The social situation concerning homophobia and discrimination on grounds of sexual orientation in Denmark

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A. A Summary of the Overall Situation of LGBT Persons

[1]. Denmark has traditionally been characterised as progressive and liberal in terms of attitudes regarding sexuality. The fact that Denmark was the first country in the world to legally recognise same-sex partnerships is commonly referred to as indicative of this. Surveys also show that the approval of homosexuality has increased significantly in the last three decades.

[2]. Since the achievement of the registered partnership law in 1989, same-sex couples have gained the right to adopt step children and lesbians have gained the right to assisted insemination (which was restricted in 1997 but permitted again in 2007). In spite of extensive lobbying from LGBT organisations, the right to foreign adoption and the right to marry in a church have not yet been achieved.

[3]. At the time of writing preparation is underway to establish a specialised Government body to deal with discrimination on grounds of sexual orientation by 1 January, 2009. Currently complaints are submitted to the labour tribunals and the civil courts.

[4]. The limited existing data shows that LGBT persons experience discrimination, for example in the labour market (39 per cent in a survey stated having experienced discrimination) and in terms of hate crime. Furthermore, LGBT identities are largely invisible in school curricula.

B. The Collection of Data

[5]. The material for this report has been collected by the use of four different sources:

- A legal country report was carried out for this study and written by Vice Director of the Danish Institute for Human Rights, Birgitte Kofod Olsen (Ph.D).\(^1\)

- A sociological country report, conducted as part of this study, reviewing available data on the situation concerning homophobia and discrimination on the grounds of sexual

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\(^1\) B.K. Olsen (2008) *Legal Study on Homophobia and Discrimination on Grounds of Sexual Orientation in Denmark*, FRALEX.
The report was written by sociologist Mads Ted Drud-Jensen.²

- Data collected as part of interviews held in Denmark with Landsforeningen for bøsser og lesbeske (LBL) [The Danish National Association of Gays and Lesbians] and The Department for Gender Equality, the Ministry of Employment and the Ministry of Education.
- Data collected from online questionnaires sent out to the stakeholders mentioned above.

[6]. In relation to the limited research into the conditions of LGBT persons in Denmark, a ‘Quality in Gender + Equality Policies’ (QUING) literature report into Denmark sums up:

"The field of queer studies is small but growing in Denmark. So far the living conditions for LGBT-persons in Denmark have not been examined to any larger extent."³

Overall there is a dearth of official statistics and figures on this subject matter.

C. Key Findings

C.1. Attitudes Toward LGBT Persons

[7]. Surveys examining acceptance and attitudes toward homosexuality were carried out across all EU Members States, both in 2006 and again in 2008.

[8]. The 2008 Eurobarometer asked, 'How would you personally feel about having a homosexual (gay man or lesbian woman) as a neighbour?' (1 meaning 'very uncomfortable' and 10 meaning 'very comfortable'). The figure in Denmark was 9.3, compared with an EU average of 7.9. Romania was the lowest with 4.8.⁴

[9]. In answer to questions asked as part of the 2006 Eurobarometer survey, 44 per cent of EU citizens responded in agreement that same-sex marriages should be allowed throughout Europe; the figure was 69 per cent in Denmark (Netherlands scored the highest with 82 per cent and Romania the lowest with 11 per cent). With regard to adoption by same-sex couples the level of acceptance decreased in all Member

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States (32 per cent), including in Denmark (51 per cent); the Netherlands scored highest with 69 per cent, while Poland and Malta recorded the equal lowest score of 7 per cent.\(^5\)

[10]. The general opinion in Denmark is that Denmark is an open-minded and inclusive society, and so this remains with regard to LGBT persons.\(^6\) These findings correlate with the data gathered from the interview with the Danish National Association for Gays and Lesbians (LBL).\(^7\)

[11]. Another recent survey conducted by Sundhedsstyrelsen [The National Board of Health] (2006)\(^8\) reveals a contrary situation. The report is on young people aged 15-24 years and their knowledge, attitudes and practices in regard to sexuality. The survey shows that, when asked about their general attitude towards sexuality, 53 per cent of young male respondents did not think it okay to have sex with someone of your own sex. Twenty one per cent of the young women interviewed held the same opinion. For young people with ethnic minority backgrounds the numbers were 67 per cent for young men and 50 per cent for young women (there was no other data disaggregated into the various background factors of respondents such as class or education).

C.2. Criminal Law - Hate Crime

[12]. According to section 266 b(1) of the Straffeloven [Criminal Code], any person who, publicly or with the intention of wider dissemination, makes a statement or imparts other information by which a group of persons are threatened, scorned or degraded on account of their race, colour, national or ethnic origin, religion or sexual orientation, shall be liable to a fine or to imprisonment for any term not exceeding two years.

[13]. Section 81 no. 6 of the Criminal Code was amended by Act No. 218 of 31 March 2004. This provision spells out explicitly that, when sentencing, it must be considered an aggravating circumstance if an offence is based on the ethnic origin, religion or sexual orientation, etc., of other parties.

[14]. There is little knowledge about the extent and character of hate crimes in Denmark, no comprehensive registration of hate crimes towards sexual minorities by public authorities and no research carried out on the matter.

[15]. However, in 2004/2005 LBL established a web-based database in which it was possible to report incidents of hate crime on the grounds of sexuality. The database provides no statistical overview of the

\(^7\) Field trip meeting with LBL (Denmark, 23 April 2008).
situation but gives some qualitative insights into the nature of hate crimes in Denmark. Based on the incidents reported to the database, some common characteristics can be described:

[16]. "[The reported incidents] indicate that men are the verbal and physical perpetrators. Most often men in groups and most often [ethnic majority] white Danes. [...] The typical story concerning gay men takes places in the public space, in cruising areas or outside gay bars. Lesbians are more often exposed to verbal assaults and often in private settings, [including threats of] sexual assault."9

[17]. In addition, in 2007 the Danish LGBT internet dating portal Boyfriend.dk conducted a survey asking its users whether they had experienced hate crimes on grounds of their sexuality. Of the 9473 respondents, 12 per cent stated that they had, on one or more occasions experienced physical assaults. Thirty nine per cent reported having experienced verbal assaults on one or more occasions.10

C.3. Freedom of Assembly

[18]. Freedom of assembly is protected under Denmark’s constitution and human rights obligations the Government is party to. All people in Denmark enjoy the same protection and there is no problems related to LGBT public events such as Pride Parades.

C.4. Family and Other Social Issues

[19]. “Homosexuals are handicapped because they cannot fulfil the requirements for a marriage and build a family. Therefore they cannot expect equality in that area.”11

[20]. The above statement was made by a member of the Danish parliament and quoted in a newspaper in 2007. It gained a lot of media attention and was widely denounced by other politicians across the political spectrum. It is indicative of how the political debate about LGBT issues in Denmark has centred predominantly on the family and family rights.

[21]. A brief overview of the development of the existence of legal rights in question in this report over the past two decades can be summed up in the following way:12 Legislation permitting registered same-sex partnerships was established in 1989. The law was revised in 1999 making it possible for registered partners to adopt their stepchildren

10 The survey was conducted in collaboration with The Danish Broadcasting Corporation (DR). The result is accessible at: http://boyfriend.dk/dr/result.php (visited January 15, 2008).
12 For documentation, see: http://www.lbl.dk/homopolitik/homopolitik-i-folketinget/forslagsoversigt.html (visited January 19, 2008).
after the child has reached an age of three months. There are still some limitations in regard to registered partnerships when compared to ordinary marriage. In particular, it is only possible to have a recognised registered partnership if one of the partners has residence in Denmark and is a Danish citizen, or if both partners have had legal residence in Denmark for two years. Registered partners are not allowed to adopt children and church weddings for same-sex couples are not allowed.

[22]. Questions related to place of children in same-sex couples has caused political debate, with widespread arguments stating that it is the natural order, and in a child's interest, to have both a father and a mother. For example:

[23]. “It is a part of our family life, it a part of our view on human nature, it is a part of the child’s years of growing up that the child has a mother and a father.”

[24]. Such views mirror policies affecting lesbian mothers. For example, a lesbian ‘second’ mother does not have equal access to maternity leave as the child’s other parent. In regard to the three months age requirement for approval of step-child adoption, there are two further considerations: there are custody issues should the biological mother pass away, and secondly, there are problems in terms of inheritance should the non-biological mother pass away. A further challenge is that a child born to a non-Danish woman will not obtain Danish citizenship if her partner is a woman.

C.5. The Labour Market

[25]. The Employment Directive 2000/78/EC has been implemented through the Lov om forbud mod forskelsbehandling på arbejdsmarkedet m.v. [Danish Act on the Prohibition of Differential Treatment in the Labour Market, etc]. This Act prohibits direct and indirect discrimination on grounds of race, colour of skin, religion or faith, political opinion, sexual orientation, age, disability and national, social or ethnic origin.

[26]. While the Employment Directive 2000/78/EC regarding discrimination on the ground of sexual orientation has been implemented into Danish legislation, there is no general law prohibiting discrimination, thus, LGBT persons are only protected against discrimination in the labour market

[27]. The Danish government in December 2007 introduced a bill to establish a new Equal Treatment Board. The Board will handle complaints of discrimination in accordance with existing anti-

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discrimination legislation. The board will treat cases both in and outside the labour market relating to discrimination on the grounds of gender, race and ethnic origin, occurring both within and outside the labour market. In relation to cases only involving discrimination in the labour force, the board will also treat cases on the grounds of religion, political opinion, sexual orientation, age, disability.

[28]. There has been only a small amount of research conducted into the conditions for LGBT persons at work places and in the labour market in Denmark.

[29]. The first survey of the issue, focusing solely on homosexuals, occurred in 2005 and was issued by the weekly newsletter, Landsorganisationen i Danmark (LO) [The Danish Confederation of Trade Unions].¹⁵ The main findings regarding homosexuals in the labour market show that:

- Fifteen per cent stated that their sexual orientation was not known by their colleagues while 22 per cent reported that it was known by a few colleagues. Sixty two per cent stated that their sexual orientation was known by most colleagues.

- Those who have chosen not to be open about their sexuality commonly report they feel uncertainty about the reactions they might receive, that it does not a matter for others and/or that there is a negative attitude towards homosexuals among their colleagues.

- To varying degrees of severity, twenty one per cent reported feeling regret that they have been open about their sexual orientation. Seventy nine per cent did not express the same sentiment.

- Only 1 per cent of those stated being open about their sexual orientation experienced that their colleagues were negative towards homosexuals.

- Still 39 per cent reported experiencing discrimination at their work place because of their sexual orientation. Sixty per cent had not experienced this.

- The most frequent kinds of discrimination were unpleasant remarks, feeling left out, bullying, lack of promotion and dismissal.

In 2007 a discrimination case became publicly known in Denmark when a young gay man who worked as a trainee in a bakery was awarded compensation by the West High Court. The young man had been subject to harassment on the ground of his sexual orientation from his superior, and owner of the bakery, over a course of 6

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¹⁵ The survey was conducted by CATINÉT Research on behalf of Ugebrevet A4. Findings published in Ugebrevet A4, August 8, 2005 (A.F. Thøgersen, S. Kudahl).
months, and the case was taken to court by his Trade Union. The trainee was awarded approximately 13,500 EUR in damages.

C.6. Education

[30]. There is very little data on LGBT issues within schools and the education system more generally. It seems that teachers are generally reluctant and fearful of approaching this taboo topic.\(^{16}\)

[31]. Sex education is obligatory in Danish public schools. However, it is mostly up to the teacher to choose the form and the content of the education. The educational guidelines mention sexual minorities as a possible, not obligatory, curriculum topic.\(^{17}\)

[32]. In 2005 the organisation Sex & Samfund [Sex & Society] conducted a report mapping sex education in public schools. Figures from this study indicate the level of attention to homosexuality:

- Ninety one per cent of the teachers participating in the study report that homosexuality has to some degree been dealt with in their sexuality education teaching.\(^{18}\)

- Of 143 registered educational materials, two teach homosexuality as the main topic.\(^{19}\)

[33]. In a November 2004 interview in Panbladet two volunteers from an LBL group, that visits schools and teaches about homosexuality, criticized the educational material on homosexuality for being either outdated or absent. In the same article they further state about their experiences when they visit schools: “Prejudices are alive and well and we are often met by the old clichés.”\(^{20}\)

C.7. Health Service

[34]. There is no research or specific action targeting health services for LGBT persons in Denmark. However, there is a research project in progress focusing on elderly homo- and bisexuals. The project is being carried out by the Department of Gerontology of the University of Copenhagen in 2008.

[35]. Although there are no reports on elderly LGBT persons there have been a few articles in Panbladet, the magazine of LBL. In one article

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\(^{16}\) Field trip meeting with LBL (Denmark 23 April 2008).

\(^{17}\) R. Blom, N. Lange ”Din klassesærer sidder på det rigtige seksualliv”, in Panbladet, November 2004.


a gay man 73 year old man expressed a desire to live in a care home for homosexuals. He explained about his current situation in the following way:

[36]. "I don't deny [being gay] if anyone asks directly, and Panbladet is always lying on the table. But otherwise it is not a place where you can be open about your sexuality. The rumours would spread. Of course it would be more secure and friendly living together with other homosexuals."

C.8. Religion

[37]. The Danish state religion is Lutheran (Folkekirken). However, the church has very little influence on political issues such as LGBT issues and does not engage in the political debate regarding such issues.

[38]. However, there has been great disagreements within the church regarding same-sex registered partnership and church weddings. A ritual similar to that of marriage has been established for recognition of same-sex unions. The church is not allowed to provide legally binding wedding ceremonies to same-sex couples.

C.9. Sports

[39]. No research exists relating to LBGT issues and sports. There are several LGBT sports associations and the World Outgames is to take place in Copenhagen in 2009.

C.10. Media

[40]. There have been no scientific attempts to access the representation of LGBT persons in the Danish media. According to LBL representatives the media discourse on LGBT issues is usually dominated by stereotypical images and illustrations like the common use of pictures of semi-clothed men from Copenhagen Pride.  

[41]. The two latest LGBT stories to reach media headlines were, firstly, a debate following the Municipality of Copenhagen’s approval of two same-sex couples as foster parents - a decision that was heavily criticized by a member of Det Etiske Råd [The Danish Council of Ethics], Morten Kvist.  

22 Field trip meeting with LBL (Denmark, 23 April 2008).
paper argued that politicians should improve day care centres and schools instead of funding *"dansende mænd i lyserødt"* [dancing men in pink].

C.11. Asylum and Subsidiary Protection

[42]. In accordance with Articles 1 and 2 of the Protocol on the Position of Denmark, annexed to the Treaty on European Union and to the Treaty establishing the European Community, Denmark will not adopt Council Directive 2004/83/EC. This Directive issues minimum standards for the qualification and status of third country nationals or stateless persons as refugees, or as persons who otherwise need international protection and the content of the protection granted (29.04.2004).

[43]. The term ‘sexual orientation’ is not included within the Aliens Act Section 7(1) (since the legal practice does not operate with the social group criteria). Therefore persecution on this basis is not considered to justify qualification as a refugee according to the understanding of the term as stipulated in the UN Convention related to the status of refugees. However, a person might obtain a B-Status [Protection-Status] residence permit if it is assessed that he or she risks the death penalty or torture if expelled. An LGBT person may be returned to his/her country of origin even if the homosexual or transgender status of the person is a criminal offence in that country.

[44]. There are no figures of the number of LGBT persons who have actually received asylum and no information relating to the outcome of the asylum cases involving sexuality related persecution. However, *Flytningenaevnet* [The Refugee Appeals Board] registers reasons for asylum and a count of the number of appeal cases processed, where sexual orientation was reported as a reason for seeking asylum, in the period 1990-2001 reveals 94 applicants, of which 10 were granted asylum. Of the known appeal cases in the period 2003 to 2007 there were 23, out of which subsidiary protection was granted in 5 cases.

[45]. There are other points requiring attention which relate to the process LGBT persons encounter when seeking asylum in Denmark on grounds of sexuality related persecution:

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• In the application form, information material and video used by the Danish authorities, persecution on ground of sexual orientation is not presented as a reason for applying for asylum.

• Telling about intimate and sexual matters often is regarded as taboo. Hence, doing so can make it difficult for LGBT asylum seekers if they state and tell about their sexuality. Indeed, some choose not to do so in the initial interviews because of uncertainty or fear. In the processing procedure the authorities do not take this into account. The interviewing techniques do not address how to deal with delicate matters such as sexuality and the procedure does not acknowledge that certain circumstances may cause LGBT persons not to tell about their sexuality at the first given opportunity. Furthermore, if they do not do so they are typically regarded as untrustworthy – which is a reason for rejection.

• There is often only minimal information on sexuality and conditions for LGBT persons in the country of origin reports used by the Danish authorities.

• Danish Red Cross staff have expressed that LGBT persons living in asylum centres in Denmark experience excessive social isolation and some cases of sexual or other kinds of assaults because of their sexual orientation or gender identity.

C.12. Family Reunification


[47]. If a person has relatives in Denmark, he or she can apply for a residence permit in accordance with the regulations for family reunification as defined in the Danish Aliens Act. Provided certain mandatory conditions are fulfilled, residence permits can be granted to spouses, registered partners (and cohabiting partners) and children less than 15 years of age. This would include spouses of the same sex if the marriage is valid under the national legislation of the State where the marriage took place.

[48]. In accordance with Denmark’s international obligations to protect the right to family life, exemptions from the following requirements for the right to family reunification can be granted to certain groups of applicants: the 24-year age requirement, the attachment requirement, the housing requirement, the collateral requirement, and the
requirement that a person’s spouse/partner has not received certain types of public assistance within the past 12 months.\textsuperscript{30}

[49]. However, a legal advisor from LBL states that the authorities are reluctant to grant exemptions. In fact, according to this source as yet, it has never been done.\textsuperscript{31} Furthermore, LBL has pointed to the fact that the above mentioned requirements have specific implications for LGBT persons who cannot take up residence in foreign countries where same-sex relationships are not officially recognised.\textsuperscript{32}

C.13. Transgender Issues

[50]. According to Guideline No. 10077 of November 27, 2006, from the Ministry of Health and Prevention’s guidelines on castration, in order to undertake a gender reassignment the applicant, in addition to fulfilling the requirements in section 115 in the Act on Health, has to show that his or her wish for gender reassignment is permanent and that the applicant understands the consequences of the gender reassignment.

[51]. The Administrative Order on Names (No. 328 of 11 May 2007) states in section 13 that persons who have not had gender reassignment surgery, but who have been judged transsexual by the Sexological Clinic at the National Hospital of Denmark, may obtain a name change.

[52]. In Denmark there is no specific law regarding gender reassignment operations. The Danish National Board of Health handles applications for gender reassignment operations with reference to two instruments. The first is Chapter 33 of the Act on Health, No. 546, 24th of June 2005. The second is the Administrative Order No. 14, 10th of January 2006, regarding sterilisation and castration which includes reference to gender reassignment. A person is entitled to undergo castration under section 115(1) of the Act on Health.

[53]. The Gender Equality Board has handled two complaints regarding discrimination towards transsexual persons. In one case the person reported derogatory remarks were used by hospital staff and another reported being subject to discrimination at a drama school. Both complaints were turned down due to lack of evidence.\textsuperscript{33}

[54]. In 2006 one incident of transphobic discrimination reached media headlines. The incident involved a transvestite being refused service and told to leave a Bang & Olufsen hifi-store in the city of Viborg.


\textsuperscript{33} B.K. Olsen (2008) *Legal Study on Homophobia and Discrimination on Grounds of Sexual Orientation in Denmark*. FRALEX.
The incident received significant attention and the company’s headquarters apologised the incident, and the organisation Trans-Denmark chose to press charges against the store manager.\textsuperscript{34}

C.14. Multiple discrimination

LGBT persons with ethnic minority backgrounds have received some media attention in recent years. Also, two social group for LGBT persons with ethnic minority backgrounds have been formed. One has formed within \textit{LBL} (\textit{Salon Oriental}) and another independent group called \textit{Sabaah} has formed. A book containing a series of interviews with ethnic minority gays and lesbians was published in 2007.\textsuperscript{35} A report produced in relation to the \textit{Salon Oriental} project\textsuperscript{36} (Osander, 2005) together with the stories told in the interview book and some articles in \textit{Panbladet}\textsuperscript{37} indicate that:

- Family matters in some instances are ascribed a high importance in migrant communities and that some LGBT persons with a minority background therefore keep their LGBT identity separate from the family.

- Some ethnic minority LGBT persons experience racism and sexualisation on the grounds of their perceived ethnicity in the Danish LGBT community. Conversely these persons also report experiencing homophobia in ethnic minority communities.

No research has been revealed detailing the specific experiences of LGBT persons with disabilities or LGBT youth/elderly.

D. Good practice

Good practices are described in Annex 1.

\begin{itemize}
\item \textsuperscript{34} News story, \textit{TV/Midt-Vest}, December 5, 2006: http://www.tv2regionerne.dk/reg2005/player.aspx?id=321193&r=6 per cent20. 
\item \textsuperscript{35} http://www.thranesen.dk/default.asp?cat=677&aid=6093#bm6093 (both visited January 20, 2008).
\end{itemize}

\textsuperscript{37} For example M.T. Drud-Jensen "I mange biroller", in \textit{Panbladet}, August 2004.