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# International Migration – Denmark

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Report to OECD  
2017

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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.

# 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 and leaving Denmark in 2015.

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 1998-2015. 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, 1998-2015 (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 %
2015	42.546	35.946	22.768	21.857	19,778	14,089	33,867	41.3 %

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

The table shows that Denmark had a positive net immigration from 1998 to 2015. 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 2015 the net immigration increased to 33.867 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 1998-2015. 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 2015 there was a positive net immigration of 699 Danish nationals, which is a 86,9 percent point decrease compared to 2014.

**Table 1.2: Long-term migration flows of Danish nationals, 1998-2015 (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
2015	10,150	9,540	19,690	25 %	9,892	9,099	18,991	43 %	699

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 1998-2015.

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 2015 the net immigration increased to 22.592 or by 21.4 pct. due to an overall increase in immigration of foreign nationals.

**Table 1.3: Long-term migration flows of foreign nationals, 1998-2015 (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	22,297	49,039	15,115	15,309	30,427	11,623	6,986	18,609	60.4 %
2015	21,888	35,213	57,101	17,659	16,850	34,509	4,229	18,363	22,592	21.4 %

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:

- Convention status, protection status and temporary 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 (special reasons).
- 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 2011 to 2016.

The number of applicants increased from 2011 to 2015. From 2015 to 2016 the number of applicants decreased by approximately 71%.

This development was mainly caused by a large decrease in applicants from Syria (1.253), Afghanistan (1.127), Eritrea (274), Iran (300) and Iraq (452).

**Table 2.1: Asylum applications lodged in Denmark by country of origin, 2011–2016 (Persons)**

Nationality	2011	2012	2013	2014	2015	2016
Afghanistan	906	577	426	313	2,331	1,127
Algeria	104	142	109	124	103	164
Eritrea	20	57	98	2,285	1,740	274
Georgia	19	75	68	11	100	73
Iraq	116	136	113	151	1,537	452
Iran	462	549	375	284	2,787	300
Kosovo	128	131	81	76	122	54
Morocco	39	107	167	228	187	353
Nigeria	44	118	142	98	114	121
Russia	300	525	982	522	177	81
Somalia	113	919	965	683	257	258
Stateless	123	200	425	1,362	1,734	491
Syria	429	822	1,710	1,087	8,608	1,253
Others	997	1,825	1,894	1,466	1,396	716
Total	3,806	6,184	7,557	14,792	21,316	5,717

Source: The Danish Immigration Service.

Table 2.2 show 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 2011 to 2016.

**Table 2.2: Number of persons granted refugee or other status in Denmark, 2010-2016**

Category	2010	2011	2012	2013	2014	2015	2016
<b>Refugee status (A)</b>	1,961	2,057	2,460	3,806	6,031	10,783	7,444
- Protection status	797	957	1,267	1,872	3,913	7,810	4,478
- B-status/ de facto status	669	584	725	1,419	1,774	1,325	406
- Temporary protected status	-	-	-	-	-	1,068	2,475
- Quota refugees	494	516	468	515	344	580	85
- Applications lodged abroad *	1	0	0	0	0	0	0
<b>Other status (B)</b>	163	192	123	83	73	66	49
- Humanitarian residence permit	111	121	76	65	46	25	3
- Exceptional reasons	52	71	47	18	27	41	46
- of which return not possible	1	0	13	0	7	0	0
Total (A+B)	2,124	2,249	2,583	3,889	6,104	10,849	7,493

\* 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.

The number of persons granted refugee or other status in Denmark has followed the same development as the number of lodged asylum applicants – an increase from 2011 to 2015 and a decrease from 2015 to 2016.

In 2011 2.124 persons were granted refugee or other status, and in 2016 the number was 7.493.

From 2015 to 2016 there has been a 30 percent decrease in the total of persons granted refugee or other status in Denmark.

The increase from 2014 to 2015 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 2016.

## 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 from 2011 to 2016.

The total number of residence permits granted in Denmark has followed the same development as seen in the two previous tables – an increase from 2011 to 2015 and a decrease from 2015 to 2016. The decrease from 2015 to 2016 is mainly caused by the decrease in the number of asylum permits and family reunification permits granted.

Through the period from 2010 to 2016 EU/EAA nationals have been by far the biggest group of people which has been granted residence permits. In 2016, 37.166 residence permits were granted to EU/EAA nationals, which constitute 47 % 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, 2011–2016 (persons, percentage)**

Category	2011	2012	2013	2014	2015	2016	Share 2016
<b>Asylum, etc. (A)</b>	2,249	2,583	3,889	6,104	10,849	7,493	9%
Refugee status	2,057	2,46	3,806	6,031	10,783	7,444	9%
- of which Geneva Convention status	957	1,267	1,872	3,913	7,810	4,478	6%
- of which protection status	584	725	1,419	1,774	1,325	406	1%
- of which Temporary protected status	-	-	-	-	1,068	2,475	3%
- of which quota refugees	516	468	515	344	580	85	<1%
<b>Other status</b>	192	123	83	73	66	49	<1 %
- of which humanitarian residence permit	121	76	65	46	25	3	<1 %
<b>Family reunification, etc. * (B)</b>	3,396	3,664	5,516	6,243	12,138	8,149	10%
Family reunification *	2,902	3,170	5,112	5,727	11,645	7,679	10%
- of which spouses and cohabitants	2,163	2,390	3,730	3,410	5,233	3,826	5%
- of which minor children	739	780	1,381	2,317	6,411	3,852	5%

Other residence cases (incl. adoption)	494	494	404	516	493	470	1%
<b>Work (C)</b>	9,389	9,024	11,529	12,436	11,682	12,903	16%
- of which The Pay Limit scheme	2,233	2,308	2,961	3,173	3,295	3,118	4%
- of which Greencard and The Establishment Card	1,393	1,215	2,327	2,250	1,469	1,145	1%
- of which family ties to a person granted residence permit in the work area	2,683	2,807	3,515	4,192	3,821	4,345	5%
<b>Study, etc. (D) ***</b>	15,358	10,652	11,601	12,144	12,658	14,291	18%
- of which education	5,756	6,173	6,982	7,425	8,246	9,194	12%
- of which au pair	2,409	2,104	1,989	1,908	1,624	1,349	2%
- of which interns	1,466	1,391	1,432	1,542	1,058	1,272	2%
- of which family ties to a person granted a residence permit to study	399	448	502	463	555	912	1%
- of which volunteers and working holiday, etc.	406	459	544	710	982	1,422	2%
- of which religious preachers, etc.	93	66	130	68	171	75	<1%
<b>EU/EEA (E)</b>	27,395	30,059	32,027	35,415	37,366	37,166	47%
- of which wage-earners	11,673	13,164	14,741	16,944	18,066	18,013	23%
- of which education	9,034	9,204	9,372	9,616	10,121	9,921	12%
- of which to family members of an EU/EEA national	3,537	3,939	3,883	4,410	4,493	4,510	6%
- of which to persons with sufficient means	3,058	3,621	3,898	4,372	4,611	4,659	6%
<b>Total (A+B+C+D+E)</b>	57,787	55,982	64,562	72,342	84,693	80,002	100%

\* 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 trend in the number of residence permits granted for family reunification in Denmark during the period from 2011 to 2016.

The number of residence permits granted for family reunification has followed the same development as seen in the three previous tables – an increase from 2011 to 2013 and a decrease from 2015 to 2016. 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 - 2016 \*\*\***

Category	2010	2011	2012	2013	2014	2015	2016
<b>Spouses and cohabitants (A)</b>	3,583	1,923	2,158	3,415	3,195	4,996	3,625
- of refugees in Denmark	278	257	299	557	908	2,575	1,425
- of other immigrants in Denmark	323	170	125	237	230	228	201
- of which Danish/Nordic nationals in Denmark	2,982	1,496	1,734	2,621	2,057	2,193	1,999
<b>Family reunification according to the EU rules * (B)</b>	286	252	257	346	230	246	218

- of which spouses and cohabitants (b)	286	240	232	315	215	237	201
- of which children	-	12	25	30	15	8	16
- of which parents/other family	-	0	0	1	0	1	1
<b>Spouses and cohabitants (A+b)</b>	<b>3,869</b>	<b>2,163</b>	<b>2,390</b>	<b>3,730</b>	<b>3,410</b>	<b>5,233</b>	<b>3,826</b>
<b>Minors (C)</b>	<b>899</b>	<b>727</b>	<b>755</b>	<b>1,351</b>	<b>2,302</b>	<b>6,403</b>	<b>3,836</b>
- children to refugees in Denmark	230	286	372	636	1,493	5,517	2,887
- children to other than refugees in Denmark	669	429	383	715	809	886	949
<b>Total (A+B+C)</b>	<b>4,768</b>	<b>2,902</b>	<b>3,170</b>	<b>5,112</b>	<b>5,727</b>	<b>11,645</b>	<b>7,679</b>

\*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 2011-2017.

In the period under review, the largest total number of repatriations occurred in 2011, when 613 persons received financial assistance to repatriate. In 2016 the number of repatriations decreased to 301, which is the lowest total number of persons repatriating. In 2017, however the number of repatriations has increased again to 341.

In 2017 the majority of the repatriated persons came from Turkey, Colombia and Somalia.

**Table 2.5: Number of repatriations from Denmark by country of origin, 2011-2017**

Country	2011	2012	2013	2014	2015	2016	2017
Bosnia-Herzegovina	122	86	60	73	59	34	35
Colombia	0	0	2	4	14	24	48
Russia	1	21	9	25	12	23	29
Serbia	84	37	31	26	20	28	19
Somalia	8	13	23	13	14	21	43
Turkey	112	109	76	70	75	64	57
Other countries	286	210	192	109	129	107	110
<b>Total</b>	<b>613</b>	<b>476</b>	<b>393</b>	<b>320</b>	<b>323</b>	<b>301</b>	<b>341</b>

Source: Danish Refugee Council, 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

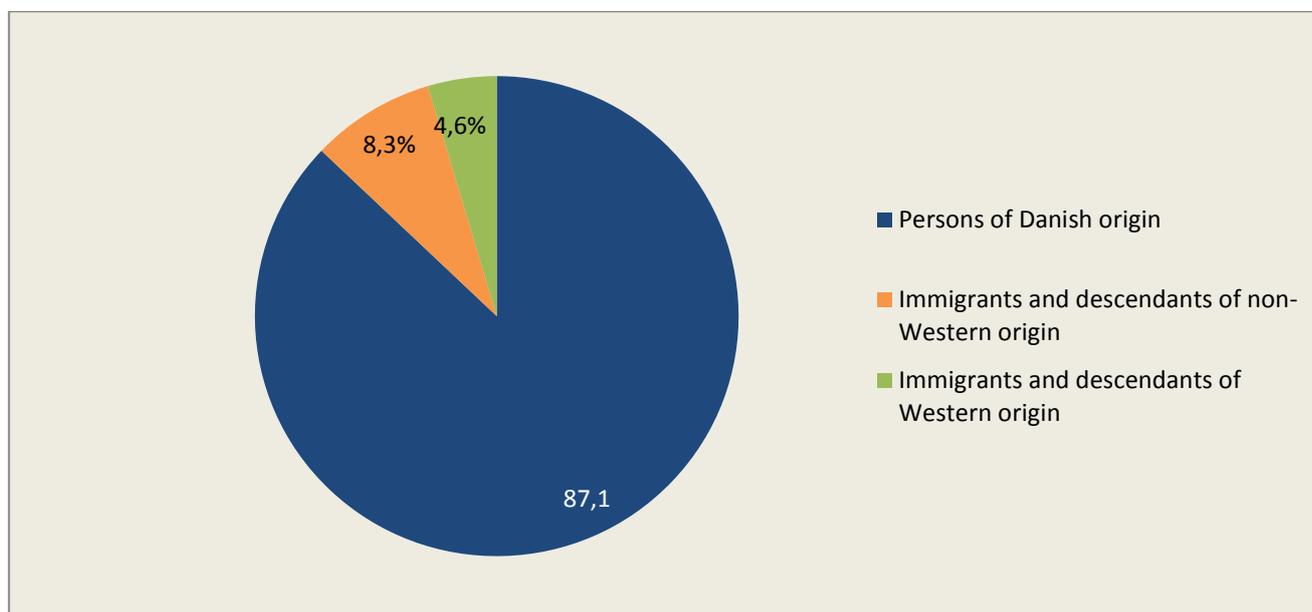
An **immigrant** is defined as a person born abroad whose parents are both (or one of them if there is no available information on the other parent) foreign citizens or were both born abroad. If there is no available information on either of the parents and the person was born abroad, the person is also 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 2017, immigrants and descendants in Denmark numbered 741,572 or 12.9 percent of the entire population (see Figure 3.1).

**Figure 3.1: The Danish population by category, at 1 January 2017 (percentage)**



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

An 8.3 percent proportion of the Danish population were immigrants and descendants of non-Western origin, while 4.6 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 2017 (persons, percentage)**

	Persons	Proportion of total population
<b>Non-Western origin</b>		
Immigrants	332,874	5.8 %
Descendants	143,853	2.5 %
Total	476,727	8.3 %
<b>Western origin</b>		
Immigrants	237,707	4.1 %
Descendants	27,138	0.5 %
Total	264,845	4.6 %
<b>All immigrants and descendants</b>	<b>741,572</b>	<b>12.9 %</b>
<b>Danish origin</b>	<b>5,007,197</b>	<b>87.1 %</b>
<b>Total population</b>	<b>5,748,769</b>	<b>100 %</b>

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

### 3.2 Country of origin

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

As of January 1st 2017, 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 (6.1 percent), Syria (5.1 percent) and Germany (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 2017 (count, percentage)**

	Immigrants	Descendants	Total	Proportion of all immigrants and descendants in Denmark
Turkey	32,606	30,101	62,707	8.5 %
Poland	39,070	5,856	44,926	6.1 %
Syria	33,616	4,264	37,880	5.1 %
Germany	29,578	3,494	33,072	4.5 %
Iraq	21,383	10,519	31,902	4.3 %
Lebanon	12,722	13,736	26,458	3.6 %
Pakistan	14,014	10,775	24,789	3.3 %
Romania	24,312	2,410	26,722	3.6 %
Bosnia & Herzegovina	17,104	5,853	22,957	3.1 %
Somalia	11,920	9,130	21,050	2.8 %
Iran	15,970	4,015	19,985	2.7 %
Afghanistan	13,020	4,695	17,715	2.4 %
Norway	15,776	1,572	17,348	2.3 %
Sweden	13,821	2,097	15,918	2.1 %
Yugoslavia (former)	9,153	5,937	15,090	2.0 %
Vietnam	9,335	5,868	15,203	2.1 %
United Kingdom	14,094	1,534	15,628	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, 42,503 immigrants and descendants left Denmark in 2016. In the same year the country received almost 75,000 new immigrants and descendants. Accordingly, there was a net inflow of more than 32,400 immigrants and descendant in 2016<sup>1</sup>. Descendants of Western origin were the only group showing a net outflow of persons (- 501).

**Table 3.3: Migration by origin and population category, 2016 (persons)**

	Immigration	Emigration	Net migration
<b>Non-Western origin</b>			
Immigrants	32,589	12,914	19,675
Descendants	1,621	1,621	0
Total	34,210	14,535	19,675
<b>Western origin</b>			
Immigrants	40,450	27,138	13,312
Descendants	329	830	-501
Total	40,779	27,968	12,811
<b>All immigrants and descendants</b>	74,989	42,503	32,486
<b>Danish origin</b>	19,376	18,575	801
<b>Total population</b>	94,365	61,078	33,287

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 time period from 2006 to 2016.

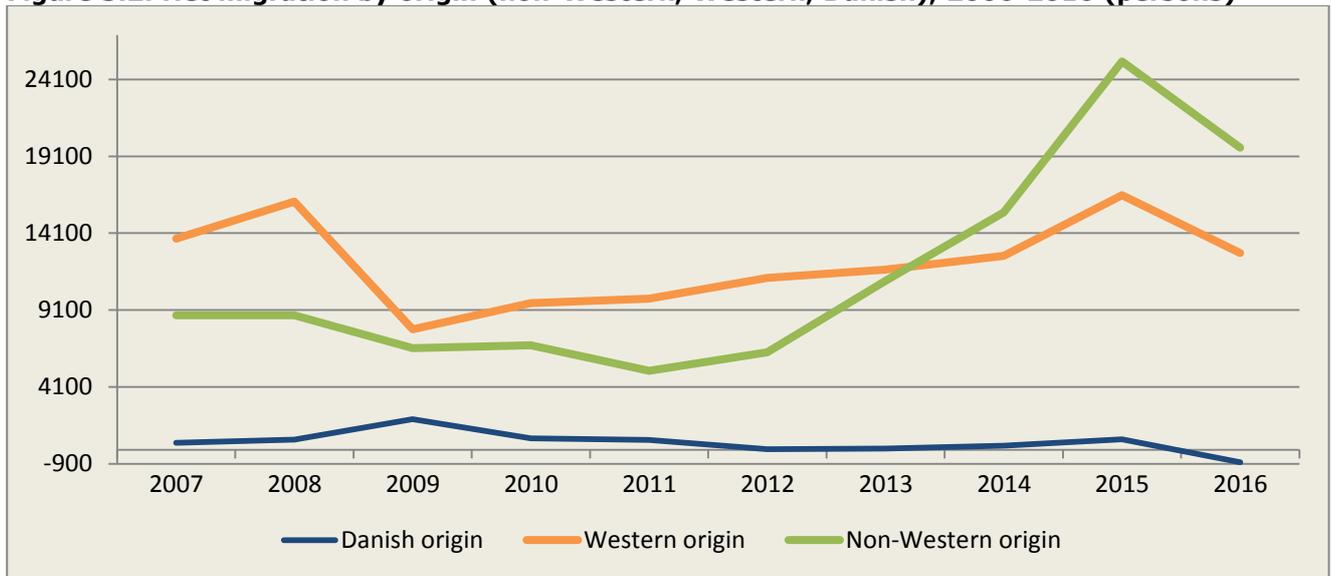
The net inflow of persons with a Western background increased from 2006 to 2008. In 2008 the net inflow of persons with a Western background first decreased, but has slowly increased again from 2009 and up until 2015.

From 2015 until 2016 there has been a decrease in net inflow from both Western and non-Western countries to Denmark.

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 (non-Western, Western, Danish), 2006-2016 (persons)**

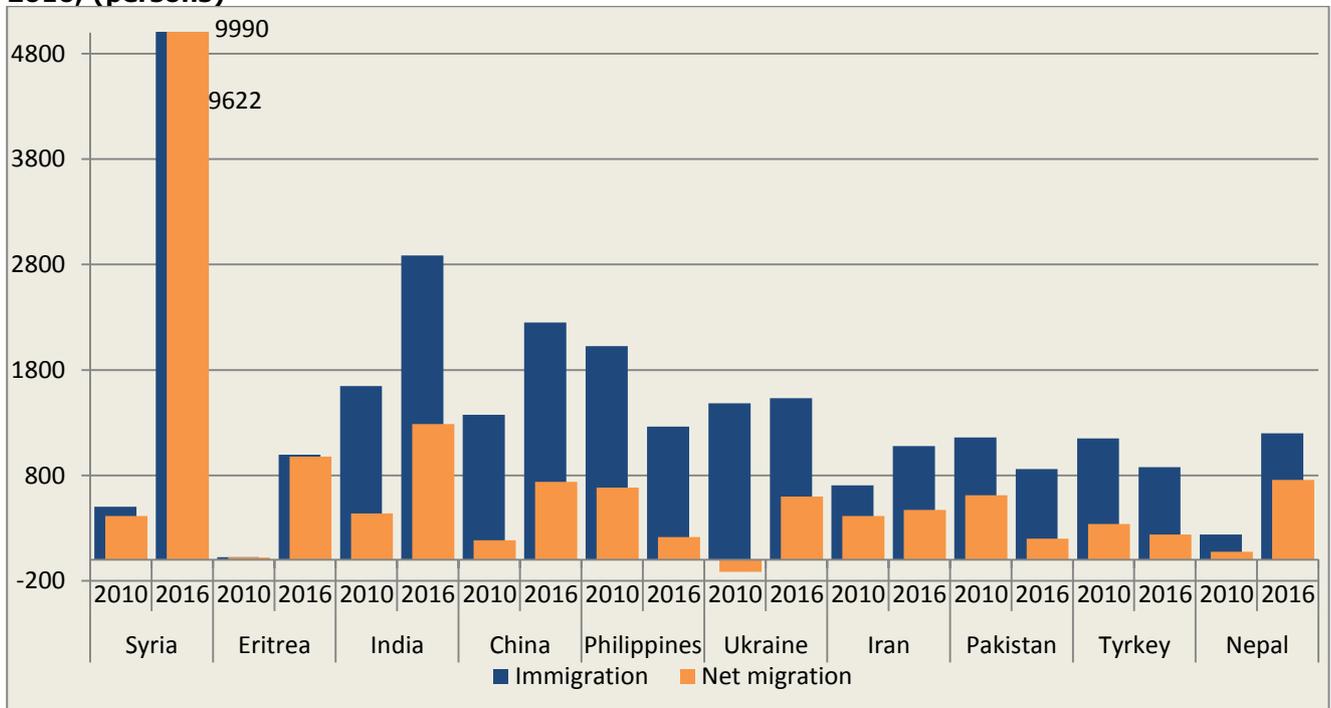


Note: Please note that there is a significant difference between net migration to Denmark and population growth. This is particularly due to births and deaths and the fact that the calculation of net migration does not take into account persons who have left the country without notifying the authorities.

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 2016 for the ten countries with the highest number of immigrants with both non-Western and Western origin in 2016. The group of immigrants and descendants from Syria had both the highest immigration and net migration among the non-Western countries in 2016. 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 2016, (persons)**

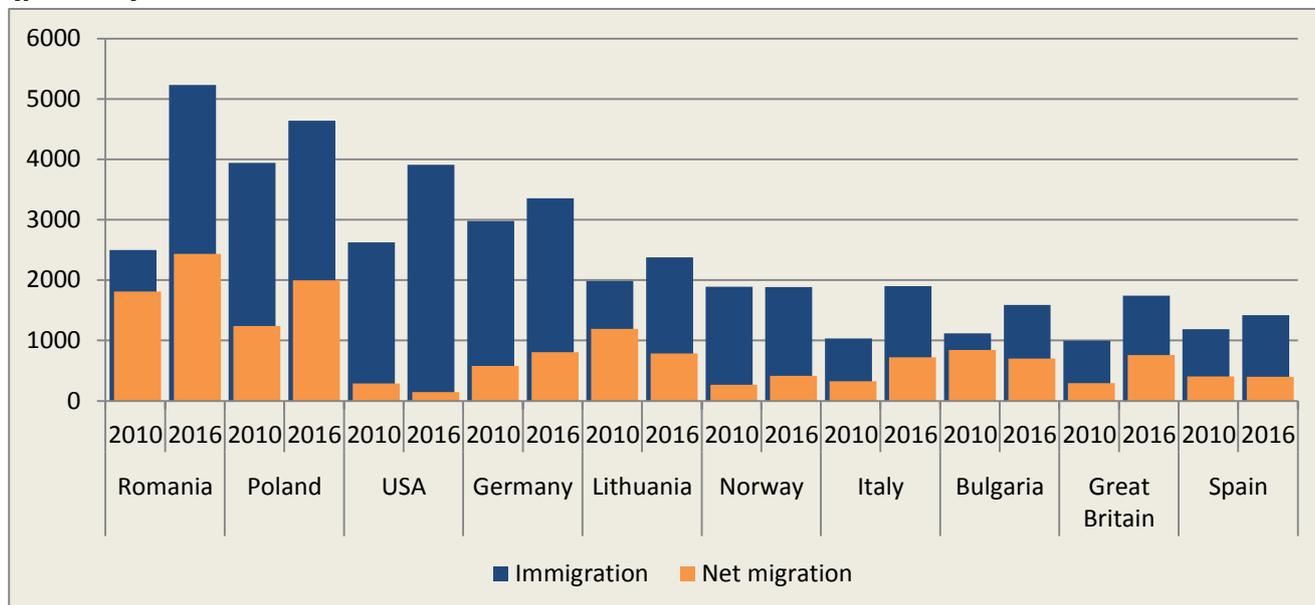


Note: The 10 countries with the highest number of immigrants and descendants who immigrated to Denmark in 2015 are included in the figure.

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 2016. As the only country, Lithuania had a decrease in net migration from 2010 to 2016.

**Figure 3.4: The ten biggest Western immigration countries by type of migration, 2010 and 2016, (persons)**

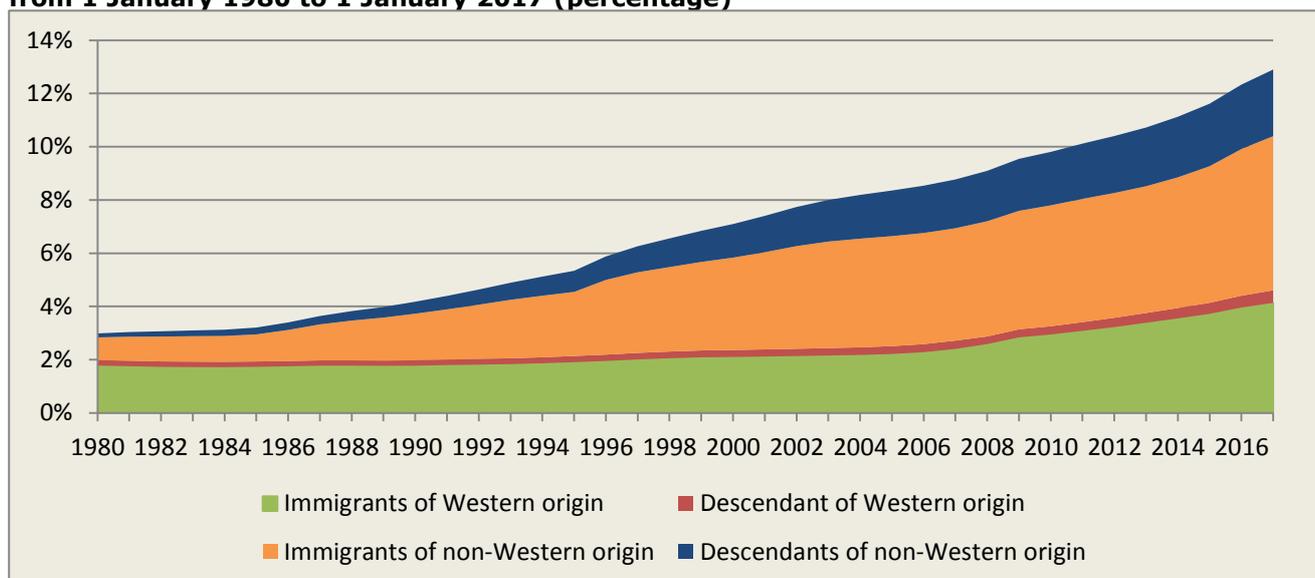


Note: The 10 countries with the highest number of immigrants and descendants who immigrated to Denmark in 2014 are included in the figure. Source: The Immigration Database of The Ministry of Immigration and Integration (IMVAN1), managed by Statistics Denmark.

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

The total number of immigrants and descendants increased with 588,614 persons from 1980 to 2017. The proportion of immigrants and descendants within the total population has accordingly increased by almost 10 percentage points since 1980; from 2.99 percent in 1980 to 12.9 percent in 2017 (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 2017 (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 2016 and 1 January 2017 (persons, percentage)**

	2016	2017	Growth, persons	Growth, percentage	Proportion of total population growth
Syria	27,141	37,880	10,739	39.6 %	25.9 %
Romania	23,823	26,722	2,899	12.2 %	7.0 %
Poland	42,500	44,926	2,426	5.7 %	5.8 %
India	10,198	11,627	1,429	14.0 %	3.4 %
Eritrea	3,697	4,754	1,057	28.6 %	2.5 %
Lithuania	11,778	12,714	936	7.9 %	2.3 %
China	12,600	13,475	875	6.9 %	2.1 %
Ukraine	9,392	10,232	840	8.9 %	2.0 %
Nepal	3,366	4,183	817	24.3 %	2.0 %
Bulgaria	8,476	9,266	790	9.3 %	1.9 %
<b>All immigrants and descendants</b>	703,873	741,572	37,699	5.4 %	90.8 %
<b>Danish origin</b>	5,003,378	5,007,197	3,819	0.1 %	9.2 %
<b>Total population</b>	5,707,251	5,748,769	41,518	0.7 %	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 2016 are listed in Table 3.4.

The group of persons of Syrian origin has had the highest population growth (25.9 percent) followed the group of Romanian origin, which saw a population growth of 7.0 percent.

Generally, almost all of the total population growth of 37,699 people in 2016 attributed to immigrants and their descendants. In the same time the population with Danish origin has grown by 9.2 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 2017 (percentage)**

	Age group					Total
	0-15 years	16-24 years	25-39 years	40-64 years	65+ years	
<b>Non-Western origin</b>						
Immigrants	7.6 %	9.7 %	36.1 %	39.9 %	6.7 %	100 %
Descendants	53.5 %	28.1 %	16.2 %	2.2 %	0.0 %	100 %
Total	21.5 %	15.2 %	30.1 %	28.5 %	4.7 %	100 %
<b>Western origin</b>						
Immigrants	4.8 %	14.5 %	38.6 %	29.7 %	12.4 %	100 %
Descendants	58.5 %	11.4 %	12.2 %	13.1 %	4.9 %	100 %
Total	10.3 %	14.2 %	35.9 %	28.0 %	11.6 %	100 %
<b>All immigrants and descendants</b>	17.5 %	14.9 %	32.2 %	28.3 %	7.1 %	100 %
<b>Danish origin</b>	18.0 %	11.2 %	16.2 %	33.8 %	20.8 %	100 %
<b>Total population</b>	17.9 %	11.7 %	18.2 %	33.1 %	19.1 %	100 %

Source: StatBank Denmark (IMBEF02), 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 2017. This trend applies in particular to descendants of non-Western origin as 53.5 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 82.8 percent of immigrants of Western origin and 85.7 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 (20.8 percent), followed by immigrants of Western origin (12.4 percent).

### 3.6 Geographical distribution

Immigrants and descendants are not situated evenly across the country. Almost half of all 741,572 immigrants and descendants are clustered in ten of the 98 municipalities in Denmark.

Table 3.6 shows that, on 1 January 2017, 27.2 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 2017 (persons, percentage)**

	Persons	Percentage
Copenhagen	146,723	19.8 %
Aarhus	54,822	7.4 %
Odense	31,710	4.3 %
Aalborg	22,429	3.0 %
Frederiksberg	20,005	2.7 %
Høje-Taastrup	13,829	1.9 %
Gladsaxe	13,811	1.9 %
Vejle	13,618	1.8 %
Gentofte	12,349	1.7 %
Horsens	12,150	1.6 %
Other municipalities	400,126	54 %
<b>Total</b>	<b>741,572</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 2016/2017.

'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 2016/2017 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 2016/2017 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	24.6%	47.3%	2.7%	25.4%	100 %
Descendants	17.7%	60.0%	4.0%	18.3%	100 %
Total	19.4%	56.8%	3.7%	20.1%	100 %
<b>Western origin</b>					
Immigrants	19.4%	49.9%	1.9%	28.8%	100 %
Descendants	15.5%	62.6%	2.6%	19.4%	100 %
Total	18.0%	54.4%	2.1%	25.5%	100 %
<b>All immigrants and descendants</b>	19.3%	56.5%	3.5%	20.8%	100 %
<b>Persons of Danish origin</b>	18.8%	62.7%	1.2%	17.3%	100 %
<b>Total population</b>	18.9%	62.0%	1.4%	17.7%	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 2016/2017. This proportion is 3.4 percentage points lower than among their peers of Danish origin.

As regards upper secondary education, 56.5 percent of all immigrants and descendants aged 16-19 years were enrolled in such education or training. This is 6.2 percentage points lower than for the corresponding group of persons of Danish origin.

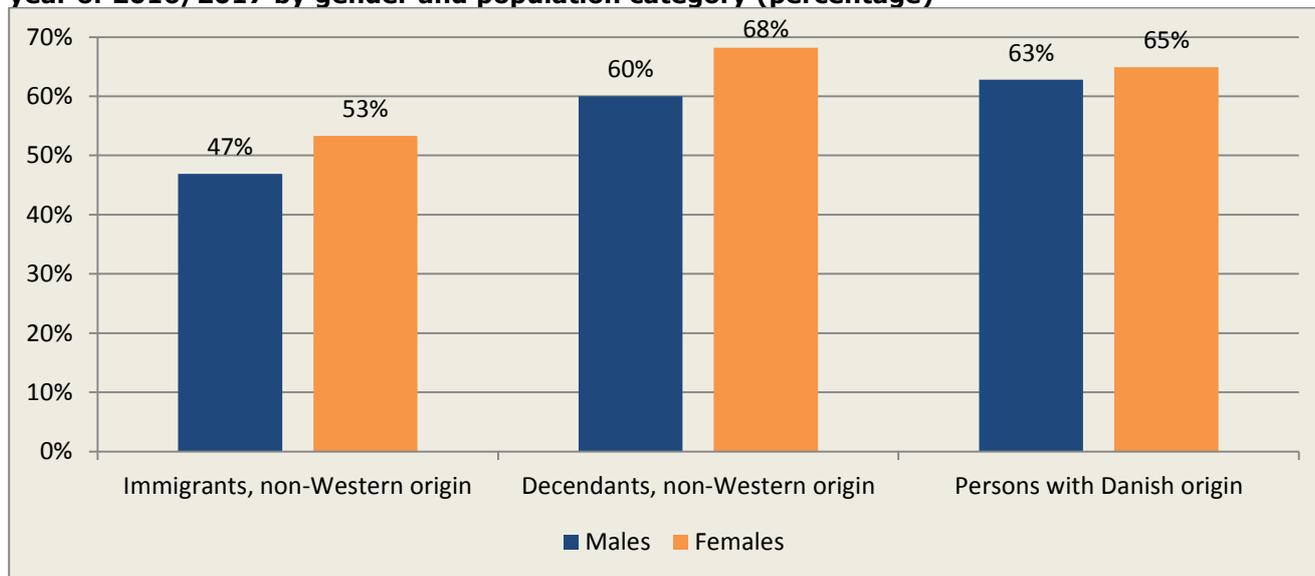
For immigrants and descendants aged 16-19 years of both non-Western and Western origin, more descendants than immigrants were enrolled in upper secondary education.

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 2016/2017.

In general, the proportion of females enrolled in upper secondary or higher education in the academic year of 2016/2017 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, 68.2 percent were enrolled in one of the above mentioned educational programs, which exceeded the figure by females of Danish origin with a difference of 3.3 percentage point (64.9 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 2016/2017 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 47.8 percent of all immigrants and descendants aged 20-24 years were enrolled in education in the academic year of 2016/2017. This proportion is 4.1 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 2016/2017 by origin and educational level (percentage)**

	Higher education	Other education	Not enrolled in education/ No data available	Total
<b>Non-Western origin</b>				
Immigrants	27.2%	14.2%	58.6%	100%
Descendants	40.7%	12.0%	47.3%	100%
Total	35.2%	12.9%	51.9%	100%
<b>Western origin</b>				
Immigrants	42.0%	4.4%	53.6%	100%
Descendants	40.5%	12.2%	47.2%	100%
Total	41.8%	5.4%	52.8%	100%
<b>All immigrants and descendants</b>				
	37.1%	10.7%	52.2%	100%
<b>Persons of Danish origin</b>				
	36.4%	15.5%	48.1%	100%
<b>Total population</b>				
	36.5%	14.9%	48.6%	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 programs.

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.

Regarding persons aged 20-24 years, the proportion of descendants of Western origin and descendants of non-Western origin enrolled in higher education in the academic year of 2016/2017 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.

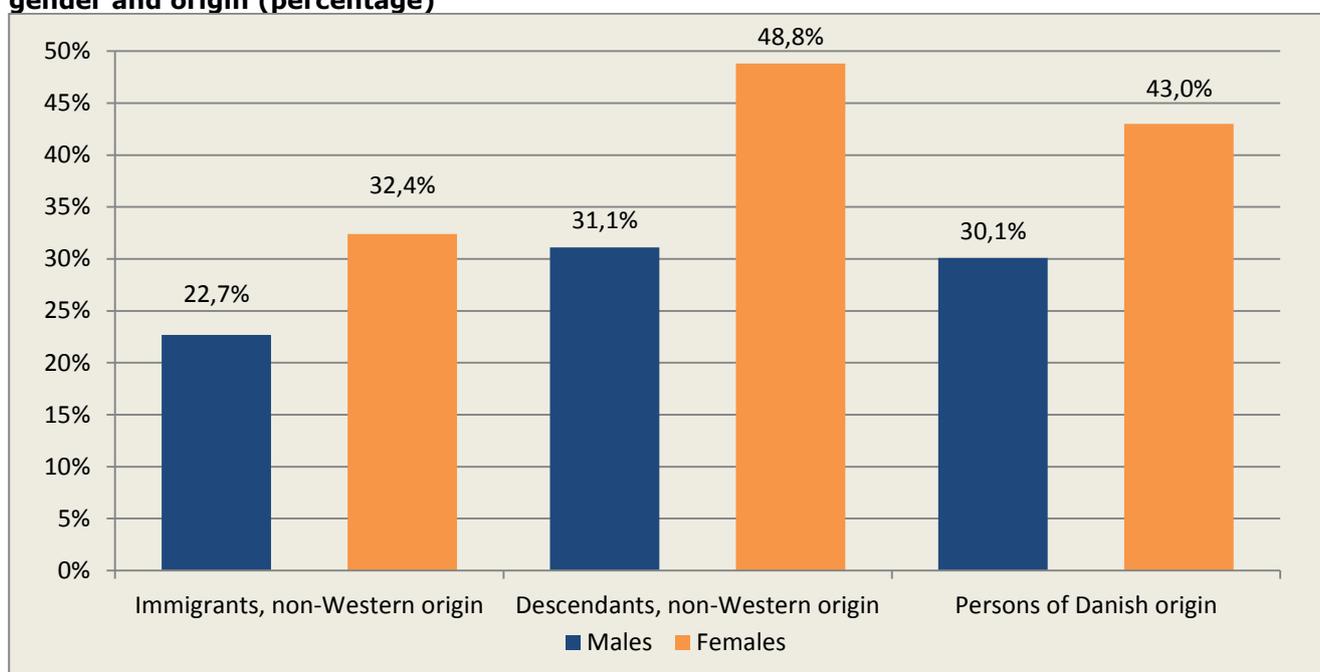
Among immigrants and descendants of non-Western origin and persons of Danish origin aged 20-24 years, female descendants were the ones taking the lead. Figure 4.2 show that 48.8 percent of the females of this group were enrolled in higher education, which is 5.8 percentage points more than their peers of Danish origin.

Figure 4.2 also show that the proportion of males aged 20-24 years who were enrolled in higher education in the academic year of 2016/2017 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 2016/2017 was higher than that of males of Danish origin enrolled in higher education. This means that 1 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 2016/2017 (22.7 percent). This group has experienced a decrease of 1.8 percentage point within one year. This group did, however, experience an improvement of 0.7 percentage points within the previous year<sup>2</sup>.

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 26.1 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 2016/2017 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.

<sup>2</sup> The National Social Appeals Board (2015): *Integration: Status og udvikling - 2016* (Figure 2.2)

## 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.

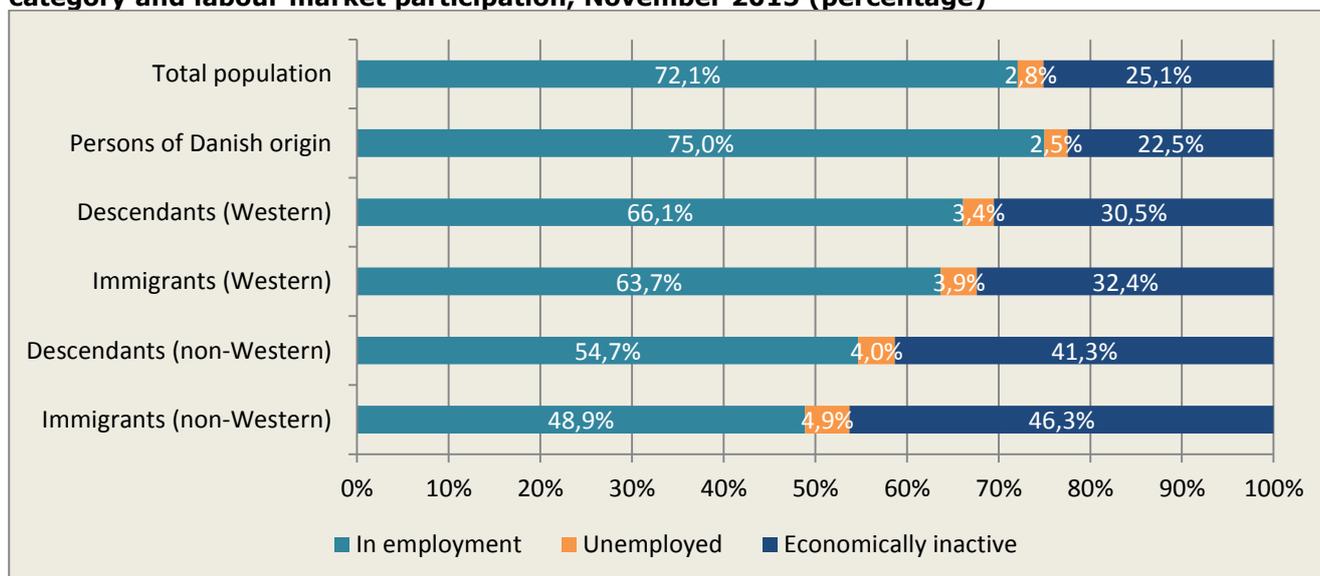
### 5.1 Persons of the economically active age group

In November 2015, around 3,598,405 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 (72.1 percent) were in employment. This corresponds to 2,594,037 persons, and around 289,236 of them were immigrants and descendants.

Figure 5.1 shows that less than half (48.9 percent) of immigrants of non-Western origin of the economically active age group was in employment in November 2015. 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 (4.9 percent) or inactive (46.3 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 2015 (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 (75.0 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 analysis 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 2015 (persons and percentage)**

	Employment rate			Persons in employment		
	Males	Females	Total	Males	Females	Total
<b>non-Western origin</b>						
Immigrants	54.8 %	46.2 %	50.3 %	63,293	56,889	120,182
Descendants	68.6 %	63.7 %	66.2 %	8,124	7,175	15,299
Total	56.0 %	47.6 %	51.7 %	71,417	64,064	135,481
<b>Western origin</b>						
Immigrants	73.6 %	64.3 %	69.2 %	58,503	45,649	104,152
Descendants	74.3 %	72.5 %	73.4 %	2,597	2,285	4,882
Total	73.6 %	64.6 %	69.4 %	61,100	47,934	109,034
<b>All immigrants and descendants</b>	63 %	53.7 %	58.3 %	132,517	111,998	244,515
<b>Persons of Danish origin</b>	81.2 %	76.4 %	78.8 %	1,026,521	952,459	1,978,980
<b>Total</b>	78.6 %	73.1 %	75.9 %	1,159,038	1,064,457	2,223,495

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 244,515 persons were in employment in November 2015 (see Table 5.1).

The employment rate of immigrants and descendants of non-Western origin (51.7 percent) was lower than that of immigrants and descendants of Western origin (69.4 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 (51.7 percent) was found among immigrants of non-Western origin. Among the females the employment rate was 47.6 percent. The difference between the employment rates of males and females in this group was 8.4 percentage points. The gender difference in the employment rates of immigrants of Western origin was 9.3 percentage points.

It also appears from Table 5.1 that the employment rate of immigrants and descendants of Western origin was 9.4 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 27.1 percentage points.

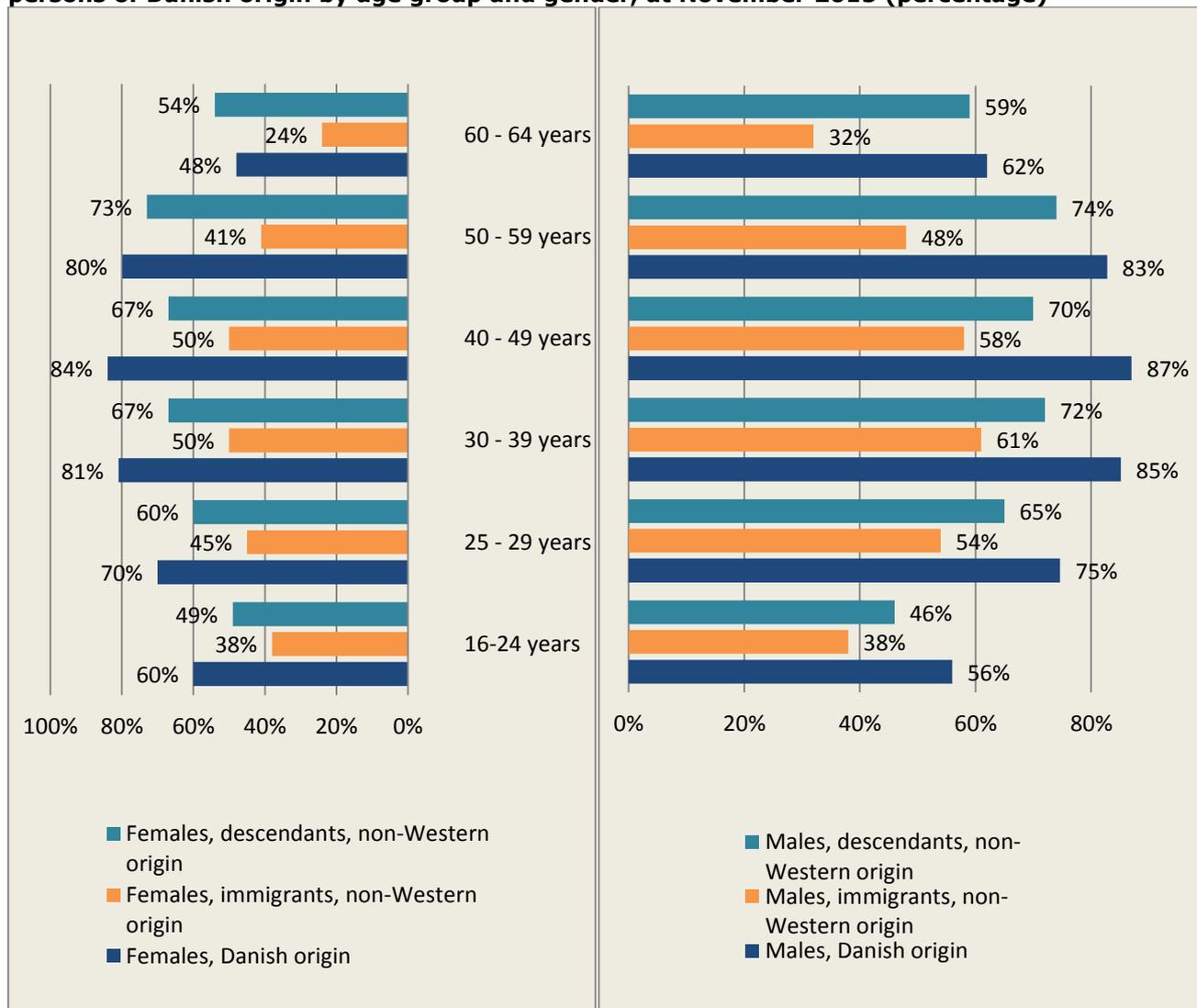
The highest employment rate among all immigrants and descendants was found among descendants of Western origin. Within this group 73.4 percent were in employment which makes a difference of 5.4 percentage point compared to the group of persons with Danish origin.

The employment rates of immigrants of non-Western origin and persons of Danish origin of the same age group differed considerably in November 2015 (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 female descendants of non-Western origin and female immigrants of non-Western origin was 30 percentage points. The corresponding difference between immigrant males of non-Western origin and descendant males of non-Western origin aged 50-59 years was 27 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 non-Western origin and of persons of Danish origin by age group and gender, at November 2015 (percentage)**



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

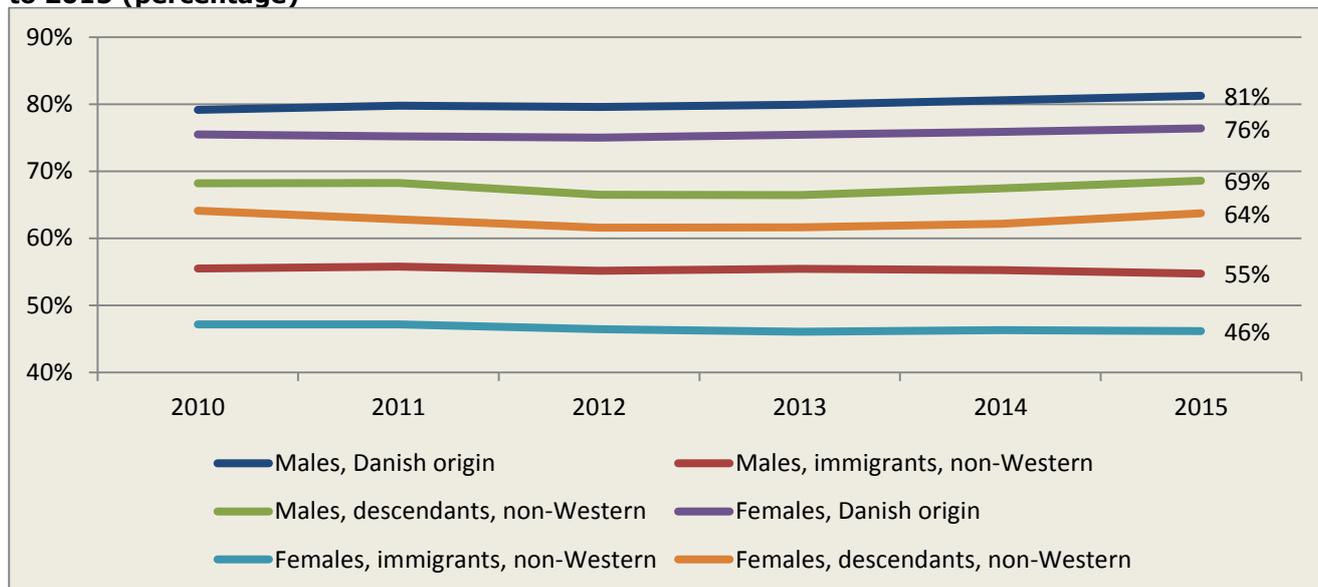
### 5.3 Development in employment rate

The development in the employment rate of persons aged 25-64 years broken down by gender and origin from 2010 to 2015 appears from Figure 5.3.

Since 2010, 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 female immigrants of non-Western origin.

From 2011 to 2015, the employment rate was at about the same level. There has been a slight decrease in the employment rate among female immigrants of non-Western origin, and a slight increase in the employment rate among female descendants of non-Western origin.

**Figure 5.3: 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 2010 to 2015 (percentage)**



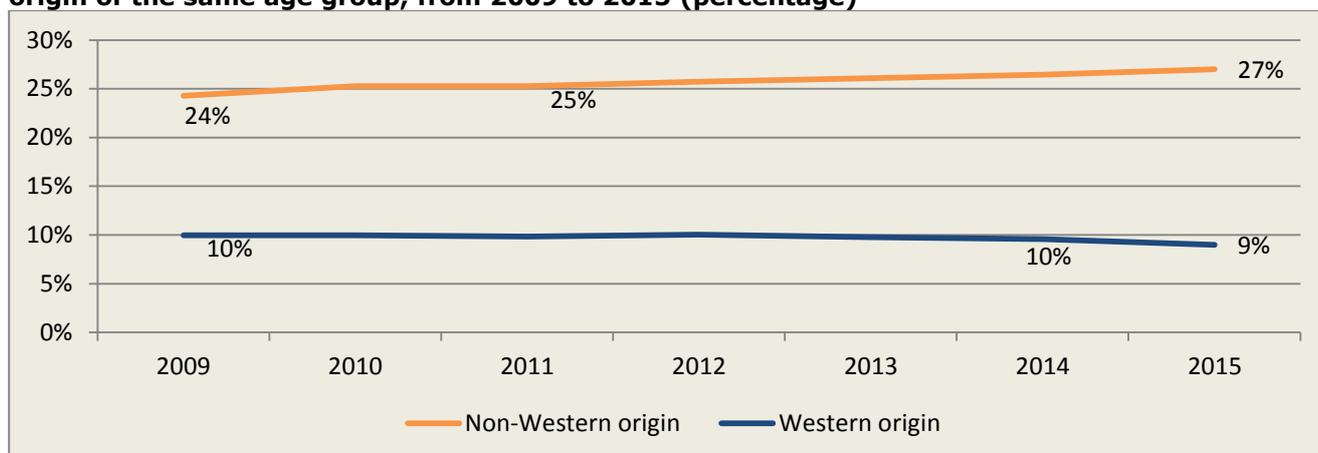
Source: The Immigration Database the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark.

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

The 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, have been more or less stable throughout the period from 2010 to 2015.

Among 25-64 year old immigrants and descendants of non-Western origin, the employment gap have increased in the period, from a gap of 24 percentage points in 2010 to the current level of 27 percentage points. Among immigrants and descendants of Western origin, the employment gap has remained at the same level, 9 percentage points, from 2009 to 2015.

**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, from 2009 to 2015 (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.

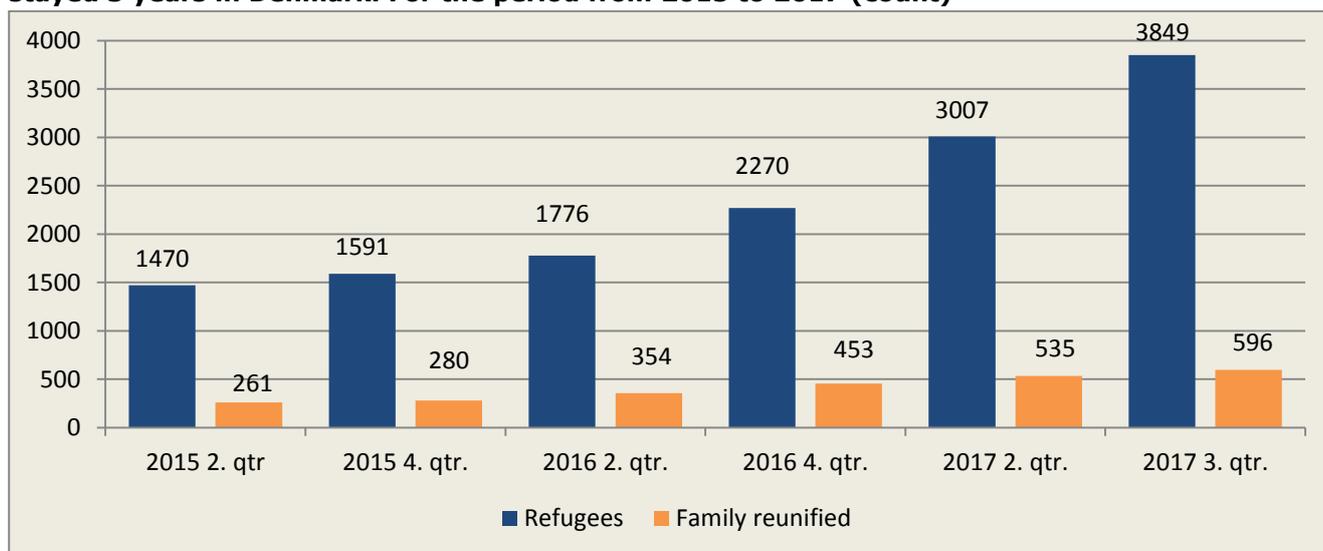
Source: The Immigration Database of the Ministry of Immigration and Integration (IMRAS17), managed by Statistics Denmark

## 5.4 Development in employment among refugees and family reunified persons to refugees within their first 3 years of stay in Denmark

From the 2<sup>nd</sup> quarter of 2015 till the 3<sup>rd</sup> quarter of 2017 there has been an increase in the number refugees and family reunified persons to refugees (age between 21-64 year) coming to stay in Denmark.

Noticeable is that there has been an increase in the employment rate among the refugees and family reunified persons to refugees that have been staying in Denmark within a time period of 3 years.

**Figure 5.5: Refugees and family reunified persons to refugees (age bracket 21-64) having stayed 3 years in Denmark. For the period from 2015 to 2017 (count)**

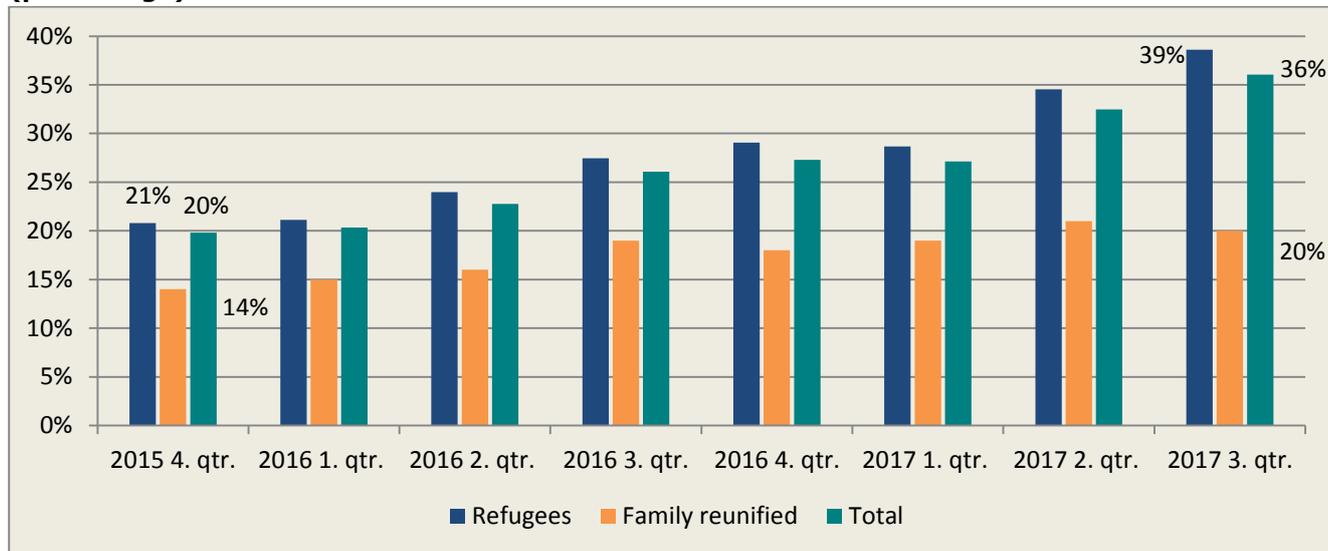


Source: Calculations by the Ministry of Immigration and Integration, based on register data from Statistics Denmark.

The figure above illustrates the number of refugees and family reunified persons to refugees who have stayed in Denmark for 3 years in the period from 2015 to 2017. The figure above shows that the number of persons being granted family reunification to a refugee has been growing from 261 persons in 2nd qtr. of 2015 to 596 persons in 3rd qtr. of 2017. Also the figure illustrate that the number of refugees has been growing from 1,470 persons in 2015 to 3,849 persons in 2017.

The figure shown underneath illustrates the employment rate for refugees and family reunified persons to refugees.

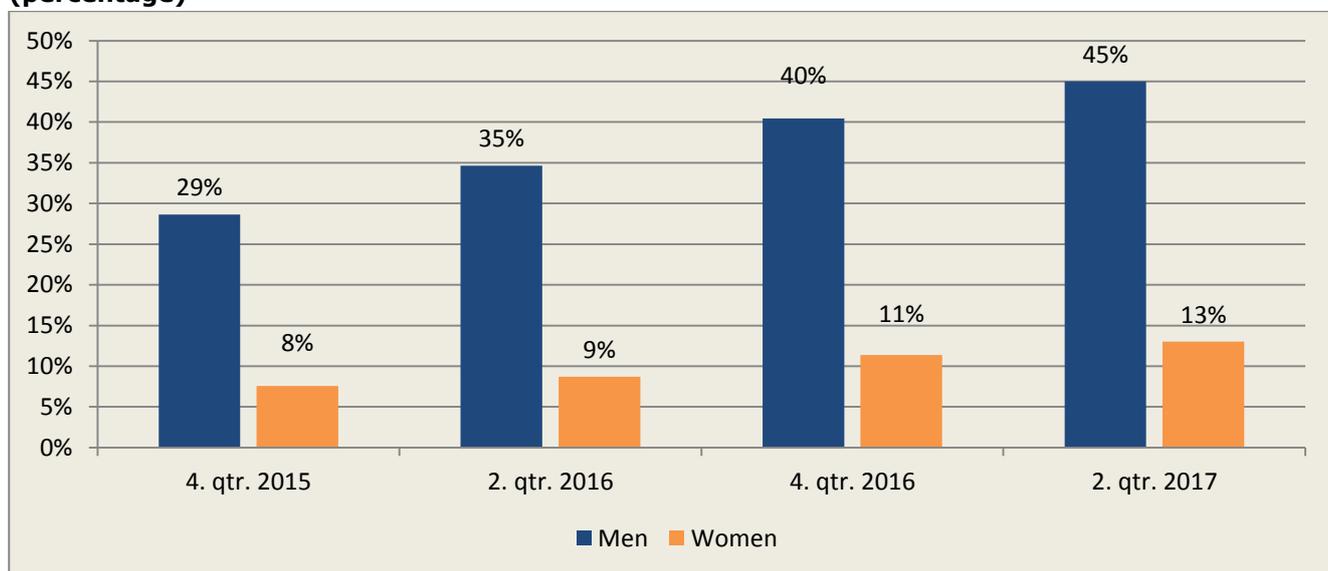
**Figure 5.6: Employment rate development for refugees and family reunified persons to refugees (age bracket 21-64) having stayed 3 years in Denmark. For the period from 2015 to 2017 (percentage).**



Source: Calculations by the Ministry of Immigration and Integration, based on register data from Statistics Denmark.

The figure above illustrates that the employment rate for refugees has increased from 21 to 39 percent in the period from 2015 to 2017. The employment rate has during the same time period increased for persons being granted family reunification to refugees from 14 to 20 percent.

**Figure 5.7: Employment rate by gender for refugees and family reunified persons to refugees (age bracket 21-64) having stayed 3 years in Denmark. For the period from 2015 to 2017 (percentage)**



Source: Ministry of Immigration and Integration, managed by Statistics Denmark.

The figure above illustrates the employment rate for men and women who are refugees or family reunified persons to refugees and have stayed in Denmark for 3 years between 2015 and 2017. For women there is an increase by 5 percentage points, from 8 to 13 percent, being employed between 2015 and 2017. For men the increase is 16 percentage points, from 29 to 45 percent being employed between 2015 and 2017.

The current situation being that there is an increase in the number of refugees and family reunified persons to refugees with 3 years stay in Denmark, there is at the same time an increase in the share of them being employed in the Danish labour market. Men are employed more often than women and have seen a higher increase (in percentage points) in the employment rate. In the timeframe of approximately 15 months (2015-2017) there have been an increase in the number of female refugees and family reunified persons to refugees entering Denmark, and in the same timeframe there has been a small increase in the share of women entering the Danish labour market.

## 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 and refugees, family reunification, work and study, Danish nationality, repatriation and illegal employment of foreign workers.

### 6.1 Forthcoming developments

On 28 November 2016, the Danish Government was converted from a one party Government formed by the Liberal Party of Denmark (Venstre) to a three-party Government comprising of the Liberal Party of Denmark (Venstre), the Conservative People's Party (Det Konservative Folkeparti) and Liberal Alliance.

Since the EU migrant influx peaked in 2015, a number of legislative and administrative measures have been introduced in the field of asylum and migration. While the majority of the changes were adopted in two bills in November 2015 and January 2016, the Government has throughout 2016 and in 2017 changed immigration rules further in the areas of asylum, family reunification, permanent residence, expulsion, returns and overall control and security<sup>3</sup>.

In November 2015, the Danish Government established an inter-ministerial Task Force to strengthen whole-of-government efforts in the area of returns and readmission. The Task Force ensures a broad approach to cooperation with countries of origin on return and readmission, including through utilising cooperation on development and trade to promote efficient collaboration on return and readmission where relevant. The Task Force will also boost national efforts towards enhancing both voluntary and non-voluntary returns.

In January 2016, Denmark reintroduced temporary border controls at the internal borders vis-à-vis Germany, which have been extended until November 2017 in accordance with the decision of the Council of the European Union of 11 May 2017 setting out a recommendation for temporary internal border control in exceptional circumstances putting the overall functioning of the Schengen area at risk.

In December 2016, new rules regarding religious workers entered into force. The new rules introduced a publicly available sanction list and a closed observation list. The purpose is to prevent extremist speakers with views and values that are in conflict with fundamental Danish values, who constitute a threat to public order to enter the country.

In order to obtain a residence permit as a religious worker, a sworn declaration stating that one will not engage in any activity that poses a threat to public safety, law and order, health, decency or the rights and duties of others must be signed.

Furthermore new criteria for qualifying for an extension of a residence permit granted to a religious worker were introduced. An immigration test (testing Danish language skills and knowledge of Denmark and Danish society) must now be passed within six months of being granted residence permit as a religious worker. Furthermore the religious preacher must attend a course in Danish family law, individual rights and democracy within six months of being granted a residence permit.

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<sup>3</sup> A complete list of the adopted changes in Danish can be found here: <http://uim.dk/gennemforte-stramninger-pa-udlaendingeomradet>

Effective from 1 January 2017, the composition of the Danish Refugee Appeals Board has been changed from five to three members. Thus, members nominated by the Ministry of Foreign Affairs and the Danish Refugee Council are no longer able to serve at the board.

To further strengthen the area of return and readmission, a special Return Unit under the Ministry of Immigration and Integration was established in April 2017. As part of the effort to strengthen return and readmission efforts, two Migration Attachés have been stationed in Kabul and Nairobi to ensure a close and continuous contact with country of origin authorities in the region. In addition to the two Migration Attachés a Special Advisor on Migration Issues has been appointed, who will cover other countries of origin, where special efforts are needed in cooperation on return and readmission. Finally, the Ministry of Foreign Affairs has appointed an Ambassador-at-Large for Migration, whose main focus will be to support the whole-of-government approach to returns and readmission.

In order to control the arrival of foreigners in Denmark, the Danish Parliament in May 2017 adopted a so-called 'emergency brake' into the Danish Aliens Act, whereby it will be possible for Denmark to reject asylum seekers at the border in the situation where the Dublin Regulation is de facto not in force.

With the aim to further strengthen control and security efforts, the Danish Parliament adopted in June 2017 a bill, which gives the authorities better opportunities for recording, storing and processing fingerprints and photographs (biometric data) for identification and identity verification purposes. In addition, an alien's items may on the basis of a court order be seized by authorities if rendered relevant as information for the case.

In June 2017, the Danish Parliament adopted a bill regarding peace and order at accommodation centres for unaccompanied minors. The bill presented by the Government contains a number of initiatives, including house rules at the accommodation centres, the possibility for the staff to use force and in severe cases, where the minor requires special attention, the possibility to place unaccompanied minors in social institutions.

In September 2017, the Government announced that Denmark due to the continuing pressure on Danish authorities after the number of refugees and migrants arriving in Denmark in 2015 and the beginning of 2016 would not accept any quota refugees in 2017. Concurrently, the Government will present a draft bill with a new flexible scheme for quota refugees. The bill will propose that future annual quotas will be determined based on, among other things, the number of spontaneous asylum seekers in Denmark and how well the overall integration is progressing.

In September 2017, the Government, furthermore, will present a draft bill to establish a national ID centre, which as a central expert body shall ensure improved quality regarding identity control in immigration cases.

Moreover, the Government will present proposals for revision of the amendments to the immigration act, which were adopted in November 2015 with a review clause.

## 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 is 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 resettled in Denmark in cooperation with the United Nations High Commissioner for Refugees (UNHCR) or a similar international organisation. Residence permit

as a quota refugee is granted to individuals, who may be assumed to comply with the basic principles for obtaining a residence permit under one of the provisions of the Danish Immigration Act if they had entered Denmark as asylum seekers.

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 convention or protection status as well as other types of residence permits, e.g. individuals, who would have been eligible for a residence permit on humanitarian grounds if they had entered Denmark as asylum seekers.

Applicants are selected based on among other things the likelihood of their successful integration into the Danish society. 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.

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 register the asylum seeker's name, date of birth and nationality based on the information or documents provided by the asylum seeker. 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 (Dublin Regulation). 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 the United States and Canada.

Furthermore, applications for asylum may be rejected as inadmissible if the alien already has 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 make 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 a written application form for asylum and is quickly referred for an interview with the Immigration Service. The Danish Refugee Council will then have a meeting with the asylum seeker and 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 three members. The chairman must be an appointed judge. The other two members are appointed by the Executive Committee of the Refugee Appeals Board after nomination by the Minister for Immigration and Integration and the Danish Bar and Law Society (*Advokatrådet*).

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 during the asylum phase**

Within one week from the submission of an application for asylum, an asylum seeker over the age of 18 years must enter into a personalized contract with the accommodation centre. The contract determines the extent and content of the necessary tasks in connection with the operation of the accommodation centre that the asylum seeker is required to contribute to. The contract also determines the education and other activities, which the asylum seeker has to take part in. If no agreement can be reached, the extent and content of the contract is determined by the accommodation centre.

Asylum seekers who reside in an accommodation centre are obliged to assist in the performance of necessary tasks in connection with the operation of the centre, incl. cleaning their own room, public areas, kitchens and bathrooms. Asylum seekers over the age of 17 years can also participate in internal activation activities, incl. minor maintenance tasks and the maintenance of outdoor areas.

All newly-entered asylum seekers must complete an introduction course including basic Danish language as well as lessons on Danish cultural and social conditions. 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.

Asylum seekers are able to take up employment and residence outside of the accommodation centres after six months if certain conditions are met.

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 are not able to take part in Danish language education.

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

The cash allowance is divided into basic allowance, supplementary allowance, caregiver allowance for asylum seekers with children and reduced caregiver allowance.

The basic allowance is granted if the asylum seeker is above the age of 18 or is an unaccompanied minor and does not receive free meals (catering) at the asylum centre.

If the asylum seeker is above the age of 18 or is an unaccompanied minor he/she is required to make an agreement – a contract – with his/her asylum centre. The contract specifies the tasks the asylum seeker is required to carry out at the asylum center and the asylum seekers participation in education and other activities.

The supplementary allowance is granted if the asylum seeker complies with the contract with the asylum centre.

The caregiver allowance is granted if the asylum seeker is above the age of 18 or is an unaccompanied minor and has dependent children under the age of 18 accommodated together with the asylum seeker. The full caregiver allowance is paid for a maximum of two children while the reduced caregiver allowance is granted to families with a third and fourth child. If asylum seekers receive free meals (catering) at the asylum centre the reduced allowance is not granted.

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 caregiver 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) if they receive free meals (catering) at the asylum centre. Asylum seekers of nationalities whose applications for asylum as a rule are considered to be manifestly unfounded will in general be accommodated in asylum centres with free meals (catering) and will not receive any cash allowances.

Asylum seekers whose applications are being processed 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 May 9, 2017. With the new rules, some of the requirements were modified and stricter requirements came into force.

According to the current rules, the following basic requirements must be met:

- The applicant must be over the age of 18.
- The applicant must still fulfill the requirements for the time-limited residence permit he is holding.
- The applicant must have resided legally in Denmark for at least 8 years. However, if the applicant meets all of the 4 supplementary requirements (see below) 4 years of legal residence in Denmark will be sufficient.
- The applicant must not have committed certain types of crime.
- The applicant must not have any overdue public debts unless an extension of the repayment of the debt has been granted and the debt does not exceed DKK 100,000.
- The applicant must not have received any public assistance under the Act on an Active Social Policy or the Integration Act within the last 4 years prior to the submission of the application for a permanent residence permit and until a permanent residence permit is granted.
- The applicant must sign a declaration of integration and active citizenship in Danish society.
- The applicant must pass the Danish language test 2 or a Danish language test of a corresponding or higher level.
- The applicant must have had ordinary employment or have been self-employed for at least 3 years and 6 months within the past 4 years before permanent residence permit is granted.
- The applicant must participate actively in the labour market at the time, when a permanent residence permit is granted.

In addition to the basic requirements, 2 out of the following 4 supplementary requirements must be met in addition to the basic requirements:

- The applicant must have passed an active citizen exam or have exhibited active citizenship in Denmark.
- The applicant must have had ordinary employment or have been self-employed for at least 4 years within the last 4 years and 6 months.
- The applicant must have had a yearly taxable income of DKK 275.400 (2017 level) or above on average during the past 2 years.
- The applicant must pass the Danish language test 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 have worked or studied continuously since completing primary school.
- The applicant has strong ties to Denmark.
- The applicant is a pensioner or 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 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.

In December 2017 the Danish parliament passed a bill which means that persons applying for permanent residence permit will get a refusal, if they have worked deliberately against the immigration authorities' establishment of their identity.

The bill applies to all first time applications for residence permit in Denmark that has been submitted from 1 January 2018 and onwards.

During the case processing the applicants must speak the truth and contribute to the establishment of their identity and background. If the applicants refuse to give an explanation, or if the applicants give untrustworthy or obvious untrue explanations, it can be considered as a deliberate act that works against the establishment of the identity.

The applicants who have worked against the establishment of their identity cannot be granted a permanent residence permit in the future, unless very special reasons apply.

### **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 and family reunification, while the Danish Agency for International Recruitment and Integration handles cases regarding study or work.

A residence permit may 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. Moreover, for refugees and foreigners with a residence permit on humanitarian grounds or similar, the automatic lapse of the residence permit does not occur until the foreigner has stayed outside Denmark for more than 12 consecutive months with the purpose of taking up permanent residence in the foreigner's country of origin or a former habitual residence.

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.

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 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 can 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, the refugee 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. 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 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).

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.

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. The law abolishing the "26-year rule" entered into force on May 23, 2017.

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".

### **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 State Administration 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 May 9, 2017. With the new rules, some of the requirements were modified and stricter requirements came into force.

According to the current rules, the following basic requirements must be met:

- The applicant must be over the age of 18.
- The applicant must still fulfill the requirements for the time-limited residence permit he is holding.
- The applicant must have resided legally in Denmark for at least 8 years. However, if the applicant meets all of the 4 supplementary requirements (see below) 4 years of legal residence in Denmark will be sufficient.
- The applicant must not have committed certain types of crime.
- The applicant must not have any overdue public debts unless an extension of the repayment of the debt has been granted and the debt does not exceed DKK 100,000.
- The applicant must not have received any public assistance under the Act on an Active Social Policy or the Integration Act within the last 4 years prior to the submission of the application for a permanent residence permit and until a permanent residence permit is granted.
- The applicant must sign a declaration of integration and active citizenship in Danish society.
- The applicant must pass the Danish language test 2 or a Danish language test of a corresponding or higher level.
- The applicant must have had ordinary employment or have been self-employed for at least 3 years and 6 months within the past 4 years before permanent residence permit is granted.
- The applicant must participate actively in the labour market at the time, when a permanent residence permit is granted.

In addition to the basic requirements, 2 out of the following 4 supplementary requirements must be met in addition to the basic requirements:

- The applicant must have passed an active citizen exam or have exhibited active citizenship in Denmark.
- The applicant must have had ordinary employment or have been self-employed for at least 4 years within the last 4 years and 6 months.
- The applicant must have had a yearly taxable income of DKK 275.400 (2017 level) or above on average during the past 2 years.
- The applicant must pass the Danish language test 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 have worked or studied continuously since completing primary school.
- The applicant has strong ties to Denmark.
- The applicant is a pensioners or 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 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.

In December 2017 the Danish parliament passed a bill which means that persons applying for permanent residence permit will get a refusal, if they have worked deliberately against the immigration authorities' establishment of their identity.

The bill applies to all first time applications for residence permit in Denmark that has been submitted from 1 January 2018 and onwards.

During the case processing the applicants must speak the truth and contribute to the establishment of their identity and background. If the applicants refuse to give an explanation, or if the applicants give untrustworthy or obvious untrue explanations, it can be considered as a deliberate act that works against the establishment of the identity.

The applicants who have worked against the establishment of their identity cannot be granted a permanent residence permit in the future, unless very special reasons apply.

### **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 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 must 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).

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 political agreement 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 Green card scheme and to introduce a tightening of 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.

Recently the Danish People's Party (Dansk Folkeparti), the Social Democrats (Socialdemokratiet) and the Socialist People's Party (Socialistisk Folkeparti) again submitted a bill to tighten the Pay Limit Scheme.

This bill was passed in Parliament by a majority outside the current government and entered into force on 1 July 2017.

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. These professions are listed on the positive list.

The positive list is comprised of professional fields currently experiencing a shortage of well qualified manpower, e.g., the scientific, medical and technological sectors. The positive list is revised twice a year in January and July based on surveys showing sectors with a structural lack of work force.

In order to obtain a residence permit the applicant must be listed on the positive List. Furthermore, he or she must have a written job contract or job offer which specifies salary and employment conditions. Salary and employment conditions must correspond to Danish standards. An educational level equivalent to the job position is also required. The minimum educational level required to be eligible for a residence permit under the positive list is a Professional Bachelor's degree.

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. However, a permit is never granted for longer than the period specified in the employment contacts.

### **The Pay Limit scheme**

On 10 June 2016, a 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 (DKK 408,800 in 2017 level). 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 1st of January.

In June 2017 a majority outside the current government again passed a bill to change the Pay Limit Scheme. The bill entered into force on 1 July 2017. The passing of the bill means that it is now a requirement that the payment up to and including the minimum amount must be paid to a Danish Bank account. Also the payment can only consist of basic salary, payments to labour market pension schemes (both the part paid by employer and the part paid by you as the employee) and paid holiday allowance. Additional salary components cannot count as part of the payment. If the applicant meets the criteria, the Danish Agency for International Recruitment and Integration will 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. However, a permit is never granted for longer than the period specified in the employment contacts.

### **The ESS scheme**

In December 2016 the Danish Parliament passed a bill implementing the agreement made with several political parties concerning improved terms of recruitment of highly qualified employees to the European Spallation Source (ESS) in Sweden. The changes took effect on 1 January 2017.

The changes allow that foreign nationals who are participating in PhD studies or are employed or has been offered employment at the research facility ESS in Sweden to be granted a residence permit in Denmark, if the participation in PhD studies or the employment at ESS is related to ESS's research activities. In order to be granted a residence permit, it is a requirement that equivalent participation or employment in Denmark could form the basis for a residence permit if ESS was located in Denmark. It is also a requirement that the foreign national holds a Swedish work permit.

### **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, drill ships, 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 program.

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 job seeking (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 job seeking, 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 program

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 3-year experiment period will expire at the end of 2017, however the scheme is expected to be continued.

### **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 2017, the required amount is DKK 323.198 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 programs.
- Students pursuing a youth education program or primary or lower secondary education.
- Students attending folk high schools (folkehøjskoler).

A student residence permit is granted for the prescribed duration of the program or course. However, for exchange students at higher educational programs the maximum period for a residence permit is 2 years, for students pursuing a youth education program 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 program in Denmark, the residence permit will include six months after the prescribed graduation date of the program. This is to allow the student to look for work in Denmark upon graduation.

Students pursuing higher educational programs 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.

In March 2017 the Danish Parliament passed a bill to smooth the rules in relation to revoking of student permits when the foreigner has worked illegally. Depending on the extent of the offense, the residence permit may be revoked immediately or a warning may be issued. Students who have committed a minor violation will receive a warning. A warning will be valid for 2 years, and a new violation of the work permit in this period may result in a revocation of the residence permit.

The permit may be revoked if you have been convicted of, been issued a court warning for or accepted a fine for working illegally. The permit may also be revoked if you have admitted to the Danish Agency for International Recruitment and Integration that you have worked illegally.

## **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. However, an au pair is allowed to carry out voluntary, unpaid work when not carrying out chores for the host family. The work must be voluntary and unpaid and be carried out for a formally organized organization or association.

## **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 program 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 program 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, cf. 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 12 October 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 if at least one of the parents is a Danish national.

### **Declaration**

Danish-born 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 Nationalities, which have amended the Danish Nationality Act to allow for full access to multiple nationalities 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 had been included in an act on naturalisation passed in December 2012 or later with a condition of obtaining renunciation, would be able to become Danish citizens without obtaining renunciation of their previous nationality by making a declaration to The State Administration. The declaration was possible 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, the so-called repatriation benefit. The purpose of the repatriation benefit 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 refugee must repay the repatriation benefit.

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 133.866 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, financial assistance to cover school expenses for minor children and for expenses for health insurance and prescribed medical products that they intend to bring with them.

The repatriation benefit can be granted once only.

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 furthermore entitled to reintegration benefit if he or she has resided continuously in Denmark for at least five years prior repatriation.

The monthly amount of the reintegration allowances depends on which group the country is placed in. All countries are divided into two 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 3.500 and DKK 4.500 and the monthly amount of the lifelong reintegration allowance is between DKK 2.800 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 2016 301 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 continue 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 in 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- en 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 7.2-7.4 describe the Danish Integration Act, the housing of refugees, the integration program and social subsidies for newcomers, while section 7.5 deals with language education and employment initiatives besides the integration program. Section 7.6 deals with integration of labour immigrants and their families. Sections 7.7 and 7.8 describe the assessment of foreign qualifications and the language stimulation training and teaching of Danish as a second language. Sections 7.9 and 7.10 describe the special integration initiatives aimed at ethnic minority children and youngsters and ethnic women. Finally, sections 7.11, 7.12 and 7.13 describe current Danish policies in place to combat residential segregation and discrimination and to prevent radicalisation.

### **7.1 Government strategies on integration**

As mentioned in section 6.1, on November 28. 2016, two additional parties "Liberal Alliance" and the "Conservatives" were included the government. According to its 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. The Danish government believes that practical labour market acquaintance is the surest path to obtain regular employment and integration in general.

In March 2016 the government concluded talks with the social partners (employers', employees' and local authorities' organizations).

- The accords agreed on involve more than 50 initiatives aiming at improving integration programs.
- The general target is to improve cost-effectiveness and the outcome of employment and integration programs.
- The guiding principle is 'work from day one'. For example it calls for a better screening of refugees' competencies, combining employment and language classes and tying refugees' allocation to job opportunities. For the future, the starting points are:
  - everybody is considered 'ready for a job' and that
  - everybody is to acquire real workplace experience (for example traineeships) within one month after arrival to the municipality.
- Another main objective with the accords is to provide the municipalities with a more flexible and more cost-effective legal framework to handle the integration effort. Some key initiatives:
  - focusing the supply of health examinations,
  - enhancing flexibility in providing housing,
  - abolish 'integration plans' (not to be confused with the integration program) - since the integration plans and programs were causing unnecessary administrative overlap in work for the municipalities,
  - intensifying and cutting short the integration program (see section 7.4).
- 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.
- Another key measure that entered into force on July 1, 2016 is the introduction of a new and more efficient job and training program (Integrationsgrunduddannelse (IGU)) by which new arrivals are gradually - over the course of two years - brought into regular employment. Although initially they may not possess the skills and productivity required to qualify for a job on regular Danish wage levels and working conditions. This model includes a so-called apprentice pay and ensures that working is combined with intensive training.
- 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 total of 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.

## 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 program' (see section 7.4 for a more detailed description of the integration program).

The contents of the integration program 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 intensities, 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 tripartite 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 program is now more flexible and intensive aiming at leading to ordinary employment with the first year upon arrival. The program 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 program in the new municipality, this municipality must accept responsibility for the integration program. If the new municipality refuses to assume responsibility for the integration program and the refugee decides to move nonetheless, this may have consequences for the refugee's access to cash or integration benefit. However, under certain circumstances the new municipality is obliged to assume responsibility for the continuation of the integration program, 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 having 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 refugee integration program.

The integration program 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 program.

## 7.4 The integration program and the introduction course

Under the Integration Act, an integration program planned by the responsible municipality must be offered to newly arrived refugees and newly arrived foreigners reunited with a family member 18 years of age or more and covered by the Integration Act<sup>4</sup>.

As of July 1, 2016 the integration program lasts one year. The aim of the program is to bring the foreigner into regular employment. The program is extended until the foreigner is brought into regular employment with a maximum duration of five years. The foreigner is obliged to participate in the program offered. If the foreigner receives social benefit, the assistance may be reduced in case of non-participation without a legitimate reason.

The scope and content of the integration program for the individual foreigner are fixed in an *integration contract concluded by the municipality and foreigner concerned*. The integration contract is to be worked out by the municipality in cooperation with the immigrant or refugee in question within a month after his/her arrival in the municipality on the basis of an assessment of the individual's abilities and background. The integration contract expires as the foreigner obtains a permanent residence permit. The first five years the content of contract is set out under the Integration Act. Hereafter by the rules in common acts of employment applicable to any unemployed resident (with native or foreign origin).

As a principal rule, foreigners must be offered a *full* integration program if they receive cash assistance.

The integration program 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.

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<sup>4</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.

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 employer. In the period of training, the foreigner must carry out ordinary work. Foreigners under the Integration Act who have no problems besides unemployment will be offered a traineeship for a limited period or a work with wage subsidies.

As mentioned above, the integration program 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 inquiry, to offer all the existing kinds of 'active labour market involvement' also to foreigners, who do not receive cash assistance.

### **The Act on Danish Courses for Adult Aliens and Others**

The Act on Danish Courses for Adult Aliens and Others regulates the access of newly arrived foreigners to Danish courses. The Act aims at providing a flexible and efficient language education which can easily be combined with employment and ensures a high progression rate allowing foreigners to quickly enter into the labour market.

In the spring of 2016 the Government and Local Government Denmark (LGDK) and the Government and the Social partners agreed on a number of initiatives targeting Danish language courses. The overall purpose of the initiatives was to even further integrate Danish language courses into the Governments overall goal of rapid integration of newly arrived foreigners into the labour market. As a result on November 17th, 2016, a wide range of parties in the Danish Parliament agreed on a reform of Danish language courses tailoring the courses to the labour market and at the same time ensuring cost effectiveness and reducing absences and drop-outs among students.

The amendments entered into force on July 1, 2017 - with a few elements coming into force on January 1st, 2018, only.

The major changes are:

- Introduction of a "beginners language course" offered to all newly arrived foreigners with a special focus on spoken language and conversations at work places.
- Introduction of a system whereby Danish courses offered to foreign workers and students are time fixed and set up in a way that allows slow performance or absence to be sanctioned with reduced study time. The aim is to encourage students to attend and finish the language course.
- Introduction of a deposit to be paid by foreign workers and students before accessing Danish courses. Introduction of a two year pilot scheme whereby larger companies can offer language courses under less strict conditions / exemption from some of the rules stated by law.
- Changed financial incentives for the municipalities in order to make the Danish language courses more efficient.
- Introduction of mandatory regional frameworks on Danish language course every fourth year in the regions (a collective of municipalities) with the purpose of promoting transparency and possible synergies between municipalities.

As a consequence of the introduction of the "beginners language course" the labor market-oriented Danish course (a course consisting of 250 hour of Danish language training offered to foreign workers and students) was abolished. This means that all newly arrived aliens are offered the same language course.

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. The tuition is free of charge for the

participants. The duration and the organizational set-up of the course offered depend on the type of residence permit held by the individual concerned.

Newly arrived refugees and their family members have access to up to five years of Danish courses. This group of students are obliged to participate in the program as part of mandatory integration program. In 2016, 35% of the students participating in the mentioned Danish course were refugees and their family members.

Newly arrived foreign workers and student have access to up to 42 months of Danish tuition within a 5 year framework. This group of students are not obliged to participate in the Danish courses offered to them as part of the introduction program. In 2016, 65% of the students participating in the mentioned Danish course were foreign workers and students.

The offer of 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 focus of the language teaching is integration into the labour market but other topics are also handled as part of the teaching, such as democratic structures, the educational system etc.

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.

Danish language exams are a prerequisite for among others Danish citizenship, permanent residence an

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

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 ordinary cash benefit 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 6,106 (2017) in integration benefit per month compared to DKK 11,143 in cash benefit per month, whereas a married couple with children will receive DKK 17,092 per month in integration benefit in total compared to DKK 29,616 in cash benefit<sup>5</sup>. The amendments also entail the possibility of a language bonus of DKK 1,541 per month per person. For some people the integration benefit is significantly lower than the ordinary social assistance, but the total public benefits level remains higher than in most of the other countries in the world.

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 programs, such as school fees, tools, transport, work clothing and education materials, certain reasonable non-recurrent expenses, medical treatment and special assistance concerning children.

Social assistance recipients are obliged to be available for the labour market, and assistance is if a participant fails to attend activation or Danish language courses without a valid excuse. This applies only to

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<sup>5</sup> The numbers are listed in 2015

persons who do not have serious problems other than unemployment. Furthermore, the local authorities will cut cash assistance if a participant refuses to attend or if his or her attendance record reflects a will to refuse.

### **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 Language education and employment initiatives besides the integration program**

As mentioned above, the local authorities must offer Danish language courses for newly arrived adult foreigners who have a residence permit in Denmark. The duration of the course depends on the type of residence permit held by the individual concerned. Also other types of Danish education for foreigners are available.

If a foreigner is (still) unemployed and receives cash assistance after five years of residence in Denmark, the local authorities must in accordance with the Active Employment Act provide a training scheme to increase his or her employability. These training schemes are almost identical with the schemes given to persons (newly arrived refugees) under the Integration Act. Participation in the schemes and active job seeking and utilization of working and abilities 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 program receive an efficient employment effort. The focus is on implementing effective methods and sharing best practices. As mentioned in section 7.1, the integration training program (Integrationsgrunduddannelse (IGU)) was established as a temporary initiative and entered into force on July 1 2016.

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.

## **7.6 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-centers especially focus on helping companies finding highly qualified employees in sectors where there is a shortage of labour. The Workindenmark-centers 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.

## 7.7 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 Science and 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 interview refugees about their educational background and transmit this information to the municipality if asylum is granted. Refugees who have formal qualifications are informed about the possibility of qualification assessment even before their transfer to a municipality. When initiating an integration programme, the responsible local authority informs the refugee about the possibility of qualification assessment, if an assessment has not already taken place. The Danish Agency for Science and Higher Education operates 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 Science and Higher Education provides information and advice about all types of recognition of foreign qualifications: [www.ufm.dk/recognition](http://www.ufm.dk/recognition)

## **7.8 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 centers 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 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 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.

## 7.9 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 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 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 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 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 Ministry 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 Ministry addresses this challenge. We Need All Youngsters (WNAY) aims to increase the number of young people that complete a youth education program.

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

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 (Fastholdelses-Taskforce) is a nationwide initiative Under the Ministry for Children, Education and Gender Equality 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 analyze effect of certain pedagogical methods. Both programs will be evaluated by external organizations. 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 centers and the parents of bilingual children.

## **7.10 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. 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. In 2016 12.5

million DKK was allocated to the integration initiative "Venner Viser Vej" ("Friends leading the way") that is administered by the Danish Red Cross. The purpose of the initiative is to offer all refugees, including women, who are granted asylum in Denmark, a voluntary Danish friend from the local area where the refugee is assigned housing. Refugees who arrive in Denmark often find themselves in a vulnerable situation and know very little about the Danish language, society and labor market. By having a local friend the newly arrived refugee can become acquainted with the local community and introduced to the existing social norms and values of Danish society. The local friend can furthermore assist the refugee when it comes to becoming accustomed to a Danish every-day life, e.g. by providing information about local schools or local workplaces. The initiative is an example of how one can support the refugee in becoming a participating fellow citizen through an active civil society effort.

Furthermore, 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.

During the past years, Denmark has intensified the efforts against forced marriage and other honor-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 program 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.).

## **7.11 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. 611.000, which amounts to approximately 22 per cent of the total number of dwellings. Approximately 490.000 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 programs 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 program and the

administrator of the funding. The local social housing association together with the local authority applies the National Construction Fund for support.

Since November 2016 Housing Policy has been taken care of by The Ministry of Transport, Building, and Housing.

## **7.12 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.

## **7.13 Cohesion and prevention of radicalization**

Denmark has a solid, inter-agency collaborative approach to the prevention of radicalization and extremism. The Danish approach to preventing extremism is based on solid inter-agency cooperative structures on both local and national level. Different authorities provide different services to individuals in risk of radicalisation, addressing the diversity of the challenges in relation to radicalisation. There are interventions aimed at both the security and social dimensions of radicalisation.

Radicalisation is considered as risk behaviour on par with other types of risk behaviour leading to the commission of crimes. Key local staff, such as select community police officers (SSP: School, Social and Police cooperation) are trained in handling issues related to radicalisation, and local frontline staff, such as educators, social workers etc. receive training and guidance on signs of concern and options for action in relation to radicalisation. Local municipalities and police districts receive guidance from national authorities on how to develop local strategies and frameworks to ensure the effective handling and follow-up of concerns received from frontline personnel.

On the 11th of October 2016, the Danish government, represented by the Minister of Justice, the Minister of Children, Education and Gender Equality, and the Minister of Immigration, Integration and Housing presented a new national action plan to prevent and fight extremism and radicalisation.

The plan includes an introduction to the Danish model to prevent extremism and radicalisation, an overview of current initiatives and a comprehensive catalogue of 41 proposed new initiatives to strengthen the Danish approach, in 9 different policy areas. Those areas are:

1. More coordinated and knowledge-based efforts
2. Strengthened prevention in police districts and municipalities
3. Combating extremist propaganda and preventing online-radicalisation
4. Tough approach on foreign fighters
5. Targeted efforts in criminal environments
6. Strengthened effort to prevent radicalisation in prisons
7. Systematic early prevention in day care and primary and secondary school
8. Activation and incorporation of civil society in prevention
9. Strengthened international efforts

A key part of the proposed initiatives in the government action plan is to strengthen the existing framework of capacity building and strategic guidance, in order to ensure that the Danish model to prevent radicalisation is able to with-stand current challenges. A new National Center for Prevention of Extremism has been established under the Ministry of Immigration and Integration, in order to deliver on this target.