably, e.g., due to a shift in political power.

A time-limited or permanent residence permit may be revoked if a refugee or foreigner with protection status ventures to his country of origin on holiday or other short term stay, and the circumstances that justified the residence permit have changed in such a way that the foreigner no longer risks persecution - the permit can be revoked until ten years after it was granted the first time.

In cases regarding foreigners with a permit on the basis of study or work, the Danish Agency for International Recruitment and Integration can revoke or refuse to extend a residence permit if the grounds on which it was granted no longer apply, or if the foreigner no longer meet some of the conditions attached to the residence permit, e.g. if the foreigner can no longer support himself.

A time-limited or permanent residence permit may be revoked if the foreigner in question has obtained the permit on fraudulent grounds, that is to say, by providing false information to the authorities. In addition, a residence permit will always be revoked if the foreigner in question is considered a threat to national security or a serious threat to public order, safety or health. A residence permit may also be revoked if the foreigner in question is a war criminal or has committed a serious non-political crime outside of Denmark. Finally, a residence permit will always be revoked if the foreigner in question has been found guilty of a serious crime, if the foreigner has committed a crime outside of Denmark, before entering the country, which would warrant expulsion and deportation if committed in Denmark, or if the foreigner is reported undesirable in the Schengen Information System due to certain circumstances which could lead to expulsion.

When the Danish Immigration Service or the Danish Agency for International Recruitment and Integration make a decision about revocation of a residence permit, it is considered whether the revocation must be assumed to be particularly burdensome. This is the case for temporary as well as permanent residence permits. In light of these considerations, the Danish Immigration Service or the Danish Agency for International Recruitment and Integration may, on certain occasions, ultimately decide not to revoke a residence permit.

If the Danish Immigration Service has revoked or refused to extend a residence permit to a refugee or a foreigner with protection status, the foreigner may appeal the decision to the Refugee Board. The foreigner then has the right to remain in Denmark until the Refugee Board has determined the outcome

of the appeal. An attorney will be appointed to assist the foreigner during the Refugee Board's examination of the appeal.

If the Danish Agency for International Recruitment and Integration has revoked or refused to extend a residence permit, the foreigner may appeal the decision to the Immigration Appeals Board. If certain circumstances allow it, the foreigner can be given the right to remain in Denmark until the Immigration Appeals Board has determined the outcome of the appeal. It is the Immigration Appeals Board that decides, whether the foreigner can stay in Denmark until a decision is made in the case.

### **Change of status**

In most cases, the Danish Aliens Act does not preclude a person with a valid residence permit from seeking and obtaining a residence permit on different grounds if he or she fulfils the relevant conditions for the (second) residence permit.

To give an example: A person who holds a valid residence permit based on family reunification may apply for asylum and will be granted refugee status if he or she fulfils the conditions for being granted asylum.

## **6.3 Family reunification**

Provided that certain requirements are met, family reunification can be granted to:

- Spouses, cohabitants or registered same-sex partners.
- Children under 15 years of age.
- Other family members.

Residence permits will initially be issued for a limited period of time with a possibility of extension, provided that the mandatory requirements are still met. After a number of years, applicants may apply for conversion of a time-limited permit into a permanent one.

As a general rule, a residence permit carries with it the right to work in Denmark.

Foreigners who are EU/EEA nationals and reside in Denmark under the EU regulations on freedom of movement may be subject to special rules on family reunification. Special rules also apply to accompanying family members to foreigners who reside in Denmark to work or study according to the rules described in section 6.4.

### **General rules on reunification of spouses, cohabitants and registered same-sex partners**

Foreign nationals may obtain a residence permit for Denmark if they have a spouse, cohabitant or registered partner already resident in Denmark. However, the applicant and the applicant's spouse or partner as well as the marriage or partnership must meet certain requirements.

Below, those requirements are outlined. It should be noted that exceptions can be made under certain circumstances, including where Denmark's international obligations so require.

Requirements relating to the applicant and the applicant's spouse or partner:

- Both the applicant and the spouse or partner in Denmark must be at least 24 years old.

The couple's combined attachment to Denmark must be greater than their combined attachment to any other country. (See below under recent amendments in the rules on family reunifications regarding the abolishing of the "26-year rule").

Requirements relating to the applicant:

- The applicant must pass a Danish language test within 6 months after being granted a residence permit (at A1-level).

Requirements relating to the applicant's spouse or partner in Denmark:

- The applicant's spouse or partner in Denmark must be able to support himself or herself and the applicant. In most cases, this requirement will be met if the applicant's spouse or partner has not received public assistance under the terms of the Active Social Policy Act (*Lov om aktiv socialpolitik*) or the Integration Act (*Integrationsloven*) for the past three years prior to the application being processed by the Immigration Service.

- The applicant's spouse or partner must have a separate residence of an adequate size at his or her disposal.
- The applicant's spouse or partner must provide a bank guarantee or similar security of DKK 50.000 to cover any future public assistance paid to the applicant by his or her municipality.

Further requirements if the applicant's spouse or partner in Denmark is not a Danish/Nordic citizen:

- The applicant's spouse or partner must a) hold a Danish residence permit granted on the grounds of asylum or protected status, b) have held a Danish residence permit granted on the grounds of temporary protected status for the past three years or more or c) have held a permanent Danish residence permit for the past three years or more (see below under recent amendments in the rules on family reunifications regarding family reunification to foreigners with a "temporary protection status").
- If family reunification is granted on the basis of (c), the applicant's spouse or partner must meet some of the current conditions for being granted a permanent residence permit in Denmark.

One or more requirements may be suspended if particular reasons apply. This could be the case if:

- The spouses are otherwise referred to exercise their right to family life in a country, in which the spouse residing in Denmark – because he or she is a refugee or has protected status and still risks persecution in his or her country of origin – is not able to enter and reside.
- It would be irresponsible due to humanitarian reasons to refer the spouse residing in Denmark to take up residence in another country, where he and she cannot be offered treatment.
- The spouse residing in Denmark has custody over or visitation rights in regard to a minor child residing in Denmark.

Other requirements:

- The marriage or registered partnership must be valid under Danish law.
- If the applicant and the applicant's partner are not legally married or registered partners, their relationship must be of a permanent and lasting nature. Normally, the couple must be able to document that they have shared an address for at least 18 months.
- If the couple is not legally married or registered partners, the partner in Denmark must assume full responsibility for supporting the partner.
- The marriage or registered partnership must have been entered into voluntarily, i.e., there must be no doubt that it was entered into according to the wishes of both parties.
- The marriage or registered partnership must not have been entered into solely for the purpose of obtaining a residence permit for the applicant.
- The applicant's spouse or partner must reside permanently in Denmark.
- The applicant's spouse or partner may not have been convicted of violence against a former spouse or partner within a period of ten years prior to the application being processed.
- A simultaneously application from an applicant's child must not be turned down because the applicant's spouse or partner have been convicted of abuse of a child within a period of ten years prior to the application being processed and the child cannot reside with other family members in his or hers country of origin. The couple must always sign a declaration that to the best of their ability they will both contribute actively towards the applicant (and any accompanying children) learning Danish and integrating into Danish society.

In certain cases, a foreigner whose spouse is a Danish citizen can invoke EU regulations governing the free movement to obtain a residence permit. The Danish national must have exercised his or her right of free movement in another EU/EEA Member State or Switzerland.

There is no minimum requirement for the length of the Danish national's residence in the other EU/EEA Member State or Switzerland, but it is a precondition that he or she has genuinely exercised the right of residence on the basis of the EU rules.

A valid marriage, registered partnership or regular cohabitation must exist between the Danish national and the spouse. It is also a requirement that the Danish national and the spouse have genuinely cohabited in the EU/EEA Member State or Switzerland in which the Danish national has exercised his or her right of free movement.

### **General rules on reunification with children under 15 years of age**

Foreigners under 15 years of age whose parent(s) live in Denmark are also eligible for a residence permit for Denmark, provided that certain requirements are met.

Requirements relating to the parent in Denmark:

- The child's parent residing in Denmark (or the parent's spouse) must either be a) a Danish or Nordic citizen, b) hold a Danish residence permit granted on the grounds of asylum or protected status, c) have held a Danish residence permit granted on the grounds of temporary protected status for the past three years or more, or d) have a permanent residence permit for Denmark or have a residence permit with a possibility of future permanent residence.
- The child's parent in Denmark must have full or partial custody of the child.
- The person living in Denmark, or his or her spouse or partner, may not have been convicted of abuse of a child under 18 years of age within a period of ten years prior to the application being processed.

Requirements relating to the child:

- The child must be under 15 years of age when the application is submitted.
- The child may not have started his or her own family, e.g., through marriage or regular cohabitation.
- After the family reunification, the child must live with the parent(s).
- A residence permit may not be granted if it is manifestly contrary to the interests of the child.

In certain cases, it will be required that:

- The parent living in Denmark can document that he or she has a separate residence of an adequate size at his or her disposal.
- The parent living in Denmark can support himself or herself (and, in exceptional cases, the applicant).

If one parent lives with the child abroad and the other parent lives in Denmark, a supplementary requirement applies. In that case, if the child is eight years old or older, the child must be deemed to have the potential for successful integration into the Danish society. (See below under recent amendments in the rules on family reunifications regarding the abolishing of the two year deadline associated with the integration requirement).

The integration requirement aims to prevent parents from placing their child in the home country together with one of the parents until the child is almost an adult in order to achieve that the child gets an upbringing in conformity with the culture and norms of the home country and is not influenced by Danish norms and values. Exception to the requirement can be made under certain circumstances, including where Denmark's international obligations so require.

The rules stipulate that where such an assessment is carried out, the integration of the parent residing in Denmark should be given added weight. The rules also state that not only the ability to take care of the child, but also the desire of the foreign parent living abroad to do so, should (among others) be taken into consideration.

### **General rules on reunification of other family members**

Other family members of persons residing in Denmark can obtain a Danish residence permit, if Denmark's international obligations so require. These rules apply to e.g. children between 15 and 18 years of age.

### **Recent amendments on the rules on family reunifications**

- Abolishing of the "26-year rule" in connection to the attachment requirement for reunification with spouses, cohabitants and registered same-sex partners.

Previously the attachment requirement was not made in cases where the spouse or partner in Denmark had held a Danish citizenship for at least 26 years, where the spouse or partner in Denmark was born and had been living in Denmark for at least 26 years or where the spouse or partner in Denmark came to Denmark as a young child and had been a legal resident in Denmark for at least 26 years (known as the "26-year rule").

On the basis of the ruling from the European Court of Human Rights on 24 May 2016 in the case Biao vs. Denmark (no. 38590/10) exemption to the attachment requirement is no longer made with reference to the "26-year rule".

- Abolishing of the two year deadline associated with the integration requirement for reunification with children less than 15 years of age.

Previously the integration requirement was made in cases where the child was six years old or older and the application for family reunification was submitted more than two years after the parent residing in Denmark fulfilled the requirements for family reunification with the child. In practice this meant that the integration requirement applied to children who were eight years old or older.

On 12 April 2016 the Court of Justice of the European Union delivered its judgement in the Genc case (C-561/14). In the judgement the Court of Justice has ruled that the integration requirement cannot be justified if the requirement only applies after the two year deadline. As a consequence of the judgement in the Genc case the two year deadline has been abolished. The integration requirement is now applicable in cases where the child is eight years old or older and one parent lives with the child abroad and the other parent lives in Denmark.

- Family reunifications to foreigners with a temporary protection status.

In February 2015, an amendment of the Aliens Act introduced a new temporary subsidiary protection status for refugees who are entitled to asylum due to a general situation in the home country, in accordance with the case Sufi and Elmi v. the U.K.

Residence permit on the grounds of temporary protection status is granted for an initial period of one year and may be extended if the alien is still in need of protection. Due to the temporary nature of the protection, it was as a starting point not possible to obtain family reunification with a foreigner, who was granted residence permit in Denmark on the basis of a temporary need for protection, unless the person was granted an extension of the residence permit after one year.

In February 2016 new rules on family reunification to foreigners with a temporary protection status was introduced. According to the new rules a reunification may be granted if the person living in Denmark has held a Danish residence permit granted on the grounds of temporary protected status for the past 3 years or more.

Exceptions can be made under certain circumstances, including where Denmark's international obligations so require. The immigration authorities will perform an individual assessment in each concrete case, ensuring observance of Denmark's international obligations, including relevant case law from the European Court of Human Rights.

The rules do not apply to foreigners who are granted a residence permit according to the Convention Relating to the Status of Refugees (July 28, 1951) or because the foreigner risks the death penalty or being subjected to torture or inhuman or degrading treatment or punishment in case of return to his/her country of origin (protection status).

### **Avenues for appeal**

The Danish Immigration Service makes decisions regarding applications for family reunification according to the national rules on family reunification in the Aliens Act in the first instance. If an applicant is dissatisfied with the decision of the Danish Immigration Service, he or she can appeal the decision to the Immigration Appeals Board.

If the applicant is currently staying in Denmark, he or she will normally be required to leave the country while the Immigration Appeals Board examines the appeal.

However, if the appeal concerns revocation or refused extension of an existing residence permit, the applicant will normally be permitted to remain in Denmark during the examination of the appeal, if the appeal is filed not later than seven days after the applicant has been notified of the decision by the Danish Immigration Service.

Cases regarding family reunification under the EU-rules are handled by the Civil Service in the first instance. These cases can be appealed to the Danish Immigration Service.

### **Extension of residence permits**

When spouses, cohabitants or registered same-sex partners are granted family reunification, the first residence permit will be granted for not more than two years. Spouses, cohabitants and registered same-sex partners are eligible for a first extension of their residence permit for a period of four years. The second time the foreign national applies for an extension the permit may be extended by not more than six years. When the foreign national has held a time-limited residence permit for six years, the residence permit may be extended for periods for up to six years each time. However, the extension will not be granted for a period exceeding the time of expiry of the residence permit of the spouse/partner residing in Denmark.

In case of children, the following criteria apply: If the parent living in Denmark has a time-limited residence permit, the child's residence permit will be extended until the date when the parent's residence permit expires. If the child resides in Denmark and if the parent residing in Denmark has a permanent residence permit, the child will be granted a residence permit valid until he or she reaches the age of 18.

The length of the residence permit can be reduced depending on the validity period of the applicant's passport.

### **Permanent residence permits**

New rules regarding permanent residence permits entered into force on July 1, 2012. With these rules the so called point requirement was abolished. In February, 2016, some of the rules were modified and stricter requirements came into force. Now the applicant must meet the following requirements in order to qualify for a permanent residence permit:

- The applicant must still qualify for temporary residence.
- The applicant must be over the age of 18.
- The applicant must have resided in Denmark legally for at least six years.
- The applicant may not have a criminal record.
- The applicant may not have overdue public debt.
- The applicant may not have received certain types of public benefits for a period of three years prior to submitting an application for permanent residence, and while the application is being processed.
- The applicant must have submitted a signed declaration of integration and active citizenship in Denmark.
- The applicant must have passed a Danish language test on level 2 (Prøve i Dansk 2) or a Danish language test of an equivalent or higher level.
- The applicant must have held regular full-time employment or been self-employed in Denmark for at least two years and six months within the last three years prior to submitting the application for permanent residence.
- The applicant must be working at the time of becoming eligible for permanent residence.

Furthermore the applicant must now meet at least two of four supplementary requirements:

- The applicant must have passed an active citizen exam test or have exhibited active citizenship in Denmark.
- The applicant must have held a regular full-time employment or been self-employed for at least four years within the last four years and six months.
- The applicant must have had a yearly taxable income that over the last two years has been DKK 270.000 on average.
- The applicant must have passed a Danish language test on level 3 (Prøve i Dansk 3) or a Danish language test of an equivalent or higher level.

If all four supplementary requirements are met, a permanent residence permit may be granted to an applicant who has resided in Denmark for four years or more.

There are special requirements if:

- The applicant is between the ages of 18 and 19, and has worked or studied continuously since completing primary school.
- The applicant has strong ties to Denmark.
- The applicant is a pensioner or an early age pensioner.

One or more of the above-mentioned requirements are not imposed if Denmark's international obligations – e.g., the UN Convention on the Rights of Persons with Disabilities – require that exemptions should be made. In compliance with the Convention, applicants who are unable to fulfil one or more of the requirements due to a disability will thus not be required to fulfil these requirements.

If the foreigner cannot obtain a permanent residence permit, he or she can instead apply for an extension of the time-limited residence permit and re-apply for a permanent residence permit at a later date.

### **Termination of residence permits**

A foreigner who has been granted a residence permit for Denmark according to the rules on family reunification may lose the right to reside in Denmark.

This will occur if his or her residence permit is revoked or extension is denied, e.g., if the basis for granting the permit no longer exists or if the Danish language test is not passed, see above. This will also occur if the residence permit lapses, e.g., because the foreigner moves abroad or lives abroad for a long period.

It is possible to apply for dispensation to prevent the residency permit from lapsing. It is a requirement that the foreigner intends to stay outside of Denmark only temporarily and that the stay is reasonably justified (e.g. work, education, foreign posting for a Danish authority, institution, organisation or foreign posting for an international institution, organisation or company headquartered in Denmark).

A residence permit will also lapse in the event of expulsion – e.g., as a result of criminal activity.

The Danish Immigration Service may always revoke or refuse to extend a residence permit if a foreigner has received the permit fraudulently, e.g. by giving false information to the authorities. The Danish Immigration Service has this right no matter whether the foreign national has a time-limited or a permanent residence permit.

The Danish Immigration Service may also revoke or refuse to extend a time-limited residence permit if the basis for the permit was inaccurate or no longer exists. This may be the case e.g.:

- If a foreigner has received a residence permit on the grounds of marriage, and the spouses no longer live together.
  
- If the original residence permit was issued subject to the condition of housing, and this is no longer satisfied. The same applies if the condition of housing was waived due to special circumstances, and these circumstances no longer exist, and the condition of housing is not satisfied.
  
- If the original residence permit was issued subject to the condition of self-support and this is no longer being satisfied. The same applies if the condition of self-support was waived due to special circumstances, and these circumstances no longer exist, and the condition of self-support is not satisfied.

When deciding on expulsion, revoking or refusing to extend a residence permit the personal situation of the foreigner will be taken into consideration. Among other things the foreigner's connection with Danish society and the consequences to close family members living in Denmark will be considered.

### **Cessation of cohabitation due to domestic violence or death of the spouse**

A time-limited residence permit obtained on the basis of marriage will – in general – be revoked if the spouses no longer live together. However, the foreigner's ties with the Danish society will be taken into consideration.

An amendment to the rules on revocation of residence permits, issued on the basis of spousal reunification, entered into force in 2013. The amendment aims to ensure that no foreigner feels forced to stay with a violent spouse out of fear of losing his/her residence permit. Following the amendment, it will be taken into consideration whether the marriage has been dissolved because of domestic violence, notwithstanding the length of the foreign national spouse's stay in Denmark.

A further amendment to the rules on revocation of residence permits, issued on the basis of spousal reunification, entered into force in February 2014. The amendment aims to ensure that a foreign national spouse living in Denmark does not lose his or her residence permit if the spouse or partner residing in Denmark dies. In order to be allowed to stay in Denmark, the foreign national spouse must have made an effort to integrate into Danish society. The rules also apply to the children of such a foreign national spouse.

#### **Participation in armed conflicts**

On February 2015 a bill regarding recruitment to armed conflicts abroad was passed. With the amendments to the Aliens Act, the Immigration Service may decide that an alien's right of residence or residence permit has lapsed, if the alien is staying or has stayed outside of the country, and there is reason to believe that the alien during the stay participates or has participated in activities that may involve or increase a danger to national security, public order or other states' security. Exception is made for cases, where Denmark's international obligations so require.

## **6.4 Work and study in Denmark**

Foreigners may be eligible for a residence permit to work or study in Denmark according to the rules specified in the Aliens Act.

Residence and work permits may be granted to individuals intending to take paid or unpaid (voluntary) work, as well as to self-employed persons. In addition, residence permits will be granted to students, au pairs, interns, trainees, working holiday makers, members of the clergy, missionaries, etc.

Special rules apply to Nordic nationals, that is, nationals of Norway, Sweden, Finland and Iceland. The EU rules on freedom of movement apply to nationals of EU countries and third-country nationals seconded to Denmark for the purpose of providing a service on behalf of a service provider established in the European Union.

#### **Work in Denmark**

Some foreigners do not need a residence and work permit to take up employment in Denmark. This applies to Nordic nationals and to individuals comprised by the existing rules on freedom of movement within the European Union. If a foreigner already has a humanitarian residence permit or a residence permit obtained according to the rules on asylum or family reunification, he or she does not need a work permit.

Other foreigners may obtain a residence and work permit for Denmark in order to take employment here. It is important to note that the responsibility to acquire a work permit rests with the applicant. If a foreign national works illegally in Denmark, he or she may be deported from the country. Both the employee and his or her employer also risk being punished with fines or imprisonment.

#### **Residence and work permits**

A foreign national is normally required to have a residence and work permit as a prerequisite for working in Denmark (including unpaid work).

New legislation implementing the latest agreement on recruitment of foreign labour which was passed in Parliament under the former Government entered into force on January 1, 2015. The main purpose of the reform was to simplify the access to hire highly skilled international labour and to tighten rules regarding foreign labour that does not require a high level of qualifications.

Since then, the Danish People's Party (Dansk Folkeparti), the Social Democrats (Socialdemokraterne) and the Socialist People's Party (Socialistisk Folkeparti) have submitted draft bills to repeal the Greencard scheme and to introduce changes to the Pay Limit scheme. These bills were passed in Parliament by a majority outside the current government and entered into force on 10 June 2016.

The accesses for third country nationals to work in Denmark are hereafter as follows:

#### **The Fast-track scheme**

The reform of international recruitment from 2014 introduced a new scheme for international recruitment called the fast-track scheme. The fast-track scheme facilitates a quick and flexible jobstart for high

qualified foreign labour and makes it easier for certified companies to recruit employees with special competences or qualifications to Denmark.

The fast-track scheme can be used by foreigners who have been offered employment in a certified company, and where the employment lives up to one of the following conditions:

- 1) The foreigner is employed on the conditions of the pay limit scheme.
- 2) The foreigner is employed as researcher.
- 3) The employment involves education at a high level.
- 4) The employment corresponds to a short-term stay of less than 3 months.

If the foreign national wishes to make use of the Fast-track scheme's possibility for quick job start, he or she must in principle arrange for legal entry into Denmark by him- or herself. Before the foreign national starts working, he or she must appear in person at the Danish Agency for International Recruitment and Integration and be subjected to a number of checks, and have his or her biometric features recorded. If all the conditions have been fulfilled, a temporary permit allowing the foreign national to start working will be granted. The permit is valid until a decision has been made regarding the application for a residence and work permit.

### **The Positive List**

Foreign nationals hired within professional fields with a lack of well-qualified manpower have easier access to a residence and work permit.

The minimum educational level required to be eligible for a residence permit under the positive list is a Professional Bachelor degree.

The list is comprised of professional fields currently experiencing a shortage of well qualified manpower, e.g., the scientific, medical and technological sectors. These professions are set out in the positive list, which is revised twice a year in January and July based on surveys showing sectors with a structural lack of work force. Foreign nationals who have been hired to work within one of the professions on the positive list will immediately be eligible for a residence and work permit if they meet the educational requirements specified for the profession on the positive list. In these cases, the Danish Agency for International Recruitment and Integration will not request a labour market scrutiny statement, but will immediately grant a permit on the condition that the applicant has a specific job offer, and that the proposed salary and employment conditions correspond to Danish standards.

In certain cases, applicants may be required to submit appropriate professional credentials or similar documents, e.g., foreign-trained doctors, who must have an authorization from the Danish National Board of Health.

Foreign nationals with a job on the positive list can be granted residence and work permit for up to four years with a possibility of extension.

### **The Pay Limit scheme**

On 10 June 2016, a new bill passed by a majority outside the current government entered into force. Before the bill entered into force, foreign nationals who had been offered a job with a gross annual pay of not less than DKK 375,000 were eligible for a residence and work permit. From 10 June 2016, foreign nationals must receive a salary of at least DKK 400,000 in order to be granted a residence and work permit under the Pay Limit scheme. In addition, this level will now be regulated each year on the 1<sup>st</sup> of January.

If the applicant meets the criteria, the Danish Agency for International Recruitment and Integration will not request a labour market scrutiny statement, but will immediately grant a permit on the condition that the applicant has a specific job offer and that the proposed salary and employment conditions correspond to Danish standards.

Foreign nationals covered by this scheme are eligible for an initial residence permit for up to four years with a possibility of extension.

### **Researchers**

Foreign nationals who have been offered a job as a researcher have particularly easy access to the Danish labour market. The foreign national must have a written job contract or a job offer which specifies salary and employment conditions, which must correspond to Danish standards.

With the reform that entered into force on January 1, 2015, researchers have been given even better conditions with new rules ensuring flexibility regarding their residence in Denmark. Researchers can now reside outside of Denmark for more than 6 months without losing their residence and work permit. It is also important to note that researchers who are invited to teach or give lectures in Denmark may do so without a residence and work permit, provided that the stay does not exceed three consecutive months, calculated from the day of arrival in Denmark.

### **Guest researchers**

Foreign nationals with a Master's degree can be granted a residence and work permit if he or she needs to conduct research as part of his or her further education or career development and need to do so at a Danish research institute or company, which makes facilities available, but does not hire him or her. As the foreigner will not normally be receiving a salary from the Danish organisation, it is required the foreigner has sufficient financial means to support him- or herself. Therefore, the foreigner must be able to document to have means or income which equals the Danish level of social benefits for single non-providers over 30.

### **Trainees**

Foreign nationals can be granted a residence and work permit as a trainee for the purpose of working in a company in Denmark for a limited period of time for educational purposes.

The trainee position must be held with a Danish company and a documented strategic partnership must exist between the company in Denmark and a company/organisation in the home country of the foreign national.

A residence and work permit as a trainee is given for a maximum of one year with the possibility of extension. The total trainee period must not exceed 24 months.

### **Special individual qualifications**

A residence and work permit can be granted to foreigners with employment linked so close to their individual qualifications, that only they can be assumed to be able to perform the job. This applies for instance to artists, entertainers and professional athletes.

Upon application, a written job contract which specifies salary and employment conditions equal to Danish standards must be presented. Normally, a residence and work permit is granted for one year at a time for the first two years. However, a permit is never granted for longer than the period specified in the employment contracts.

### **Employees on moveable oil rigs, drillships, etc.**

Foreigners who are to work on oil rig, drillship or other comparable movable workstations temporarily situated on Danish territory can be granted a residence and work permit. This includes foreign nationals employed on pipe laying ships or wind turbine installation vessels or similar.

A permit is given for the limited period of the work task and can never be granted for longer than six months.

### **Herdsmen and farm managers**

Foreigners can be granted a residence and work permit in Denmark as a herdsman or farm manager in agriculture. It is a condition that the foreigner possesses the professional qualification needed to carry out the offered job.

### **Establishment Card**

Foreign nationals who have completed a Danish master's degree or PhD degree can be granted a residence permit with the aim of establishment in Denmark after finishing their Danish educational programme.

A foreigner who has been granted a residence permit under the Establishment card scheme does not need to obtain a work permit. A residence permit under the Establishment scheme also gives a foreigner the right to take up employment without it being necessary to apply for a new work permit when changing jobs. In addition, a residence permit under the Establishment card scheme gives a foreigner the right to work as an entrepreneur (self-employment).

It is a condition that the application for a residence permit under the establishment scheme is submitted before the residence permit for jobseeking (valid for 6 months) expires. If a foreigner completes a Danish master's degree or a PhD degree, but is not entitled to a residence permit for jobseeking, e.g. if the residence permit has been granted under previously applicable rules, the foreigner is still able to apply for an establishment card, as long as the application is submitted no more than 6 months after the completion of the educational programme

A residence permit is given only once and granted for a period of maximum 2 years, and it cannot be extended. After residing 2 years in Denmark, the foreigner must apply for a new residence permit using one of the other schemes.

### **Start-up Denmark (self-employment)**

After the reform of international recruitment, which entered into force on 1 January 2015, the rules for self-employment have been specified and are now contained in the Aliens Act. The reform introduced a 3-year experiment with a new scheme called Start-up Denmark. The new scheme is used by self-employed persons when applying for a residence and work permit. The scheme can also be used by two persons who want to establish a company together.

Using this scheme, an entrepreneur with an innovative business idea can be granted a residence and work permit in order to operate an independent company in Denmark. Before applying for the residence and work permit at the Danish Agency for International Recruitment and Integration, the business idea must be approved by a panel of experts appointed by the Danish Business Authority. There must be particular Danish professional or labour market interests in the establishment of the company in Denmark. Normally, it is not possible to be granted a residence and work permit in order to establish a restaurant, retail shop, small business, import or export enterprise or similar.

A maximum of 50 residence and work permits will be granted under the Start-up Denmark scheme per year, that is, from 1 January to 31 December.

A residence and work permit under the Start-up Denmark scheme is granted for a maximum of two years with the possibility of extension for three years at a time.

### **The Green Card scheme**

The Green Card scheme has been abolished. The abolishment entered into force on 10 June 2016. It is therefore no longer possible to apply for a residence and work permit under the Green Card scheme.

The abolishment of the Green Card scheme does not have consequences for third country nationals who are already holding a Green Card, and they are eligible for an extension of their permit if they meet the regular criteria.

Until the abolishment of the Green Card scheme entered into force, a first-time residence permit under the Green Card Scheme was issued for up to two years.

After one year, the greencard-holder must document an income of at least DKK 50,000 to keep the residence permit. After two years, the residence permit under the Green Card scheme can be extended if the applicant is permanently employed and has earned at least the income corresponding to the level of newly educated bachelors in the last 12 months. In 2016, the required amount is DKK 317,725 including pensions. If the criteria for an extension are met, there can be given a residence permit for 3 years each time.

### **Studying in Denmark**

Foreign nationals may be granted a residence permit for the purpose of studying in Denmark. Access to Denmark for international students is set out in the Executive Order 1550 on the Issue of Residence and Work Permits for Students from 2014.

Student residence permits can be granted for:

- Students pursuing higher educational programmes.
- Students pursuing a youth education programme or primary or lower secondary education.
- Students attending folk high schools (folkehøjskoler).

A student residence permit is granted for the prescribed duration of the programme or course. However, for exchange students at higher educational programmes the maximum period for a residence permit is 2 years, for students pursuing a youth education programme or a primary or lower secondary education the maximum is one year, whereas for folk high school students the maximum is 18 months.

If the foreign student is to complete a higher educational programme in Denmark, the residence permit will include six months after the prescribed graduation date of the programme. This is to allow the student to look for work in Denmark upon graduation.

Students pursuing higher educational programmes are allowed to work part time (maximum of 20 hours a week – and full time during June, July and August) besides their studies.

Special rules apply to Nordic nationals and nationals comprised by the EU rules on freedom of movement.

### **Au pairs**

In 1969, the Council of Europe adopted rules to regulate young people's stays as au pairs in foreign countries. These rules remain in force and form the basis of the Danish Agency for International Recruitment and Integration standard examination of applications from foreigners who wish to reside in Denmark as au pairs.

The term 'au pair' roughly translates as 'on equal conditions'. The purpose of becoming an au pair is to improve language and/or professional skills as well as broaden his/her cultural horizon by becoming more acquainted with Denmark. In return, the au pair participates in the host family's domestic chores (e.g. cleaning, washing clothes, cooking, babysitting] for a minimum of three and a maximum of five hours per day, and no more than six days per week.

An au pair is eligible for a residence permit, but not a work permit, as the tasks that an au pair undertakes for a host family are not regarded as work. An au pair may not undertake paid work in addition to those tasks set by the host family.

### **Interns**

A foreign national can be granted a residence and work permit to work as an intern.

The applicant must be between 18-35 years old (except interns in the agricultural, veterinary, forestry or horticultural fields who must be between 18-29 years old) at the time of the application. The internship must have a relation to the on-going education of the applicant, which means that the internship must be professionally relevant.

The application must include an approval of the place of internship, documentation of the on-going education, and salary and employment conditions must correspond to Danish standards.

### **Working holiday**

Denmark has reciprocal working holiday arrangements with New Zealand, Australia, Canada, Chile, Japan, South Korea and Argentina.

The working holiday programme allows young people from those countries to have an extended holiday in Denmark, and it allows young people from Denmark to have an extended holiday in those countries.

The programme is arranged in order to give working holiday makers an opportunity to experience closer contact with another culture. The purpose of the exchanges is therefore to further mutual understanding between the people of each country.

Applicants will be granted a residence permit for a maximum period of one year. The main reason for a visit should be to have a holiday; any work they do should be done to support themselves while they are on holiday.

Working holiday makers may not work for more than six or nine months, depending on the arrangement with the relevant country. The holiday maker may not take any permanent employment. Holiday makers are permitted to do work of a temporary or casual nature.

In addition, working holiday makers are allowed to study or train for a limited period of time.

## 6.5 Danish nationality

Pursuant to the Danish Constitution, no foreigner can obtain Danish nationality other than by an Act of the Parliament. Pursuant to law, Danish nationality can be obtained in three ways; (i) by naturalisation, (ii) automatically and (iii) by declaration.

### **Naturalisation**

Due to the Danish Constitution, naturalisation is the exclusive prerogative of the Legislature.

The Minister for Immigration and Integration submits bills on naturalisation twice a year. In order to be eligible for Danish nationality, the applicant must satisfy certain criteria established by the Danish Parliament.

The guidelines and the criteria, which the applicant must satisfy in order to be eligible for Danish Nationality by naturalisation, are set out in the Circular Letter No. 10873 of 13 October 2015 on Naturalisation.

According to the guidelines, applicants will have to pass the Danish 3 Examination from the language centres, or one of the examinations listed in Schedule 3.a of the guidelines, which are on a level with the Danish 3 Examination. Yet, if an applicant has been self-supportive for a period of 8 years and 6 months within the past 9 years prior to the submission of the bill on naturalisation before the Parliament, certificate of a passed Danish 2 Examination from the language centres, or one of the examinations listed in Schedule 3.b of the guidelines will suffice.

Furthermore, the applicant must take and pass a new and revised nationality test (Indfødsretsprøven af 2015), which documents the applicants' knowledge on Danish society, culture and history. The new nationality test replaces the previous nationality test. The new nationality test is held twice a year and was held for the first time in June 2015.

The nationality test is based on teaching material published by the Ministry of Immigration and Integration.

The examination time is 45 minutes. The test is a multiple choice test with 40 questions, including 5 questions relating to current conditions and events in the Danish Society. The applicants need at least 32 correct answers in order to pass the test.

Furthermore, all applicants must sign a declaration to the effect that they will promise fidelity and loyalty to Denmark and Danish society and agree to comply with Danish law, including the Danish Constitution, and respect fundamental Danish values and legal principles, including Danish democracy.

Also each applicant must sign a declaration stating that he or she has not committed any offence compromised by Chapters 12 and 13 of the Criminal Code (offences against the State's independence and security, and offences against the constitution and the supreme State's authority and terrorism). A person making a false declaration on this point may be deprived of the nationality.

A foreign national must also meet certain requirements concerning the duration of his or her stay in Denmark. Basically, he or she must have a permanent residence permit as well as he or she must have been a continuous resident in Denmark for at least 9 years. For stateless persons and refugees, the required period of residence is only 8 years. For spouses of Danish nationals, the required period of residence is only 6 to 8 years, depending on how long the marriage has lasted. For nationals of the other Nordic countries (Finland, Iceland, Norway and Sweden) the residence period is 2 years.

An applicant who has been convicted of a criminal offence may face a waiting period from obtaining Danish nationality depending on the type of criminal offence and punishment. If the applicant has been imprisoned for 18 months or more for a criminal offence, or has been sentenced to at least 60 days of

imprisonment for violation of provisions of Chapters 12 and 13 of the Criminal Code (offences against the State's independence and security, and offences against the constitution and the supreme State's authority and terrorism), he or she can never become a Danish national.

A foreign national can furthermore not become a Danish national if he or she has certain types of defaulted debts to the public, e.g., overdue (re)payment of certain public benefits, loans, taxes and duties.

Applicants must be self-supportive, which means that the applicant must not have received social benefits under the Active Social Policy Act or the Integration Act within the last year prior to the submission of a bill on naturalisation, as well as the applicant must not – in the past 5 years prior to the submission of the bill – have received social benefits under the Active Social Policy Act or the Integration Act for a total period of more than 6 months.

Finally, as a general rule, applicants must be at least 18 years of age before they can apply for Danish nationality. However the criteria for obtaining Danish nationality established by the Parliament include a number of specific possibilities for children under the age of 18 to apply for Danish nationality.

In accordance with the UN Convention of 30 August 1961 on the Reduction of Statelessness and the UN Convention of 20 November 1989 on the Rights of the Child, persons born stateless in Denmark can acquire Danish nationality by naturalisation without fulfilling the requirements in Circular Letter No. 10873 of 13 October 2015 on Naturalisation. This follows from Section 17 and Chapter 9 of the Circular Letter.

#### **Automatic acquisition of Danish nationality**

Danish nationality can also be acquired automatically by birth, by legitimation (subsequent marriage of the parents) and by adoption.

From 1 July 2014, a child acquires Danish nationality by birth if born to a Danish mother, a Danish father or a Danish co-mother, regardless where the child is born and whether the child is born in or out of wedlock.

Before 1 July 2014, the rules stated that if the parents were unmarried at the time of birth, and if only the father was a Danish national, a child could only acquire Danish nationality if born in Denmark.

If a child born of a Danish father and a foreign mother has not acquired Danish nationality by birth, the child will acquire Danish nationality if the parents enter into marriage. It is a condition that the child is under the age of 18 and unmarried at the time of the parents' marriage.

A child (of a Danish father and a foreign mother) that has not obtained Danish nationality automatically by birth can furthermore acquire Danish nationality by naturalisation without fulfilling the ordinary conditions. This rule applies for persons born on October 12, 1993 and later.

A foreign child under 12 years of age, adopted by a Danish adoption order, acquires Danish nationality by the adoption whether adopted by a married couple, cohabitating couple or a single parent.

The same applies if a child is adopted by a foreign adoption order, which is found to be valid under section 28(2) of the Danish Act on Adoption of Children.

#### **Declaration**

Danish-born foreign nationals, who have lived in Denmark until the age of 18, and thereafter lost their Danish nationality and nationals of the other Nordic countries, may be granted Danish nationality by declaration Pursuant to Sections 3-4 of the Danish Nationality Act. Among other things, it is required that the person has legal residence in Denmark.

On 1 September 2015, two temporary arrangements to obtain Danish citizenship by declaration were introduced as a consequence of the Act on Multiple Nationality, which has amended the Danish Nationality Act to allow for full access to multiple nationality as from 1 September 2015. Firstly, former Danish citizens, who have lost their Danish nationality by acquiring a foreign nationality will be able to reacquire their nationality by making a declaration to The State Administration, provided they fulfil certain requirements. The declaration must be made between 1 September 2015 and 31 August 2020. Secondly, foreign citizens, including their children, who have been included in an act on naturalisation

passed in December 2012 or later with a condition of obtaining renunciation, will be able to become Danish citizens without obtaining renunciation of their previous nationality by making a declaration to The State Administration. The declaration must be made between 1 September 2015 and 31 August 2017.

#### **Deprivation etc.**

Pursuant to Section 8 A of the Danish Nationality Act, any person who has acquired Danish nationality by fraudulent conduct, including by intentionally giving incorrect or misleading information or suppressing relevant information, may be deprived of his or her nationality by court order if the conduct exhibited was decisive to the acquisition. The person will be deprived of his or her nationality regardless of whether the deprivation will make the person concerned stateless.

Pursuant to Section 8 B of the Danish Nationality Act, any person convicted of a violation of one or more provisions of Chapters 12 and 13 of the Danish Criminal Code may be deprived of his or her Danish nationality by court order unless this will make the person concerned stateless. If a person has been punished abroad for an act which may, according to Danish legislation, lead to deprivation of Danish nationality, such person can be deprived of his or her nationality pursuant to Section 11 of the Danish Criminal Code.

Among many things, Danish nationality entitles a person to hold a Danish passport and to vote at and be nominated for national elections.

## **6.6 Repatriation**

Foreigners in Denmark who wish to return to their country of origin or former country of residence may be eligible for financial assistance, a so-called repatriation grant. The purpose of the repatriation grant is to secure the future of repatriates by enabling them to resettle in their country of origin and begin building a financially secure future. The repatriation scheme applies to refugees, foreigners with a residence permit based on family reunification and foreigners who came to Denmark as guest workers and received a residence permit prior to the Danish Aliens Act of 1983. A refugee can return to Denmark with his or her family, if he or she regrets the decision to repatriate within 12 months of having left Denmark. In that case, the local authority can demand that the refugee returns the repatriation grant.

The specific requirements to be met and the different types of financial support each person can be granted are laid down in the Repatriation Act. Based on an assessment of the individual foreigner's financial situation, the local authorities will determine the financial assistance to which the applicant is entitled. The repatriation grant covers travelling expenses, freight costs for up to two cubic metres of personal belongings as well as re-establishment costs of up to DKK 131,242 for each adult and DKK 40,026 for each child below the age of 18 in 2016. Part of the re-establishment costs (40 pct.) are paid when the foreigner has returned to his or her country of origin, and the rest (60 pct.) will be paid after a 12 months period has expired. Finally, foreigners who wish to repatriate may upon individual assessment obtain financial assistance for purchasing and transporting business equipment and for expenses for health insurance and prescribed medical products that they intend to bring with them.

In special cases the local authority may decide that the foreigner must pay back the financial assistance, e.g., if the foreigner has not actually attempted repatriation or has provided false or misleading information.

Assistance for returning to the country of origin or the former country of residence will be granted only once.

If the foreigner is at least 55 years of age, he or she is entitled to a disability pension or is at least 50 years of age and is unable to work due to his or her health or other similar conditions, the foreigner is entitled to reintegration allowance if he or she wishes to return to his or her country of origin or the former country of residence. To qualify for this assistance, he or she must have resided continuously in Denmark for at least five years.

The monthly amount of the reintegration allowances depends on which group the country is placed in. All countries are divided into three groups depending on average living expenses. Foreigners entitled to the reintegration allowance may choose to receive an amount each month for five years or lifelong monthly payments of 80 per cent of the amount otherwise limited for five years. The monthly amount of the five-

year reintegration allowance is between DKK 2,500 and DKK 4,500 and the monthly amount of the lifelong reintegration allowance is between DKK 2,000 and DKK 3,600.

Moreover, a foreigner who is entitled to reintegration allowance and has obtained a residence permit in Denmark before 1 July 2002 can be granted an extra reintegration allowance of DKK 1,000 each month for five years or DKK 800 as a life-long monthly allowance.

Municipal expenditure for repatriation grants and reintegration allowances is fully funded by state subsidies.

In 2011 613 persons repatriated with financial support under the repatriation scheme. During the first 8 months of 2016 233 persons have repatriated (For more statistics see table 2.5, page 13).

## **6.7 Forced and voluntary return**

An alien who does not have the right to reside in Denmark must leave the country. If the alien does not leave Denmark voluntarily, the Danish Police will make the arrangements for his/her departure.

In general the person will be asked to leave voluntarily as voluntary returns benefit the returnee as well as Denmark and the country of origin. Thus, the Danish government in general encourages and supports voluntary return. However, in some cases forced return may be necessary.

Rejected asylum seekers who wish to return voluntarily to their country of origin or the country in which they formerly resided are offered practical assistance and can obtain financial aid from the Danish government. It is a condition that the rejected asylum seeker returns voluntarily and without undue delay after the final rejection of asylum.

The support for voluntary return also includes counselling services for the rejected asylum seekers about return. The counselling service is handled by the Danish Red Cross and the Danish Refugee Counsel. The service aims to inform the rejected asylum seeker on the return procedure and on questions concerning reintegration and reestablishment in his or her country of origin. The service also includes information on the financial support schemes.

If return does not happen voluntarily, the Danish authorities will carefully plan a forced return operation.

The return procedure is handled by the Danish National Police. The return procedure is carefully planned in corporation with the receiving country. In this way, the forced return can be managed in a dignified and proper manner.

The cooperation with the home countries includes issuing travel documents and identification of the alien. The costs of forced returns are in general covered by the Danish Government, or if the alien has sufficient funds, by the alien him- or herself.

If it is not possible to return the alien, the alien will be obliged to reside at one of two departure centres – Kærshovedgård or Sjælsmark – depending on whether they are single men, single women or families. In addition to this the aliens must report to the police at the departure centre three times a week. The Danish Immigration Service and the Danish Police will monitor whether the measures are complied with by the alien.

## **6.8 Illegal employment of foreign workers**

Danish authorities have a number of measures aiming at preventing and fighting illegal employment.

### **Penalties and incentives to prevent illegal employment of foreign workers**

Both employers and employees may be fined or imprisoned for having employed a foreign national without a residence permit or working illegally.

It is the employer's responsibility to ensure that a foreign employee has a working permit. According to the Aliens Act, employers may be subject to a fine or imprisonment for up to 2 years for employing a foreigner without the required work permit or do so in violation of the conditions laid down for the issuance of work permit. The typical fine is DKK 20.000 per month, per person employed.

A foreign national employee who works without a permit may risk being liable to a fine or imprisonment for up to one year and to be expelled from Denmark and banned from traveling to Denmark in a given period.

### **Control measures and incentives**

The Danish Agency for International Recruitment and Integration has a number of measures to ensure compliance with immigration laws. This is achieved through control checks. The purpose of monitoring is to prevent and combat breaches of the rules of residence permits for work and study, be it due to lack of knowledge or intentional misuse. Control checks may involve reviewing public registers, contacting other authorities, such as tax authorities or municipalities, contacting employers or places of study or through outbound checks.

One of the measures is register consolidation, where the Danish Agency for International Recruitment and Integration can systematically compare information contained in the register of the immigration authorities with records held by the Central Office of Civil Registration, the Buildings and Housing Registry or the income registry in order to check whether a foreigner with an active residence permit continues to meet the requirements of the residence permit and to check whether a foreigner with a previous residence permit from the Danish Agency for International Recruitment and Integration continues his or her stay in Denmark and work illegally. The results of register consolidation provides an effective means of control and will provide the basis for a strengthened monitoring of patterns and trends and thus risk profiling, including in the area of illegal work.

In addition, the Danish Agency for International Recruitment and Integration participate in outbound checks at company visits in cooperation with other authorities. The Danish Agency for International Recruitment and Integration assists the police by checking the foreigner's residence and work permit and guides employers on the rules accordingly. Only the police have the authority to perform outgoing control on immigration, and the Danish Agency for International Recruitment and Integration will therefore only take part in actions together with the police. The tax authorities can require companies to keep a daily record of the employees in logs, which can be used to control corporate employment of foreign workers.

If a foreigner is employed without the right to work, the Danish Agency for International Recruitment and Integration will report the employee and the employer to the police.

### **Information to workers and employers**

The Danish Agency for International Recruitment and Integration provides information and guidance to employers on how to avoid violating immigration rules. The Danish Agency for International Recruitment and Integration has issued a folder which describes the rules for Danish residence and work permit and what the employer must pay attention to when employing foreign labour – e.g. how to check whether a card holder is allowed to work, about the expiry date and renewal of residence and work permit, overview of the different types of residence cards etc.

Furthermore, the Danish Agency for International Recruitment and Integration has regular meetings with citizens, companies, trade organizations and educational institutions.

### **International cooperation**

The Danish Agency for International Recruitment and Integration has an international knowledge-sharing network with the immigration authorities in the Netherlands (Immigratie- one Naturalisatiedienst), Norway (Directorate of Immigration) and the UK (Home Office). The international network shares information about methods, patterns and other trends to be aware of.

## **7. INTEGRATION POLICY**

This chapter includes a presentation of government strategies on integration in section 7.1. Sections 7.2 to 7.5 describe the Danish Integration Act, the housing of refugees, the integration programme and social subsidies for new-comers, while section 7.6 deals with language education and employment initiatives besides the integration programme. Section 7.7 deals with integration of labour immigrants and their families. Sections 7.8 and 7.9 describe the assessment of foreign qualifications and the language stimulation training and teaching of Danish as a second language. Sections 7.10 and 7.11 describe the special integration initiatives aimed at ethnic minority children and youngsters and ethnic women. Finally,

sections 7.12, 7.13 and 7.14 describe current Danish policies in place to combat residential segregation and discrimination and to prevent radicalisation. This chapter was written in November 2016.

## 7.1 Government strategies on integration

As mentioned in section 6.1, on June 28, 2015, a new Government was formed in Denmark. According to the government platform the Government wants a successful integration process with fewer people living in parallel societies with no contact to the rest of the Danish society. Furthermore, the Government wishes to make a new and better integration programme with a greater focus on results and aiming at increasing the incentives of both municipalities and immigrants with the aim of a more successful integration process.

In February 2016, the Government launched the proposal "United for better integration" and called for negotiations with social partners and municipalities in order to reach agreements on integration. The Government intends to amend the integration programme in order to reach better results concerning labour market integration of refugees and immigrants. Among other things, the Government proposes to intensify the integration programme and to amend the Danish courses so that these will have even greater focus on labour market integration. In the Danish Finance Act for 2016 a budget of 6.5 Billion DKK concerns expenditures on integration. In comparison, the 2013 budget was 2.0 Billion DKK.

In March 2016, the Government signed two agreements with the social partners (the tripartite agreement) and Local Government Denmark (as the representatives for the 98 municipalities) as a follow-up on the Government proposal from February. The agreements aim at improving the framework for particularly labour market integration and contain a wide range of more than 80 initiatives. Key initiatives include:

- The integration programme is intensified and is now a one-year programme with a clear focus on labour market participation (previously 3 years). It can, however, be extended with up to four additional years if employment is not achieved. Persons enrolled in the integration programme are entitled to a fast and intensive work-related programme which municipalities should offer no later than 1 month after arrival.
- Employment opportunities will be a key consideration when individuals are allocated to a municipality. Distribution of refugees throughout the 98 municipalities is based on an allocation scheme ensuring that refugees are widely settled. The future distribution will focus on better matching of individual competences and local demands for labour.
- Better screening and more efficient sharing of information on skills (such as language, education, work experience, etc.) when refugees are transferred from asylum centres to municipalities.
- Refugees and family reunified persons in the integration programme are automatically regarded as "job-ready" meaning they should be enrolled in job training unless considered ineligible (due to health issues etc.).
- An Integration basic education scheme (IGU) is established as a temporary initiative for the next three years. It aims to enhance qualifications and thus employment opportunities for refugees and family reunified persons, whose skills level is not yet fully matching the requirements of the labour market. The 2-year IGU consists of employment in a paid internship position in a company combined with classroom education on education allowance. The target group is persons aged 18 - 40 years, who have resided in Denmark for less than 5 years.
- Financial incentives for municipalities and businesses that support labour market integration of refugees and family reunified persons: A bonus of DKK 25,000 (EUR 3,333) is granted to municipalities for each additional refugee or family reunified person who achieves regular employment in 2016 and 2017. The bonus for companies that recruit refugees or family reunified persons during the first year after they are granted residency is DKK 40,000 (EUR 5,333), while the bonus is DKK 30,000 (EUR 4,000) for companies recruiting refugees or family reunified persons up to 2 years after they are granted a residence permit.

- Danish language training should be organized in a flexible manner with respect for successful labour market integration (can take place directly at the workplace or outside working hours and be more labour market-oriented).
- Over the next 2 years, additional funding of DKK 1 billion (or approx. EUR 133 mio.) for the municipal integration efforts, primarily in order to handle the challenges of providing adequate housing.

Also, in July 2016 17 municipalities were granted DKK 30 mio. (EUR 4 mio) in order to strengthen local labour market integration efforts. The allocation is directed towards the municipalities considered to have the most integration potential according to a new benchmark study.

## 7.2 The Integration Act

The Integration Act entered into force on January 1, 1999 and has been amended several times since. The Act implies that the responsibility of integration lies with the municipalities

The Integration Act sets out the legal framework for integration in Denmark and regulates in main features how newly arrived immigrants are integrated in Denmark, which rights they are entitled to and which duties they must observe.

Once an asylum seeker has been granted residence permit, the Danish Immigration Service will assign him or her to a municipality by an allocation scheme (see section 7.3 for the housing of refugees). The municipalities are responsible for the integration effort and must offer newly arrived refugees and foreigners reunited with a family member an 'integration programme' (see section 7.4 for a more detailed description of the integration programme).

The contents of the integration programme are specified in an integration contract which runs until the foreigner obtains a permanent residence permit. The contract is concluded by the local municipality and the individual immigrant or refugee. Moreover, the foreigner must sign a declaration on integration which aims to underline the responsibility of the individual foreigner for his or her integration into the Danish society.

The Integration Act and the Act on Danish Courses for Adult Aliens and Others are designed to obtain better integration into the labour market. These efforts are successful due to a combination of better opportunities for newcomers to the labour force and financial incentives directed at local authorities, language course providers and individual immigrants.

Moreover, the Integration Act contains economic incentives, the so-called performance subsidies, for local authorities. The local authority receives – according to the amendments to the Integration Act of 1 July, 2016, a performance subsidy of DKK 32,000 when a newcomer (living in the municipality) has passed the Danish language competency exam planned to be his or her individual result of the introduction period. The local authority will also receive a performance subsidy of DKK 75,000 for every newcomer who within the first three years after arrival - and DKK 50,000 within the fourth and fifth year after arrival – holds a non-subsidised job or has been studying for a continuous period of at least six months.

The subsidies are designed to afford the appropriate incentives for the local authorities to provide intensive integration efforts. A fixed monthly subsidy is payable under the system for each newcomer to the municipality regardless of whether that person is self-employed or not. This means that the local authority will not lose its subsidy, if it helps the immigrant gain employment which is a strong incentive for welcoming and integrating new immigrants.

Furthermore, the establishment of local Integration Councils (*Integrationsråd*), which offer ethnic minorities increased involvement and influence, is an important element of the Integration Act.

### **Latest amendments to the Integration Act**

From 1st July 2016, the municipality must if it is deemed relevant offer a medical screening to newly arrived refugees and their family members to expose severe health problems at an early stage so adequate health treatment or social measures can be activated as early as possible preventing health problems from becoming a barrier for successful integration. The assessment is made by the local

authority and must be based on already available information, including the medical screening performed during the asylum phase.

Refugees and foreigners holding a residence permit based on family reunification are covered by the Danish national health insurance on an equal footing with Danish citizens implying that they will – from the time they are allocated to a municipality/move to Denmark will be assigned a local family doctor and have access to free medical treatment on the same terms as all other citizens in Denmark.

As mentioned in section 7.1, in March 2016 the Danish Government concluded negotiations with social partner confederations and with Local Government Denmark with two agreements on the integration of refugees. The guiding principle is 'work from day one'. In example it calls for a better, more systematic and earlier screening of refugees' competencies, combining employment and language classes, tying refugees' allocation to job opportunities and for enhancing flexibility in providing housing. Some of the elements have been carried out by amendments of the Integration Act, which entered into force on 1 July 2016.

The overall goal of the amendments was to enhance the endeavors to get refugees quickly into work after they are granted asylum. The amendments are manifold and imply that the integration effort the first year after the arrival in the municipality must be intensified with a clear focus on labour market participation aiming at for the refugee/immigrant in question to obtain ordinary employment within the first year. Thus, refugees are regarded as 'job ready' and capable of taking work on their arrival in Denmark, and the municipality must offer them a job training/internship or employment with a wage subsidy preferably within two weeks and no later than 1 month after arriving in the municipality. Furthermore, there must be no more than six weeks between the different offers of labour market involvement.

The amendments also mean that the integration programme is now more flexible and intensive aiming at leading to ordinary employment with the first year upon arrival. The programme lasts 1 year and can be prolonged till 5 years in case the goal – to obtain ordinary employment – is not met.

### **7.3 Housing of refugees**

When granted asylum, the applicant will be assigned housing by the Danish Immigration Service.

In contrast to foreigners who come to Denmark for the purpose of family reunification and thus by definition already have a place to live newly arrived refugees most often lack permanent housing. The objective of the Integration Act in the field of housing of refugees is to ensure that all newly arrived refugees receive permanent housing that the local authorities share the responsibility for receiving refugees and providing them with housing, and that segregation is avoided.

The housing of refugees is based on an allocation scheme according to which the number of refugees to be received by each municipality must be agreed upon among the local authorities. Alternatively, if they fail to agree, the number will be fixed by the Danish Immigration Service.

When a residence permit is granted to a refugee, the immigration authorities decide in which municipality the relevant refugee is to take up his or her abode. As of July 1, 2016, the primary consideration of all the aspects taken into account must be the refugee's chances of obtaining ordinary employment. Has the refugee been given a genuine job offer the refugee should be allocated to the municipality where the workplace is located or in a neighbouring municipality.

A refugee may, on the basis of personal circumstances (such as close family ties) be assigned housing in a particular municipality that does not have an open quota allowing for the housing of additional refugees. If a refugee requests housing only in municipalities with no open quota, and if no special personal circumstances apply, the refugee will be allocated to a municipality with an open quota.

As soon as possible after the responsibility for a refugee has passed to the local authority, the local authority must assign housing to the refugee. Until a permanent housing solution is available the municipality must offer a temporary housing solution such as an apartment with a time limited lease. As per July 1, 2011 the local authorities cannot assign housing in deprived neighbourhoods. The purpose of this amendment was to strengthen the integration of each individual, while combating residential segregation tendencies in certain local areas.

Once allocated to a municipality, the refugee can choose freely to take up residence elsewhere within the same municipality. A refugee is also free to settle in a different municipality. But in order for the refugee to continue his or her integration programme in the new municipality, this municipality must accept responsibility for the integration programme. If the new municipality refuses to assume responsibility for the integration programme and the refugee decides to move nonetheless, this may have consequences for the refugee's access to cash or integration allowance. However, under certain circumstances the new municipality is obliged to assume responsibility for the continuation of the integration programme, e.g. if the refugee has been offered employment in the new municipality and no reasonable transportation facilities exist from the municipality of residence to the municipality of employment. The refugee continues to have access to the labour market, educational facilities and other social and health services regardless of whether or not the new municipality assumes responsibility of the refugees integration programme.

The integration programme has a maximum length of five years and a refugee can always settle in any municipality without consequences for his or her social allowances upon completion of the integration programme.

## 7.4 The integration programme and the introduction course

Under the Integration Act, an integration programme planned by the responsible local authority must be offered to newly arrived refugees and newly arrived foreigners reunited with a family member who are 18 years of age or more and covered by the Integration Act<sup>2</sup>. As of July 1, 2016 the integration programme lasts one year and can be prolonged to a maximum of five years. The foreigner is obliged to participate in the programme offered. If the foreigner receives cash assistance, the assistance may be reduced in case of non-participation without a legitimate reason.

The scope and contents of the integration programme for the individual foreigner are fixed in an *integration contract*. The integration contract lasts until the foreigner obtains a permanent residence permit. The first five years the content of the integration contract is set out under the rules in the Integration Act. Hereafter, the content of the integration contract is set out by the rules in the common acts of employment, in which the same rules apply to both Danes and foreigners if the person in question is still unemployed.

The integration contract is to be prepared by the local authority in cooperation with the immigrant or refugee in question within a month from the date when the local authority takes over the integration responsibility for the person in question. The contract must be elaborated on the basis of an assessment of the individual's abilities and background and should aim towards introduction into the labour market or relevant education.

As a main rule, foreigners must be offered a *full* integration programme if they receive cash assistance (section 7.5).

The integration programme consists of a language course in Danish and 'offers of active involvement', aimed at labour market involvement:

- Guidance and upgrading.
- Job training and internship.
- Employment with a wage subsidy.

The offer of guidance and upgrading consists of short counselling and educational activities, specially arranged projects or training/educational courses, ordinary training/educational courses and special qualifying courses aimed at participation in the labour market.

A job training offer consists of job training with a private or public company. In the period of training, the foreigner must carry out ordinary work. Foreigners under the Integration Act who have no problems besides unemployment may be offered training for a period of up to four weeks. Foreigners who have no problems besides unemployment, but are in need of work experience, foreigners who have difficulties in finding a job with a wage subsidy, and foreigners who have social, mental or physical problems, may be

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<sup>2</sup> Since August 2010, the target group of the Integration Act covers all foreigners with a residence permit as well as nationals of the other Nordic countries and nationals of EU and EEA countries benefiting from the rules on free movement of persons in the EU.

offered training for a period of up to 13 weeks. This period may be extended to 26 weeks or even more if the needs of the person in question so warrant.

Employment with a wage subsidy means that the foreigner is employed by a public or private company which receives a wage subsidy. The foreigner can be hired with a wage subsidy for a maximum period of one year.

As mentioned above, the integration programme is aimed at refugees and foreigners reunited with a family member. The local authorities are obliged to offer an introduction course to other newly arrived foreigners, i.e., labour immigrants and EU nationals. The introduction course is not mandatory. It contains the same elements as the integration program but in a lighter version. The scope and contents of the introduction course are not fixed in an integration contract.

The local authorities are obliged, upon application, to offer all the existing kinds of 'active labour market involvement' also to foreigners, who do not receive cash assistance. The initiative aims at strengthening the integration of migrants within the labour market and is expected to have a positive side effect by contributing to the enlargement of the work force as a whole.

### **The Act on Danish Courses for Adult Aliens and Others<sup>3</sup>**

On January 1, 2004, the Act on Danish Courses for Adult Aliens and Others entered into force. Aiming at a flexible language education that can easily be combined with employment as well as an efficient language education which ensures a high progression rate allowing foreigners to quickly enter the labour market, the Act implied that Danish language education became more employment-oriented.

According to the Act, the local authority is obliged to offer Danish language courses within a month from taking over the integration responsibility for the person in question.

Refugees and newly arrived foreigners reunited with a family member have a right of up to five years of ordinary Danish language education.

The offer of ordinary Danish education comprises one of the following three Danish courses:

- Danish course 1 is intended for students who have no or a poor educational background and who have not learned to read or write in their mother tongue.
- Danish course 2 is intended for students who normally have a short educational background from their country of origin and who are expected to learn Danish as a second language rather slowly.
- Danish course 3 is intended for students who normally have a lower or upper secondary or higher educational background from their country of origin and who are expected to learn Danish as a second language rather rapidly.

The language courses are divided into modules with specific targets. Advancement from one module to the next requires that the targets of the current module have been achieved.

In each module of the three courses, the language teaching treats subjects within personal, public, occupational and educational domains. During the first module, the focus is on learning Danish vocabulary relating to these subjects. At the higher modules the students are able to use texts spoken or written in Danish and speak about these subjects in Danish.

Each Danish course ends up with a final language exam: Danish course 1 with Exam in Danish 1 (written at A2 and oral B1), Danish course 2 with Exam in Danish 2 (written at B1 and oral B1+), Danish course 3 with Exam in Danish 3 after module 5 (written and oral at B2) and "Studieprøven" after module 6 (written and oral at C1). The three Danish exams test general language skills. "Studieprøven" is required for foreigners wishing to access education at university level.

Furthermore, in order to promote the integration of new arrivals into the labour market, it follows from the tripartite agreement that the Danish language courses should be made more flexible supporting the overall goal of obtaining ordinary employment by organizing the courses so the terms of private as well as public companies are taken into account and to strengthen the cooperation between municipalities,

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<sup>3</sup> The Act on Danish Courses for Adult Aliens and Others covers the same target group as the Integration Act.

companies and providers of Danish language courses on this issue. The new initiatives on Danish language courses are expected to be launched within a couple months.

Newly arrived employees, spouses, au pairs, students and cross border commuters have to start their free language tuition with "labor market-oriented Danish course" ("arbejdsmarkedsrettet danskundervisning").

#### **Labor market-oriented Danish course**

A labor market-oriented Danish course is thus designed for those who have come to Denmark to study or work or as an accompanying spouse. It is an independent course for those who need to quickly learn how to speak Danish at school, at work, and in their daily lives. Labor market-oriented Danish course does not comprise tests or exams.

The training is based on the student's needs, so that the student can learn Danish as quickly as possible in relation to everyday life and work. Labor market-oriented Danish course consists of a maximum of five modules each comprising 50 hours of tuition. The course must be completed within 1½ year from the student's enrolment.

If employees, spouses, au pairs, students and cross border commuters who have completed the Labor market-oriented Danish course within 1½ year wish to master a higher linguistic level the person has the right to continue with ordinary Danish language training for up to three years.

## **7.5 Financial support to foreigners**

Newly arrived refugees and foreigners reunited with a family member are entitled to receive cash assistance if unemployed if they meet the requirements.

As from September 1, 2015 newly arrived refugees, immigrants and persons who have resided in Denmark for less than seven out of the preceding eight years are given an integration benefit instead of social security allowance aiming at giving newly arrived refugees and immigrants a greater incentive to work and become integrated in Danish society. According to the amendments, a single person without children will receive DKK 5,945 in integration allowance per month compared to DKK 10,849 in social security allowance per month, whereas a married couple with children will receive DKK 16,638 per month in integration allowance in total compared to DKK 28,832 in social security allowance<sup>4</sup>. The amendments also entail the possibility of a language bonus of DKK 1,500 per month per person. The integration benefit results in benefits being reduced by up to 50 percent compared to the ordinary social assistance, but the total public benefits remains higher than in most of the other countries in the world.

From the 1st July 2016 all citizens in Denmark which receive benefits need to have been residents in Denmark for at least seven of the past eight years in order to receive the higher cash benefit, otherwise they will receive the integration benefit.

As to supplementary benefits, the rules that apply to newly arrived foreigners are the same as apply to everyone else that receive cash assistance.

Such assistance may be granted as assistance for expenses for participation in integration programmes, such as school fees, tools, transport, work clothing and education materials, certain reasonable non-recurrent expenses, medical treatment and special assistance concerning children.

Local authorities are required to reduce the cash assistance, if a participant fails to attend activation or Danish language courses without a valid excuse. This applies only to persons who do not have serious problems other than unemployment. Furthermore, the local authorities are required to cut the cash assistance if a participant refuses to attend or if his or her attendance record reflects a will to refuse.

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<sup>4</sup> The numbers are listed in 2015

## **7.6 Language education and employment initiatives besides the integration programme**

As mentioned above, the local authorities must offer Danish language courses for newly arrived adult foreigners for a period of up to five years to foreigners who have a residence permit in Denmark, and it can also be offered to immigrants, who despite having lived in Denmark for several years, have trouble with the Danish language. Also other types of Danish education for foreigners are available.

If a foreigner is (still) unemployed and receives cash assistance after the first five years in Denmark, the local authorities must provide offers of labour market activation according to the Danish Active Employment Act. These offers of activation are almost identical with the offers, which can be granted to persons under the Integration Act. Participation in the offers of activation is a condition for receiving cash assistance. The local authorities may offer activation to foreigners and other citizens, who are self-provided.

In 2016 an initiative was launched to strengthen the local municipalities in order to ensure, that foreigners in the integration programme receive an efficient employment effort. The focus is on implementing effective methods and sharing best practices. The goal is to narrow the gap in the employment rate between foreigners in the integration programme and Danish citizens.

As mentioned in section 7.1, the integration basic education scheme (IGU) was established as a temporary initiative and entered into force on July 1 2016. The 2-year IGU consists of employment in a paid internship position in a company combined with in total 20 weeks (of 37 hours per week) of classroom education on education allowance. Education and internship combined must be no less than 32 hours a week and not exceed 37 hours a week (which is a full workweek in Denmark). The IGU target group is refugees and foreigners reunited with a refugee who are between 18 - 40 years old when he or she begins the IGU scheme, and who has resided legally in Denmark for less than 5 years. As of 1 October 2016 a comprehensive reform of the social benefit system entered into force including a cap on the total amount of social benefits a household can receive (depending on the number of children and the marital status). Furthermore, benefit recipients that haven't had at least 225 hours of work within a year receive lower cash benefits. The overall purpose of the amendments, which apply to everyone receiving social benefits and thus are not aimed at foreigners, is to increase the incentives to obtain a regular job.

## **7.7 Integration of labour immigrants and their families**

In recent years an increased number of labour immigrants and their families have come to Denmark, and several new initiatives to recruit, integrate and retain these new immigrants have been launched.

One initiative is a scheme called 'Workindenmark', which has been introduced as a service towards both Danish companies and the labour immigrants. The scheme includes: (1) an internet portal [www.workindenmark.dk](http://www.workindenmark.dk); (2) a job and CV bank in English and (3) three service centres - situated in the three largest Danish cities: Copenhagen, Aarhus and Odense.

The website [www.workindenmark.dk](http://www.workindenmark.dk) is a comprehensive portal on international recruitment in Denmark. The objective of [www.workindenmark.dk](http://www.workindenmark.dk) is to bring Danish employers and foreign national job seekers together. On the website, foreign national job seekers can easily set up a profile and search for vacant jobs in their area of expertise and/or interest. Likewise, Danish employers can easily post job adverts and seek new employees in the job- and CV database. The website also contains information about living and working conditions in Denmark. The purpose of this is to create awareness of Denmark as a living and working space for foreign workers

The Workindenmark-centres especially focus on helping companies finding highly qualified employees in sectors where there is a shortage of labour. The Workindenmark-centres also offer help to labour immigrants to find a job in Denmark and to make it easier for them to establish a work life in Denmark.

Furthermore, International Citizen Service Centres have been established in the four largest cities in Denmark. Here all authorities are gathered under the same roof, so it will usually only be necessary for the foreign worker and any accompanying family to go there to sort out the paperwork and obtain answers to all questions.

Specific initiatives have also been implemented to strengthen integration and retention. One initiative is the network Expat in Denmark that was established in 2009, publicly funded the first year, now financed by Confederation of Danish Industry. The network consist of a website solution - [www.expatinDenmark.com](http://www.expatinDenmark.com) - and a number of professional and social activities with the aim that foreign knowledge workers can meet other expats and help to settle in Denmark.

The Danish Agency for International Recruitment and Integration focuses on knowledge sharing in the area and is involved in the following initiatives:

**Erhvervsforum:** is a forum for exchange of information between companies in Denmark and the Agency on recruiting and retaining highly skilled international labour in Denmark.

**Vidensnetværk:** is a forum for exchange of information and knowledge between a range of stakeholders in the field of international recruitment. The forum comprises relevant authorities, businesses/ employers organisations and researchers.

**Expatviden:** is a database initiative. The aim of the project is to collect and share information about the various initiatives in Denmark to receive and retain highly skilled foreign labour. The database is developed to inform stakeholders such as municipalities, businesses/ employers, educational institutions, organisations etc. and holds descriptions of various projects and best practices in this field.

## 7.8 Assessment of foreign qualifications

Under the Assessment of Foreign Qualifications Act holders of foreign qualifications as well as authorities responsible for the integration of foreigners can obtain an assessment free of charge from the Danish Agency for Higher Education – an agency of the Danish Ministry of Higher Education and Science. This applies to qualifications at all levels.

In most cases, the assessment is a brief statement comparing a foreign certificate, diploma or degree with a level of the Danish educational and training system and pointing out any similar Danish field of education. In the labour market, the assessment can be used as a guideline for an employer who needs to consider foreign qualifications, and the Agency offers a fast track service to employers to help them interpret the qualifications of foreign applicants. For purposes of continuing education, the assessment can document that a foreign qualification has the overall level required for access to a Danish programme of education. Hence, authorities responsible for integration can use the assessments when examining a foreigner's job and education opportunities.

In 2016, the government, following an agreement with Local Government Denmark, took steps to ensure systematic identification and recognition of newly arrived refugees' qualifications and competences. Accommodation centres are to interview refugees about their educational background and transmit this information to the municipality if asylum is granted. Refugees who have formal qualifications are to be informed about the possibility of qualification assessment even before their transfer to a municipality. When initiating an integration programme, the responsible local authority is to inform the refugee about the possibility of qualification assessment, if an assessment has not already taken place. The Danish Agency for Higher Education has set up a hotline to assist accommodation centres and local authorities with fast-track assessments and other advice on foreign qualifications recognition.

For access to professions that are regulated by law in Denmark, e.g., a number of health care professions, foreign qualifications must be approved by the public authority that is responsible for the profession in question. The Danish Agency for Higher Education provides information and advice about all types of recognition of foreign qualifications: [www.ufm.dk/recognition](http://www.ufm.dk/recognition).

## 7.9 Language stimulation and teaching in Danish as a second language and mother-tongue tuition

From July 2010, local authorities are obliged to perform a language assessment of all children in day care at the age of 3 if there are indications that they are in need of language stimulation. In addition, all children at the age of 3 who do not attend a day care centre undergo a language assessment to discover the child's linguistic challenges before school age. Local authorities are obliged to offer language stimulation to all children living in Denmark who are in need of such training, and the parents are required to accept the offer.

Furthermore, local authorities are obliged to perform a language assessment of all children between the age of 3 and school start for those children, who were not language assessed at the age of 3, thus ensuring that all newly arrived immigrant children are language assessed.

### **Primary and lower secondary school**

The general approach is to strengthen the language development of bilingual pupils primarily through the general teaching environment.

The curriculum for the primary and lower secondary school (Fælles Mål) has been revised as part of the recent school reform. The revision includes integration of language development in all subjects. For every subject there have been outlined competence objectives for language skills and literacy.

At school all bilingual children with a need for language support are given training in 'Danish as a second language'. Whether the child is in need of support is determined by the headmaster at the individual school, with due involvement of expert assistance and in cooperation with the family of the child.

Basic education in Danish as a second language for newcomers is an independent subject and can be organized in different ways: In special reception classes, where students have all or part of their lessons, or as single student instruction. Within two years the basis education ceases. Hereafter the student must participate fully in the general education while receiving supplementary teaching in Danish as a second language according to the need of the child. Danish as a second language supplementary is given as long as the child is in need of it.

For students, who upon arrival in Denmark are 14 years or older, the two year basis education limitation does not apply. These students can instead enter an extended reception period that aims to prepare students for further youth education. Also, the two year limitation does not apply for students, who upon arrival are not literate despite their age, where they in Denmark are expected to be literate.

Furthermore, bilingual children in primary and lower secondary schools whose parents are citizens in a state that is a member of the European Union and in countries, which are included in the agreement of the European Economic Area, together with the Faeroe Islands and Greenland are offered mother-tongue tuition. In addition, some municipalities chose to offer mother-tongue tuition for bilingual children whose parents are not citizens in EU or EEA countries. The expenses for mother-tongue tuition for bilingual children are defrayed by the local authorities.

### **National tests in Danish as a second language**

The Ministry of Children, Education and Gender Equality offers national tests in Danish as a second language aimed at mapping the linguistic competences and potential of bilingual children in order to help the teachers support the language development of the child. The tests are voluntary.

### **Language assessment in grade 0**

Furthermore the Ministry of Children, Education and Gender Equality offers and supports a language assessment instrument for use in grade 0 in the Danish public schools. The language assessment in grade 0 is mandatory for all children irrespective of language background.

## **7.10 Special integration initiatives aimed at ethnic minority children and youngsters**

As outlined in Chapter 4, young immigrants and descendants do not complete a qualifying education and participate in the labour market to the same extent as young Danes.

### **Reception and teaching of newly arrived immigrant children**

To strengthen the national knowledge base on what works in relation to the reception, teaching and integration of newly arrived immigrant children the Ministry has produced three research reports on reception into the school system of newly arrived immigrant and refugee children. The reports were published in 2015 and 2016, and consist of an international literature study on the reception, a cover of 20 municipality's practice, and a case study of six schools practice with reception and teaching basic Danish as a second language.

### **Learning consultants for bilingual children and adolescents**

Since 2014 a team of learning consultants in the Ministry of Education guide schools and municipalities on how to support the linguistic and academic development of bilingual children (until January 2014 the team of consultants were organized in a special "bilingual taskforce"). In the school year 2016/2017 the consultants work specifically with the reception, integration and teaching of newly arrived immigrant children.

#### Guidance and inspiration materials

The Ministry of Education is developing a guidance and inspiration material for municipalities and schools, who work with the newly arrived students in primary school. It aims at school leaders and municipality consultants. The material will be made available at the national learning portal emu.dk.

#### A new screening tool

The Ministry of Education is developing a screening tool to support schools and local authorities in identifying students' language and academic skills in order to provide an appropriate education. The material will also support teachers assess students' progress in relation to the objectives set for the individual subjects.

#### New school offer

From August 1<sup>st</sup> 2016 municipalities in Denmark have the opportunity to establish special primary education to certain foreign children and young people. This should ensure greater flexibility for municipalities in establishing reception offers customized to the needs of each municipality and the needs of the specific groups of immigrant children living in that municipality.

### **Mother tongue based education trial program**

The Ministry of Education has launched an extensive trial program on language immersion in teaching as a randomized, controlled trial in order to get more specific knowledge on what might work in relation to the academic development of bilingual pupils. In the program their academic ability and wellbeing is examined. Schools with bilanguage students were invited to participate in the program and were reimbursed for the costs associated with participation in the trial. The program includes three interventions and was running from 2013 until the summer of 2016. The results from the program will be published during 2016

### **The Development Program to Strengthen the Proficiency of Bilingual Students**

The Danish Ministry of Education has initiated a randomized trial aimed at supporting bilingual students. A number of schools were selected to participate in the program. The purpose of the program is to examine if the efforts in the program can improve the academic skills and of bilingual students as well as their motivation. The purpose of the gathered knowledge is to make it transferable to other schools, which is possible to do the design of the program. Later in 2016 the final evaluation and report from the development program will be published.

### **'We Need All Youngsters'**

Work and education are important for successful integration of young ethnic minorities into the economic and social life in Denmark. The initiative 'We Need All Youngsters' (Brug for alle unge) administered by the Danish Ministry for Children, Education and Gender Equality addresses this challenge.

We Need All Youngsters (WNAY) aims to increase the number of young people that complete a youth education programme.

In the previous initiative period the focus of WNAY was primarily on deprived residential areas with large concentrations of ethnic minority youths from homes with little education. Examples of projects that were established during this initiative include homework cafés located in unconventional settings (e.g. sports clubs), youth to youth projects, role models (parents and young people), and projects supporting cooperation between parents of ethnic minority background and e.g. teachers.

The target group of the current initiative, running in 2015-2018, has been widened to include all young people who have been assessed not to possess the personal, social and academic competencies to begin and complete an upper secondary education. Since a considerable proportion of the pupils who are not assessed ready for upper secondary education are constituted by ethnic minority youths, an appreciable part of the target group remains the same. During the next four years WNAY will have its primary focus on developing methods for improving the educational guidance and counselling that is conducted by

youth guidance centres located in all parts of Denmark. All projects regarding the initiative will be made in close cooperation with the youth guidance centres.

WNAY's initiatives are all developed in close cooperation with the local stakeholders that are involved with the youths on a daily basis. All of the various projects that WNAY work with, each in its own way, aim to create a positive process of change to make sure more youths starts and finishes an education. WNAY values local ownership and local anchoring. The involved local stakeholders will therefore partly finance the projects themselves. This helps to promote the local legacy of the project after WNAY's involvement ends.

### **Other initiatives and cooperation**

The Retention Taskforce (FastholdelsesTaskfoce) is a nationwide initiative Under the Ministry for Education with the purpose of strengthening the quality and the pedagogics of the Vocational education in order to create better educational opportunities for marginalized youth among these are marginalized ethnic minority youth. The dropout level among some ethnic minority youth compared to Danish youth is high– The ethnic minority male group as a whole is worst affected by dropout.

The main purpose of the Retention Taskforce is to contribute to increase the number of youth in the target groups enrolment and completion level in Vocational education. The Retention Taskforce selects a number Vocational Schools with retention challenges and cooperates with the schools for two years in order to improve their quality of the teaching methods and learning environment. Around half of the Vocational Schools in the country take part in a Retention Taskforce's semi scientific program Where the Retention Taskforce implement and analyse effect of certain pedagogical methods. Both programs will be evaluated by external organisations. The Ministry supports the initiative with DKK 43 million

The former Ministry of Children, Gender Equality, Integration and Social Affairs supported the cooperation between the basic schools and the parents of bilingual children from 2009 till 2014. The Ministry supported the initiative with DKK 56 million. As part of the initiative, the Ministry developed supplementary training for supervisors to guide teachers and other professionals in improving the communication with the parents of bilingual pupils and making the parents play a more active role in the children's school attendance.

Furthermore, the former Ministry of Children, Gender Equality, Integration and Social Affairs supported the cooperation between the municipalities and parents of bilingual children with focus on the inclusion of the parents of bilingual children, e.g. the cooperation between professionals in day-care centres and the parents of bilingual children.

## **7.11 Special integration initiatives aimed at the integration of women**

Studies have identified a number of circumstances that can challenge the participation of ethnic women in the labour market. Among these are lack of general and professional qualifications among the women, a lack of personal network to help and support them when searching for a job, and the fact that some women have no interest in entering the labour market, due to culture and family traditions.

The Danish Government wishes to increase the employment rate among refugee and immigrant women and wishes to see more of these women receiving vocational training or other formal education. This does not only benefit these persons themselves, but also their families and Danish society in general.

The Danish Government will increase efforts to help women to improve their ability to empower themselves. The initiatives generally build on the resources of women with an ethnic minority background and generally seek to enhance their capacities to be active citizens in the Danish society. This is the case for the initiative 'District Mothers', which has been a success in Berlin and now has been established in 36 vulnerable housing areas in Denmark. As part of this initiative, unemployed ethnic mothers in socially vulnerable housing areas are trained to be district mothers. The district mothers visit other ethnic women in the area and give them advice on various issues relevant to integration in Danish society.

The campaign "Mom votes" was initiated in 2013 as an initiative coordinated by the National Council for Ethnic Minorities together with the national organization of 'District Mothers'. The campaign focused on ethnic minority women's participation in the local election and was part of the larger campaign aimed at increasing young ethnic minorities' participation in the local election. The idea behind focusing on ethnic

minority women was that studies have shown that the political participation of mothers has an effect on their children.

The Danish Centre for Information on Women and Gender (KVINFO) has created a Mentor Network for female refugees or migrant women with the aim of contributing to the integration of minority women in Danish society and to the Danish labor market. The Mentor Network is a professional woman-to-woman network matching women that are well established in the Danish labour market and in Danish society, with refugee or migrant women that need new inspiration and different forms of support in order to achieve their personal goals in Denmark. Since its establishment in 2002 more than 7.500 women have participated in KVINFO's mentor network and more than 3.200 mentor-couples have been matched.

An evaluation of the Mentor Network carried out between 2010 and 2014 shows that:

- 38 % of the mentees have found a job after being part of the project
- 62 % of the mentees think they have become more active in the Danish society
- 61 % of the mentees think their Danish language skills have improved
- 41 % of the mentees think their opportunities for getting a paid job have improved as a consequence of being part of the network (statistics from KVINFO's website and the evaluation of the network carried out by Oxford Research).

During the past years, Denmark has intensified the efforts against forced marriage and other honour-related violence. The national effort is anchored in the Ministry of Immigration, Integration and Housing and coordinated with efforts in other ministries. The efforts are focused on six main areas:

1. Cooperation among municipalities, other official institutions and NGO's.
2. Education of professionals.
3. A special effort for children and young people who against their will have been sent abroad for purposes of "re-education".
4. Support for young people in relation to honour related conflicts.
5. Attitude changing and information campaigns aimed at both parents and young people.
6. Knowledge and research.

Initiatives which are currently being implemented are, among other things:

- A national consulting unit that gives advice to the municipalities in the difficult cases about honour related conflicts.
- A national corps of professional mediators which can intervene in honour-related conflicts.
- A national Dialogue corps of young ethnic role-models that travels the country, engaging in dialogue with other youngsters about gender equality, the right to choose your own spouse, violence in the family etc.
- Shelters for women and couples who are threatened by forced marriage or have escaped a forced marriage or other honour-related conflicts.
- Aftercare, rehabilitation and reintegration for these women and men.
- A hotline offering advice for young people experiencing honour related violence. The hotline is open 24 hours a day.
- A hotline for professionals dealing with the young people.
- A hotline for parents experiencing conflicts with their teenagers.
- Information and advice to the municipalities, for example an internet based toolkit, seminars and conferences on the topic of honour related violence.
- A 4-year program for frontline employees, on how to deal with honour-related conflicts launched in 2012.

In 2012, "The Strategy Against Parallel Legal Concepts" was launched. The strategy aims at preventing women and minors from being forced into entering a religious marriage or from being kept in a religious marriage situation against their own free will.

Among initiatives are:

- Legislative changes: The maximum penalty for forcing someone into a religious marriage (which is not legally binding) has been raised from 2 years to 4 years of imprisonment.
- Education and information to religious communities: Religious preachers are offered an education programme on Danish family law with a focus on marriage and divorce. The course is obligatory for religious preachers who want to prolong their residence permit if it is issued according to the Aliens Act article 9f (residence permit for religious preachers, missionaries etc.).

Assistance to citizens with a focus on women and minors: The National Organization of Women's Shelters in Denmark (LOKK) offers support, and counselling for women and girls regarding religious marriages and their rights in this regard.

## **7.12 Combating residential segregation**

Residential segregation is a significant barrier for integration into social life, the educational system and the labour market. All citizens should have a life characterized by opportunities and free choice. Residential segregation is not the result of free choice and is a severe barrier to integration.

In Denmark the social Housing Sector is in general successful in order to prevent residential segregation. The Danish social housing model guarantees low income families, people with minority background, people with mental illness etc. a decent place to live. In order to prevent residential segregation there is no minimal income threshold and the social housing is open to the entire population irrespective of education, age, nationality, ethnical background and income etc. As a main rule, social housing is let to tenants through a seniority based waiting list and every individual is entitled to put his or her name on the waiting list. The local authorities have an unconditioned right to dispose of 25 per cent of all vacant dwellings in social housing to solve a range of social housing problems for the most vulnerable citizens. In some cases the local authorities can dispose of up to 100 per cent of all vacant dwellings.

Rent in social housing family dwellings is kept relatively low due to public subsidy. Furthermore, low income families are entitled to individual housing benefits. In 2008 51.000 households with children living in social housing units received housing benefits. These households had 42 per cent of the rent covered by housing benefits.

The social housing sector is administered by non-profit housing associations, which are under inspection by the local authorities. The local authorities grant subsidy to the building of new social housing and in doing so decide the amount of new dwellings to be constructed. This amount is set according to the local needs and structures.

The total number of social housing units in Denmark is approx. 600.000, which amounts to approximately 22 per cent of the total number of dwellings. Approximately 480.000 of them are family dwellings. The majority of the social housing units provide popular dwellings of high quality with a strong community and a well-developed neighbourhood democracy, which gives residents an influence on their neighbourhood.

### **Deprived neighbourhoods**

A few of the social housing residences are caught in vicious circles of bad image, social problems and a high rate of unemployment etc. During the past years a social, ethnic and geographical division of some parts of the housing market has developed, and it has become a challenge to establish a mix of strong and weak groups of citizens in social housing in these relatively deprived areas. None the less, it is a political goal to obtain such a mix since it is considered an important condition for a positive development in challenged social housing neighbourhoods.

The deprived neighbourhoods are characterized by a concentration of low-income families with social problems. Employment rates and educational attainment are low and some of the neighbourhoods face problems with crime and insecurity. Approximately 2/3 of the tenants in the deprived neighbourhoods have emigrant background.

In more than 25 years shifting governments have presented political strategies and policy programmes to combat residential segregation.

Today different policies and various means address the complexity of the problems causing deprived neighbourhoods and residential segregation ranging from physical interventions, strengthening of social mix of tenants, improving the inhabitant's ability to work and initiatives to combat crime.

The policies fighting deprivation in social housing are organized in different ways. The State have governmental grant programs primarily supporting social work such as employment support, fighting youth crime and supporting children having troubles in school. The Social Housing Associations own fund, the National Construction Fund also have a large scale, social program and around 1,9 billion Danish kroner will be used over the four years from 2015-2018. The program is regulated in the national

legislation by the government, but the National Construction Fund is the authority of the social programme and the administrator of the funding. The local social housing association together with the local authority applies the National Construction Fund for support.

## **7.13 Anti-discrimination policies**

Denmark has had legislative protection against ethnic discrimination for many years, both within and outside the labour market.

After the adoption of the EU equal treatment directives (dir. 2000/43/EC and 2000/78/EC) Danish anti-discrimination law was considerably strengthened. The Act on Ethnic Equal Treatment was adopted in 2003 and the Act on Prohibition of Unequal Treatment within the Labour Market was amended in 2004. In 2003 the Danish Institute for Human Rights furthermore became the National Equality Body and established the Complaints Committee for Ethnic Equal Treatment to review individual complaints on discrimination because of racial or ethnic origin.

By January 2009, a new and stronger Complaints Board on Equal Treatment came into being. The Complaints Board is competent within all discrimination strands in the Danish anti-discrimination legislation (racial, social, national or ethnic origin, gender, colour of skin, religion or faith, political observation, sexual inclination, age or disability) and is able to award victims of discrimination compensation for non-pecuniary damages. In 2014 the Complaints Board handled 37 complaints of discrimination on the grounds of ethnicity.

DDK 20 million was allocated in 2012-2015 for initiatives relating to furthering ethnic equal treatment and the active participation of all in society. This includes, inter alia, support for municipalities, companies and NGOs dealing with anti-discrimination measures. A public grant of DKK 5 million to support local and national initiatives to prevent ethnic discrimination was announced in September 2014.

The Danish Anti-discrimination Unit which was set up in April 2014 by the former Government launched a national campaign "Say yes (to ethnic equal treatment)" in Spring 2015 and carried out a mapping on ethnic discrimination in the private housing sector which was made public in April 2015. Following the change of Government in June 2015 the policies and initiatives on anti-discrimination are being revised.

## **7.14 Cohesion and prevention of radicalization**

Denmark has a solid, inter-agency collaborative approach to the prevention of radicalization and extremism. The Ministry for Immigration, Integration and Housing, the Ministry of Justice, the Danish Agency for International Recruitment and Integration, the Danish Security and Intelligence Service (PET), the Danish Prison and Probation Service and local councils and police districts all work closely together.

Local authority experts and the police play key roles in preventive work in Denmark as part of their general crime-prevention duties. Preventing radicalization and extremism among children and young people is part of the "SSP co-operation", a crime-prevention partnership involving schools, social services and the police. In every local authority district in the country, selected council employees and police officers have been trained to take part in work to prevent extremism and radicalization. All across Denmark, regional networks of these SSP experts have been set up – in some areas called Info-houses – to which local officials can turn for advice on preventing radicalization and extremism.

The main tools currently being developed or refined for implementation locally include mentoring, parent networks, role models and targeting young people and is managed by the Danish Agency for International Recruitment and Integration. Also, PET conducts preventive talks, addressing more mature people, showing signs of radicalization.

January 27, 2015 a broad political agreement allocated approximately 60 million DKK to strengthened efforts to prevent radicalization and extremism over a four year period from 2015 to 2018.

Key priorities are:

- Greater involvement by local authorities (strategic partnerships with local authorities, skills-enhancement programs, better options for targeting over 18s)

- New tools for prevention and exit work (methods of prevention and intervention early in the radicalization process, enhanced online presence to prevent radicalization, stricter measures to stop recruitment to armed conflicts abroad, better exit programs)
- Mobilizing civil society (closer collaboration between local authorities and civil society, greater parental involvement, national hotline, more dialogue – more outreach activities)
- Evaluation.

## 8. Migration and Integration in the Public Debate

Chapter 8 describes some of the most important public debates relating to immigration and integration policy in Denmark. Section 8.1 provides information on immigration policy, while section 8.2 is about integration policy in Danish public debate.

### 8.1 Immigration policy in the public debate

Since the end of 2015, there has been much public debate regarding immigration policy in Denmark. The public debate has mostly been related to a number of legislative and administrative measures in the field of asylum and migration. The debate has concerned the announcement of a comprehensive package of regulations applied in the field of asylum. The changes were presented as two bills to the parliament in November and December 2015 [see section 6.1 for further information].

The Public debate has also been related to the introduction of temporary border controls at the internal borders vis-à-vis Germany [see section 6.1 for further information].

Links to articles about the package of regulations applied in the field of asylum and about the temporary border controls:

Links to the press release (in English and Danish):

<http://uibm.dk/nyheder/2015-07/a-new-policy-for-foreigners>

<http://uibm.dk/nyheder/2015-12/new-bill-presented-before-the-danish-parliament>

<http://uibm.dk/nyheder/2016-01/new-bill-presented-before-the-danish-parliament>

<http://uibm.dk/nyheder/2015-11/ny-asylpakke>

<http://uibm.dk/nyheder/2015-12/regeringen-fremsaetter-lovforslag-om-asylstramninger>

<http://uibm.dk/nyheder/2015-12/asylpakken-udmontes-efter-nytar-etableres-nyt-udrejsecenter-i-jylland-og-yderligere-fire-teltlejre-tages-i-brug>

<http://uibm.dk/nyheder/2016-04/regeringen-forlaenger-den-midlertidige-graensekontrol>

### 8.2 Integration policy in the public debate

As for debates relating to integration policy the public debate has mostly been related to the introduction of the integration benefit. Only a few days after the new Government took seat, the Government presented a political agreement with the Danish People's Party, the Liberal Alliance and the Conservative Party introducing the new integration benefit aiming at giving newly arrived refugees and immigrants a greater incentive to work and become integrated in Danish society. The bill was passed by the Danish Parliament on August 26th and entered into force on September 1<sup>st</sup> [see section 7.5 for further information].

Furthermore, the debate has concerned the labour market integration of refugees and immigrant. As mentioned in section 7.1, the Government launched the proposal "United for better integration" in February 2016 calling for negotiations with social partners and municipalities in order to reach agreements on integration. As a follow up, the Government signed two agreements with the social partners and Local Government Denmark (as the representatives for the 98 municipalities) in March 2016 aiming at improving the framework for particularly labour market integration.

Link to political agreement about the integration benefit (in Danish):

<http://bm.dk/da/Aktuelt/Pressemeddelelser/Arkiv/2015/07/Straksindgreb%20paa%20asylomraadet%20-%20ny%20integrationsydelse%20til%20nytilkomne%20udlaendinge.aspx>

Link to the press release in English:

<http://uibm.dk/nyheder/2015-07/a-new-policy-for-foreigners>

Links to the Government proposal "United for better integration", the tripartite agreement and the agreement with Local Government Denmark:

<http://uibm.dk/filer/nyheder-2016/samarbejde-om-bedre-integration.pdf>

<http://uibm.dk/nyheder/2016-03/trepartsaftale-pa-plads-om-integration>

<http://uibm.dk/nyheder/2016-03/toppartsaftale-faldet-pa-plads>