



**Observatory for  
Sociopolitical Developments  
in Europe**

# **Violence against Women**

## **On the implementation of the Istanbul Convention in Denmark**

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# 1 Introduction

*“Violence against women, including domestic violence, is one of the most serious forms of gender-based human rights violations in Europe that is still shrouded in silence.”*

(CoE 2011: 1)

In this working paper, the Observatory examines the implementation of the **Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence** (Istanbul Convention, IC) to protect and support women affected by violence in Denmark.<sup>1</sup>

The Istanbul Convention is, at this time, the most far-reaching instrument for preventing and combating violence against women and domestic violence that is legally binding at international level (ibid.). The Convention of the Council of Europe (CoE) was signed in Istanbul in 2011 and entered into force in 2014. The Istanbul Convention introduces a holistic approach that aims to improve the protection of women in Europe against gender-based violence and to create Europe-wide minimum standards. Specifically, the Convention sets out obligations for a coordinated approach to prevent violence, protect victims, prosecute perpetrators, and to collect data. In order to supervise the implementation of the obligations in the States Parties, the Istanbul Convention provides for a comprehensive monitoring procedure<sup>2</sup>, which is accompanied by an independent group of 15 experts (Group of Experts on Action against Violence against Women and Domestic Violence, GREVIO).

The Convention defines violence against women as a human rights violation (Article 3a IC). It is a manifestation of historically unequal power relations between men and women (Preamble IC) and should hence be viewed as a consequence of structural discrimination. In this regard, women and girls affected by violence are not perceived as a homogeneous group. The Istanbul Convention takes into account the special protection needs of particular groups exposed to a greater risk of discrimination – such as women with disabilities, older women or women with addiction problems (CoE 2011: 16f). The Convention obliges the States Parties to make efforts to eliminate this form of discrimination against women and in doing so to contribute to the achievement of de jure and de facto gender equality.<sup>3</sup>

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<sup>1</sup> The *Observatory for Sociopolitical Developments in Europe* has carried out a comparative research on the implementation of the Istanbul Convention on the Protection and Support of Women Experiencing Violence in Denmark, Finland, and Austria. This country-specific version presents the main findings of the study for Denmark. The full working paper and accompanying material such as overview lists of relevant national organisations can be found on our website: <https://sociopolitical-observatory.eu/keytopics/equaltreatmentandequality/>

<sup>2</sup> The initial audit is carried out by means of a *first (baseline) evaluation*. The key steps are: The State Party prepares a country report using a questionnaire drawn up by GREVIO. In addition, civil-society organisations can draft one or more alternative reports, in which they evaluate the status quo from their own perspective, and submit them to GREVIO. GREVIO then prepares the GREVIO baseline report, in which it evaluates the implementation of the obligations resulting from the Convention. The States Parties have the opportunity to respond to the GREVIO report. Afterwards, the Committee of the Parties can issue recommendations on the basis of the GREVIO report.

<sup>3</sup> In order to clarify the scope of the Istanbul Convention, the Council of Europe explains that men can also be affected by some of the forms of violence covered by the Convention, especially domestic violence. But this is less often the case than for women. It is left to the discretion of the States to apply the regulations of the Istanbul Convention to men (as well as to children and older people (CoE n. y.)). Moreover, the Istanbul Convention states that neither sexual orientation nor gender identity may lead to

The focus here is on Article 22 (Specialist support services), Article 23 (Shelters) and Article 25 (Support for victims of sexual violence). The working paper applies a uniform structure to describe and then assess the services and arrangements for each of these Articles in Denmark.<sup>4</sup> In regard to Article 22, the available specialist support services are categorised according to the forms of violence set out in the Istanbul Convention. This is followed by the Article on shelters (Article 23) and the one addressing rape crisis or sexual violence referral centres for victims of sexual violence (Article 25). Each chapter ends with an assessment summarising the main findings.

Denmark signed the Istanbul Convention in 2013 and then ratified it on 23 April 2014. The Convention entered into force on 1 August of the same year with the “first wave” of States Parties. GREVIO conducted its first audit from September 2016 to November 2017.

In Denmark, the national co-ordinating body as defined by the Istanbul Convention<sup>5</sup> is an **inter-ministerial working group**, which directed government measures in the area of violence against women even before the Istanbul Convention entered into force. It is run by the **Department of Gender Equality (Ligestillingsafdelingen) in the Ministry of Foreign Affairs (Udenrigsministeriet)**.

Denmark had introduced policies to combat violence against women long before the Istanbul Convention was signed. Civil-society organisations such as Danner have been working to provide protection and support structures for women affected by violence since the 1980s. The Danish state supported the creation of networks, but did not introduce its own concerted actions until the 2000s, for instance by establishing an inter-ministerial working group. Denmark has mainly used action plans to implement strategies and measures in the field of gender equality, as well as to define priorities and spread knowledge, since 2002. The **action plans** published in recent years deal with **sexual violence and rape** (2016), **stalking** (2016), **honour related conflicts** (2017–2020) and **domestic violence** (2014–2017 and 2019–2022) (Ministry of Justice 2017: 2ff). The **national agency “Life Without Violence”** was established in 2017 to consolidate knowledge and practical measures in the area of domestic violence. Furthermore, there is a series of laws that address discrimination against women, for example in the labour market and in the social security systems (GREVIO 2017: 12). Given these measures, Denmark is considered to possess one of the world’s most advanced systems of gender equality. Indeed, Denmark ranks second in the current Gender Equality Index of the European Institute for Gender Equality (EIGE).<sup>6</sup>

But violence against women remains present, although gender equality is firmly embedded in Danish society, politics and law:

- In Denmark, one in two women aged over 15 is affected by physical, psychological and/or sexual violence (FRA 2012). Estimates suggest that around 3.9 percent of women are

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discrimination when offering protection against violence. For instance, transgender women must therefore receive unrestricted access to the support system (ibid.).

<sup>4</sup> The information provided here is largely taken from the documents provided during the IC monitoring process (country reports, alternative reports, GREVIO baseline reports). In addition, thorough internet research was carried out for each state in order to obtain detailed information. Some relevant stakeholders were also contacted by email or telephone and asked for clarification concerning specific issues.

<sup>5</sup> Article 10 IC obliges the contracting parties to nominate or establish one or more official bodies responsible for coordinating, implementing, monitoring and evaluating the political and other measures for preventing and combating all forms of violence covered by the Convention.

<sup>6</sup> Diagram and overview of the Index: <https://eige.europa.eu/gender-equality-index/2019>.

subjected to psychological abuse by their partners each year (Department of Gender Equality 2019: 11) Around 1.6 percent of women experience physical violence at the hands of their partners (ibid.: 15).

- Approximately 1,500 women and roughly the same number of children sought temporary refuge in a shelter in 2017, and around eight percent of this group stayed in a shelter on multiple occasions over the course of the year (ibid.).
- 890 rapes were reported to the police in 2017. Estimates concerning the actual numbers of cases of rape or attempted rape of women during 2018 range from 5,100 to 24,000 (AI 2019b: 5).

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### Excursus: Nordic paradox

Although gender equality is, in principle, well advanced in the countries of Northern Europe, gender-based violence against women remains a persistent problem. Indeed, domestic violence and sexual violence against women are particularly high in Denmark, Finland, and Sweden, compared to Europe as a whole (AI 2019a: 11). In its study on violence against women, the European Union Agency for Fundamental Rights argues that this might be explainable due to the fact that women in more gender-equal societies feel more free to report gender-based violence in the first place (FRA 2012: 25). Other authors argue that rather the opposite might be the case (Wemrell et al. 2019: 16).<sup>7</sup> This phenomenon, in which high levels of violence against women are observed despite the society's advanced gender equality, is also known as the "**Nordic paradox**" (Gracia/Merlo 2016).

It is largely unclear why social change in the Nordic states has not led to an elimination of gender-based violence (ibid.). Nevertheless, a comprehensive meta-study of qualitative studies from Sweden managed to identify some possible mechanisms (Wemrell et al. 2019: 1). Included in them is the correlation that achieving what amounts to basic gender equality within society may prompt women to seek individual reasons for domestic violence either in themselves or their partners. Domestic violence as the manifestation of unequal power relations between men and women, which is a structural and not an individual phenomenon, sits uneasily, the study argues, with the principle of gender equality. Domestic and sexual violence, which is still happening, is therefore harder for the individual to frame as gender-based violence, which should in theory be already overcome. In turn, and paradoxically this makes it difficult for women to perceive themselves as victims of gender-based violence and to seek help (ibid.: 16).

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<sup>7</sup> The data from the FRA survey on violence against women (FRA 2012) does partly not support this thesis: According to the data, for example in Denmark and Finland, only 7 percent of women who were victims of physical or sexual violence contacted the police. The EU average is 14 percent. Data Explorer of the study of FRA on violence against women: <https://fra.europa.eu/en/publications-and-resources/data-and-maps/survey-data-explorer-violence-against-women-survey>.

## 2 Specialist support services (Article 22)

*“1. Parties shall take the necessary legislative or other measures to provide or arrange for, in an adequate geographical distribution, immediate, short- and long-term specialist support services to any victim subjected to any of the acts of violence covered by the scope of this Convention.*

*2. Parties shall provide or arrange for specialist women’s support services to all women victims of violence and their children.”*

(Article 22 IC)

Victims of violence need support and protection: Firstly, women affected by violence must be protected against further violent acts. Secondly, women must receive adequate support and assistance “[...] to overcome the multiple consequences of such violence and to rebuild their lives.” (CoE 2011: 21). The Istanbul Convention distinguishes between general and specialist support services for victims of violence: General support services are intended for the general population and provide assistance through public authorities in areas such as social services, health and employment services. Specialist support services are aimed exclusively at victims of certain forms of violence (ibid.: 23f.).

The Istanbul Convention specifically lists the following forms of violence:

- domestic violence (Article 3b IC),
- psychological violence (Article 33 IC)<sup>8</sup>,
- stalking (Article 34 IC),
- physical violence (Article 35 IC),
- sexual violence, including rape (Article 36 IC),
- sexual harassment (Article 40 IC)<sup>9</sup>,
- forced marriage (Article 37 IC),
- female genital mutilation (Article 38 IC),
- forced abortion and forced sterilisation (Article 39 IC), and
- violence in the name of culture, religion or tradition, including violence in the name of so-called “honour” (Article 42 IC).

Accessible nationwide, the specialist support services must provide support and assistance tailored precisely to meet the needs of victims. This includes the capacity to respond to each form of violence and to offer support to every group of victims, also those who are hard to reach.<sup>10</sup>

<sup>8</sup> Psychological violence is not dealt with explicitly at this point, although it is seen as a particular type of violence that precursors or accompanies other forms, frequently domestic or sexual violence.

<sup>9</sup> Article 40 IC sets out that the necessary legislative or other measures should be taken in order to ensure that sexual harassment is subject to criminal or other legal sanctions. It does not specifically address a necessary support system for victims. However, Kelly (2018: 15) and others point out the need to provide support in this area as well.

<sup>10</sup> Paragraph 132 Explanatory Report to the IC: The types of assistance that the specialist support services must offer include: “[...] providing shelter and safe accommodation, immediate medical support, the collection of forensic medical evidence in cases of rape and sexual assault, short- and long-term psychological counselling, trauma care, legal counselling, advocacy and outreach services, telephone helplines to direct victims to the right type of service and specific services for children as victims or witnesses. (CoE 2011b: 24).

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## Excursus: Digital violence

The Istanbul Convention is based on a comprehensive and broad concept of violence that includes any acts that lead or might lead to physical, sexual, psychological or financial harm or suffering for women. It essentially encompasses all forms of violence against women and girls. Violence against women has acquired a new dimension due to the increased use and integration of digital media such as computers, Internet and smartphones in everyday life. Digital violence means the deliberate use of these media to the detriment of other persons. But the Convention does not mention digital violence explicitly.<sup>11</sup> The Explanatory Report to the Istanbul Convention partially addresses digital violence as a form of violence in the section on stalking, defining it to include “following the victim in the virtual world” and “spreading untruthful information online” (CoE 2011: 32). A mapping study by the Council of Europe also classified psychological violence and sexual harassment as forms of violence that have digital equivalents (CoE 2018: 23f). This classification is the basis for GREVIO’s basic assessment that digital violence against women should be perceived as a “continuum of offline violence” (ibid.). In Europe, the Istanbul Convention is regarded as an instrument to prevent and combat violence against women in the digital realm.<sup>12</sup>

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The following specialist support services are operating in Denmark:

- One general legal advice service for victims of domestic violence and one specialised in domestic violence against foreign women (refer to [Chapter 2.1](#))
- Projects offering advice and support for ongoing/after domestic violence (refer to [Chapter 2.1](#))
- A longer-term course for ongoing/after domestic violence (refer to [Chapter 2.1](#))
- Follow-up support groups for people after leaving a shelter (refer to [Chapter 2.1](#))
- A counselling centre for victims of stalking (refer to [Chapter 2.2](#))
- State counselling centre and other counselling centres dealing with violence in the name of so-called “honour” and forced marriage; one centre provides counselling on genital mutilation (refer to [Chapter 2.3, 2.4](#))
- Shelters according to Article 23 (refer to [Chapter 3](#)).
- Centres for victims of sexual violence according to Article 25 (refer to [Chapter 4](#)).

Information on services available for women affected by violence can be found, firstly, on the website of the **agency “Life Without Violence”** (*Lev Uden Vold*)<sup>13,14</sup>, which is an alliance of five sponsoring organisations<sup>15</sup>. Secondly, the National Board of Social Services (*Socialstyrelsen*)<sup>16</sup> of

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<sup>11</sup> See „Digital violence against women: new forms of violence and approaches to fight them in Europe”, Newsletter of the Observatory for Sociopolitical Developments in Europe 2/2019, <https://beobachtungsstelle-gesellschaftspolitik.de/f/27427e6a47.pdf>.

<sup>12</sup> European Commission: Answer given by Ms Jourová on behalf of the Commission to a question for written answer to the Commission by Viorica Dăncilă (S&D) on 20 February 2018: [https://www.europarl.europa.eu/doceo/document/E-8-2017-007255-ASW\\_EN.html](https://www.europarl.europa.eu/doceo/document/E-8-2017-007255-ASW_EN.html); Germany: Minor inquiry by the MPs Anke Domscheit-Berg, Cornelia Möhring, Dr Petra Sitte and others from the DIE LINKE parliamentary group on 29 November 2018: <https://dipbt.bundestag.de/dip21/btd/19/061/1906174.pdf>.

<sup>13</sup> Formal note: Unless stated otherwise, the information was obtained from the websites of the relevant organisations.

<sup>14</sup> <https://levudenvold.dk/for-fagfolk/krisecentre-og-andre-raadgivningstilbud/>

<sup>15</sup> The consortium includes sponsors from shelters (Mandecentret, Danner, LOKK), Dialogue Against Violence (Dialog mod vold), a project focused on working with perpetrators, and the Mothers’ Aid Foundation (Mødrehjælpen). The agency “Life Without Violence” is also responsible for the state-wide telephone hotline that fulfils the requirements set out in Article 24 of the Istanbul Convention.

<sup>16</sup> <https://socialstyrelsen.dk/>

the Ministry of Children and Social Affairs (*Børne- og Socialministeriet*) publishes an overview of the specialist support services.

The action plan for combating psychological and physical violence in intimate relationships<sup>17</sup> for the period 2019 to 2022 names several priorities that are already reflected in the design of the support services (Department of Gender Equality 2019: 15):

- Funding is provided especially for ambulatory services relating to domestic violence. The aim is to ensure early intervention in cases of violence as a means of preventing, for instance, the need to seek refuge in a shelter (see for example “Tell someone”, [Chapter 2.1](#))
- There is a particular focus on young people aged between 16 and 25. This age group is disproportionately exposed to the risk of violence, although their needs often fall between the cracks of the services designed for children or adults (see application pool, [Chapter 2.1.7](#)).
- A particular emphasis is placed on stalking and digital forms of violence (see Danish Stalking Center, [Chapter 2.2](#)).

## 2.1 Domestic violence

Multiple support and counselling services exist in Denmark for victims of domestic violence:<sup>18</sup>

- Legal advice, provided by the agency “Life Without Violence”<sup>19</sup>, and the **counselling centre Violence against Foreign Women** (*Vold mod Udenlandske Kvinder*)<sup>20</sup>
- Follow-up care groups for people after leaving a shelter, provided by the **agency “Life Without Violence”**
- Counselling in the **projects “Advice for Life”** („Råd til livet“)<sup>21</sup> and **“Tell Someone”** („Sig det til nogen“)<sup>22</sup>, supported by several civil-society organisations
- **Counselling course “Out of the Shadow of Violence”** („Ud af voldens skygge“)<sup>23</sup>, provided by the **Mothers’ Aid Foundation** (*Mødrehjælpen*)

### 2.1.1 Services

The **agency “Life Without Violence”** offers legal advice on issues around domestic violence, including matters relating to separation, custody of children and accommodation. The counselling is aimed at adult women and men, their dependants and professionals. One-on-one counselling sessions are offered, as well as the opportunity to join a counselling process. Besides a telephone helpline, there are also opportunities for personal appointments with staff members. The website’s FAQ section provides a wide range of information on legal issues, albeit only in Danish. In addition to legal advice, the agency organises follow-up care groups for women, men and children who

<sup>17</sup> In Denmark, the term “violence in intimate relationships” (“vold i nære relationer”) is used instead of “domestic violence” (Department of Gender Equality 2019).

<sup>18</sup> Services that offer general support in the event of violence (Article 20 IC) are not listed. In this regard, visit <https://levudenvold.dk/for-fagfolk/krisecentre-og-andre-raadgivningstilbud/oevrige-tilbud/>. The same applies to services that are mainly focused on perpetrators of violence. In this regard, visit <https://socialstyrelsen.dk/voksne/vold-i-naere-relationer/oversigt-over-tilbud> Special services for children and young people who have been exposed to violence are not listed, either. In this regard, visit <https://socialstyrelsen.dk/voksne/vold-i-naere-relationer/oversigt-over-tilbud>.

<sup>19</sup> <https://levudenvold.dk/>

<sup>20</sup> <http://www.vold-mod-udenlandske-kvinder.dk/>

<sup>21</sup> <https://www.maryfonden.dk/da/r%C3%A5d-til-livet>

<sup>22</sup> <https://danner.dk/sigdettilnogen>

<sup>23</sup> <https://moedrehjaelpen.dk/forside/det-goer-vi/radgivning/ud-af-voldens-skygge/>

have been exposed to domestic violence. Their purpose is to accompany and support victims of violence after a period in a shelter or after accessing ambulatory support services. The follow-up support groups are a good opportunity to build relationships with other participants and to create networks. These groups are mediated by a person with a professional background in psychology and are held regularly over a period of five months. Each group has up to six members, with separate groups for men and women.

The **counselling centre Violence against Foreign Women** is a special service for women of non-Danish ethnic backgrounds. It offers counselling by telephone and email, as well as at its offices in Aarhus, Jutland. The centre claims to be the largest of its kind for persons who are subject to the provisions of the Danish immigration law. It mainly provides advice to women who would like to leave a violent partner. One priority is on counselling women who might lose their right to remain in Denmark if they divorce their partner. When needed, the centre contacts the Social Security Administration, government administration and the Immigration Service. The women may be asked to pay processing and advocacy fees if their cases are taken on.

The **project “Advice for Life”** offers social, legal and, in particular, financial counselling. It was initiated by the Mary Foundation (*Mary Fonden*)<sup>24</sup>. The Mothers’ Aid Foundation<sup>25</sup> and LOKK (*Landesorganisation af Kvindekrisecentre*)<sup>26</sup>, the umbrella organisation for shelters, provide the services using 140 voluntary counsellors from Nykredit, one of Denmark’s largest banks, and local law firms. The target group for the services are women who have been victims of violence and who need help to organise a financially independent life that is free of violence. The women can receive counselling either in the participating shelters or in one of the four Mothers’ Aid facilities. Around 450 women receive counselling each year. On average, two and a half sessions are held with each woman. Of the organisation’s staff, half are employees of Mothers’ Aid or the shelters participating in the project, and the other half are volunteers (Mary Fonden 2017: 39).

Since October 2018, the **project “Tell Someone”** has provided counselling for women and dependants who are exposed to psychological, physical or other domestic violence, but who do not need or want to move into a shelter. The service is available in three shelters in Copenhagen, Randers and Ringsted. There are five counsellors in total. All of them have training in social professions and have extensive experience in counselling and supporting women who have experienced violence. The website shows personal profiles of some counsellors, including their photos, names and descriptions. Besides one-on-one counselling sessions, there are group courses that the women can attend. Telephone counselling is also possible. After just six months, the project was evaluated by Oxford Research in 2019 and given a positive rating (Danner 2019).

The Mothers’ Aid Foundation offers an interdisciplinary **counselling course “Out of the Shadow of Violence”** for women and children affected by domestic violence. The children are aged between five and 14. Completing the course takes six months to one year. The course is designed for women who have left their violent partner. Unlike in Copenhagen, the course in Aarhus is also open to women who have not yet left their violent partner. During the course, they receive help and support in improving their situation. Their children are not involved in this process. The course includes one-on-one sessions and group discussions with the women and children. The Mothers’

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<sup>24</sup> <https://www.maryfonden.dk>

<sup>25</sup> <https://moedrehjaelpen.dk/>

<sup>26</sup> <http://www.lokk.dk/>

Aid Foundation employs social workers, social education workers, therapists and psychologists to deliver the course (Ministry of Justice 2017: 23). A large number of volunteers also contribute their services to the foundation. Once the women have completed the course, they receive follow-up visits from counsellors after a certain period. 170 women and children received support in 2018.<sup>27</sup> The project has been evaluated several times, also by Ramboll (Ramboll 2010).

There are two additional counselling facilities for victims of domestic violence, one at the Holstebro shelter<sup>28</sup>, another in Hobæk and Odsherred in Seeland<sup>29</sup>. They will not be addressed specifically in this working paper.

## 2.1.2 Funding and bases

The provision of ambulatory support services for issues related to domestic violence is not defined by law, as it is for shelters in paragraph 109 of the Danish Social Service Law (*ServiceLOVEN*) (refer to [Chapter 3.2](#))

With one exception, the services mentioned here are available to women free of charge. A mix of funding instruments exists. Some services, including the **project “Out of the Shadow of Violence”** and the services of the national **agency “Life Without Violence”**, are exclusively state-funded.<sup>30</sup> A few of the services dealing with domestic violence are financed entirely without state support, for example **“Advice for Life”**, which obtains its funds from a foundation and a financial services company. The service **“Tell Someone”** was initially launched using funds provided by a foundation. It has since expanded its portfolio and now receives state funding as well.

State support for the projects described in this paper is assigned in advance for three years using a fund that is readjusted annually. The so-called rate adjustment pool (*Satspuljen*) is subject to approval by the Danish parliament and defines the financial resources available to civil-society organisations, projects and other measures for the benefit of disadvantaged groups in the fields of health, social affairs and the labour market. Some of the funding is used for projects with a fixed term and some for financing of longer-term measures. Several ministries are in charge of administrating the fund priorities, including the Ministry of Children and Social Affairs, the Ministry of Employment (*Beskæftigelsesministeriet*) and the Ministry of Health (*Sundheds- og ældreministerier*).<sup>31</sup>

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<sup>27</sup> <https://moedrehjaelpen.dk/forside/det-goer-vi/resultater/>

<sup>28</sup> The crisis centre in Holstebro (<https://holstebrokrisecenter.dk>) provides anonymous advice to women who have been or are exposed to violence. The service is financed via the shelter and therefore by the local authority.

<sup>29</sup> “Medusa – A Life Without Violence” (<https://etlivudenvold.dk>/<https://etlivudenvold.dk/medusas-tilbud/>) is a charity operated by volunteers that provides counselling. The charity is funded by donations from individuals and companies.

<sup>30</sup> In 2017, the National Board of Social Services and the Department of Gender Equality within the Ministry of Foreign Affairs commissioned a consortium of five organisations to set up a national agency to coordinate services dealing with domestic violence, to run a national hotline and to conduct research into the subject: <http://um.dk/da/ligestilling/vold-i-familien/national-ehed/udbud/>. LOKK, the umbrella organisation of women’s shelters and itself a member of the consortium, has seen its own state funding cut by around 60 percent since establishment of the new agency “Life Without Violence”. EU funds have also fallen by 12 percent (LOKK 2017: 16). LOKK now obtains most of its funding in the form of donations from individuals and foundations.

<sup>31</sup> <https://socialministeriet.dk/arbejdsomraader/satspuljen/hvad-er-satspuljen/>; <https://www.regeringen.dk/nyheder/satspulje-2018-aftaler/>

The **counselling centre Violence against Foreign Women** claims to operate entirely without state funding. Women who take legal action and intend to claim legal support are sometimes required to pay for the casework.

### 2.1.3 Standards

The Sector Association for Free Social Advice in Denmark (*Rådgivnings Danmark*)<sup>32</sup> also accredits projects and civil-society organisations in the field of specialist support services addressing violence against women. The civil-society organisation Danner and the Mothers' Aid Foundation are accredited in this way.

### 2.1.4 Distribution

The services are mainly located in and around Copenhagen. Most of them have a few offices in other cities. "**Life without Violence**", for example, now organises twelve follow-up support groups and is in the process of establishing more. Services are comparatively scarce in the north of the country especially. Often, the organisations specifically mention that those seeking assistance can meet with counsellors anywhere in the country. Existing infrastructure is put to good use in the project "**Advice for Life**", as several organisations provide the counselling services. Counselling is available at 26 locations.

### 2.1.5 Availability

In regard to availability, most of the services are not intended as emergency support. The telephone hotlines are not staffed at all times and are usually reachable until the afternoons on weekdays. Hence, use of the services will usually require appointments and arrangements.

On its website, the **counselling centre Violence against Foreign Women** states that it can be contacted 24/7.

### 2.1.6 Access

In the past, Denmark has used extensive campaigns and public information in an attempt to raise awareness among ethnic minorities and non-Danish-speaking women about intimate partner violence and to inform them of the services available. The campaign "Break the Silence" (*„Bryd tavsheden“*) is considered a successful example.<sup>33</sup> Its public information campaigns included the production of video clips in ten languages.

The website of the **counselling centre Violence against Foreign Women** is available in English, French and Arabic. "**Life without Violence**" also provides legal advice in English.

### 2.1.7 Miscellaneous

In keeping with the action plan on domestic violence, a current initiative by the Department of Gender Equality in the Ministry of Foreign Affairs aims to close the gap between services for

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<sup>32</sup> <https://www.raadgivningsdanmark.dk/>

<sup>33</sup> <https://eige.europa.eu/gender-based-violence/good-practices/denmark/danish-campaign-targets-diversity-domestic-violence>

children and those for adults. An **application pool**<sup>34</sup> for ambulatory services among young people in partnerships marred by violence was established with funding from the rate adjustment pool (*Satspuljen*), operating in the area of health, social affairs and the labour market. The pool offers civil-society organisations the opportunity to obtain funding for projects that enable young women and men affected by violence to lead a “normal”, young adult’s life involving education, work, hobbies, friends and family and to extricate themselves from violent relationships (Department of Gender Equality 2019: 17).

## 2.2 Stalking

The **Danish Stalking Center** (*Dansk Stalking Center*) has operated as a contact centre for victims of stalking since 2015<sup>35</sup>.

In 2016, the Danish government published an action plan on stalking (Ministry of Justice; Ministry for Children, Education and Gender Equality 2016): It contains seven initiatives, including a comprehensive education programme on stalking, improved support services for victims and measures for the police, who should receive training in consistent risk assessment tools (ibid.: 10). Stalking is also among the priorities of Denmark’s most recent action plan on domestic violence (Department of Gender Equality 2019).

### 2.2.1 Services

The **Danish Stalking Center** (*Dansk Stalking Center*) is a support and counselling centre for victims of stalking as well as for perpetrators, dependants and professionals. The centre works closely with public authorities and the police.

Its services include general telephone counselling. The telephone hotline is staffed by volunteers with a background in psychology, law or social work.

Group and individual therapy is offered as well, along with self-help groups. The therapy sessions are led by psychologists; the self-help groups by volunteers. The services are open to both women and men. Therapy is also provided for perpetrators.

In addition, the Stalking Center has released the “Guardian Angel App” (*Skytsengel App*)<sup>36</sup>. The app is used as a quick and easy way to alert friends or family if people find themselves in a dangerous situation. It can also be used to record and secure evidence of stalking.

The Center itself is unable to provide financial support to people trapped in a fraught financial situation due to stalking. But its website lists other organisations that offer assistance in these cases.

The Stalking Center also acts as a knowledge repository on the subject of stalking. Among other things, it runs seminars for professionals from local authorities, the police and the civil service.<sup>37</sup>

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<sup>34</sup> <http://um.dk/da/nyheder-fra-udenrigsministeriet/NewsDisplayPage/?newsID=0DA3C36B-724B-4809-ABDA-09F915571B78>

<sup>35</sup> <https://en.danskstalkingcenter.dk/>

<sup>36</sup> [www.skytsengel.org](http://www.skytsengel.org)

<sup>37</sup> <https://en.danskstalkingcenter.dk/#>

### 2.2.2 Funding and bases

The **Stalking Center** was funded primarily by the Oak Foundation Denmark until 2019. Since then, the Center has also received state support from the health, social affairs and labour market fund (*Satspuljen*). The Center obtains additional resources from the Victims' Fund (*Offerfonden*). Three other companies support the Stalking Center with donations. Its services are free of charge to people seeking help.

### 2.2.3 Standards

The **Stalking Center** provides standardised, on-site training to its volunteers, as well two one-week training seminars each year.

### 2.2.4 Distribution

The **Stalking Center's** main office is in Copenhagen, with another facility in Aarhus, central Jutland, although the group and individual therapy and the networking groups are only held in Copenhagen.

### 2.2.5 Availability

The **Stalking Center's** telephone counselling service is only available for a limited, relatively short period of between three and six hours on weekday afternoons. The website is lacking a link to the nationwide hotline "Violence against Women", which is operated by the organisation "Life without Violence". Hence, the website does not provide clear information on the procedure in emergency situations.

### 2.2.6 Access

The website contains information in English.

### 2.2.7 Miscellaneous

The Danish Stalking Center is the **main organiser of the Nordic Network on Stalking**, in which organisations from Sweden, Norway, Finland, Iceland and the Faroe Islands are members.

## 2.3 Violence in the name of so-called honour and forced marriage

Denmark has published an action plan on preventing violence in the name of so-called "honour" and negative social control for the period 2017 to 2020 (Danish government 2016). It prioritises improving the support system for victims of violence in the name of so-called "honour" and the cooperation between state agencies, raising awareness of this form of violence, placing greater emphasis on preventative work, developing strategic partnerships between civil society and local authorities (refer to [Chapter 2.3.7](#)), as well as increasing the levels of research into migrant communities and identifying examples of good practice (Ministry of Justice 2017: 3f).

The services in the area of violence in the name of so-called "honour" and forced marriage are as follows:

- Counselling service for young people provided by the **Immigration Service** (*Udlændingestyrelsen*).
- Counselling by the **RED Center** against Honour-Related Conflicts (*RED Center mod æresrelaterede konflikter*)<sup>38</sup>
- Counselling and group meetings provided by **Exitcirklen**<sup>39</sup>

### 2.3.1 Services

The Danish **Immigration Service** offers advice to people aged up to 24 who are under pressure to enter into a forced or arranged marriage against their will.<sup>40</sup>

The **RED Center against Honour-Related Conflicts** is an alliance of the previously independent organisations Ethnic Youth (*Etnisk Ung*), **RED Consulting** (*RED Rådgivning*) and two shelters run by RED Safehouses (refer to [Chapter 3.1](#)).

The RED Consulting counselling centre provides advice on honour-related conflicts, negative social control, the topic of virginity, genital mutilation, LGBTQ, religious marriages<sup>41</sup>, forced marriage and “re-education journeys”<sup>42</sup>. The services are aimed primarily at younger people up to the age of 30. But telephone counselling is explicitly available to older persons as well. Moreover, the Center disseminates knowledge on the subject of violence in the name of so-called “honour” to the public and professionals. RED Consulting works with the Danish Agency for International Recruitment and Integration (*Styrelsen for International Rekruttering og Integration*, SIRI) to offer courses for professionals in local authorities<sup>43</sup>. Furthermore, the counselling centre provides knowledge on violence in the name of so-called “honour” to the national organisation for knowledge and specialist consultancy within the National Office for Social Affairs (*Videns- og Specialrådgivningsorganisation*, VISO)<sup>44</sup>, where it is part of the information network.

There is an anonymous telephone counselling service that is staffed 24/7, as well as an anonymous electronic mailbox. The organisation can also arrange longer-term psychological treatment, as well as conflict mediation with families. The latter service is only possible with the consent of the victim and the family.

**Exitcirklen** offers counselling and weekly group sessions for girls and women, as well as boys and men, who are exposed to psychological violence and negative social control. One-on-one mentoring and support in emergency situations are provided, also. Social control, as a cross-cultural phenomenon present in many cultures, religions and family contexts and not limited, for example, to the Muslim community, is among the conscious priorities of the counselling services. Nonetheless, most participants are young Muslim women. Participants receive an introduction to

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<sup>38</sup> <https://red-center.dk/>

<sup>39</sup> <http://www.exitcirklen.dk>

<sup>40</sup> <http://uim.dk/arbejdsomrader/aeresrelaterede-konflikter-og-negativ-social-kontrol/radgivning-til-unge-og-voksne/radgivning-til-unge-og-voksne>

<sup>41</sup> Religious marriages are not legally valid under Danish law.

<sup>42</sup> The term “re-education trips” refers to a phenomenon whereby migrant families or parents send their daughters to their country of origin with the aim of binding them more strongly to the cultural, traditional and religious values that are upheld there (GREVIO 2017: 33).

<sup>43</sup> <http://uim.dk/siri>

<sup>44</sup> The national organisation for knowledge and specialist consultancy, VISO, offers advice to citizens as well as local authorities, institutions and schools, etc., when dealing with difficult situations in the social sphere. Honour-related conflicts are among the priorities of the counselling services (<https://socialstyrelsen.dk/viso>).

cognitive tools, acceptance and commitment therapy, mindfulness exercises and assertiveness training. The organisation also provides legal advice, sexological counselling and further education for professionals. The staff are mostly volunteers, but are trained in psychology.

### 2.3.2 Funding and bases

According to Article 12a of the Danish Social Service Law, local authorities are required to offer free advice to adults who are exposed to violence in the name of so-called “honour”. An action plan must be drawn up for the victims if necessary. This needs to contain a risk assessment, along with information about the victim’s current situation, including relevant questions on residency, work, education and family relationships, as well as support options in terms of residency, work and training. The action plan is prepared together with the victim.

The **RED Center** receives state funding from the Ministry of Immigration and Integration (*Udlændinge- og Integrationsministeriet*). This support is managed by the health, social affairs and labour market fund (*Satspuljen*).

The charity **Exitcirklen** also receives funding from the Danish Ministry of Immigration and Integration, as well as from donations, local authorities and foundations. In addition, participation in the discussion groups costs DKK 250 (around 33 euros) per participant and year.<sup>45</sup>

### 2.3.3 Standards

**RED Consulting** uses the risk assessment tool PATRIARCH, a systematic and evidence-based tool for professionals working with, and offering protection to groups that are at risk of violence in the name of so-called “honour”. It is also used by the police. The tool is advertised as the first of its kind to be specialised for use in relation to violence in the name of so-called “honour”<sup>46</sup> It enables case description, scenario planning and risk management.

### 2.3.4 Distribution

The headquarters of **RED Consulting** are in Copenhagen, but the organisation claims that it can arrange personal meetings anywhere in Denmark. These meetings always take place in neutral settings, never at home or with third parties.

**Exitcirklen** also has its headquarters in Copenhagen. There are other offices in Aarhus, central Jutland, Aalborg in north Jutland and Odense in southern Denmark. Demand is high, and there are waiting lists for the discussion groups. There are plans to set up four new groups over the next three years.<sup>47</sup>

### 2.3.5 Availability

The **counselling centre of the Immigration Service** can be contacted by telephone on weekdays until the afternoon. Personal meetings can be arranged on request. But it is not a contact point to provide emergency assistance.

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<sup>45</sup> [http://www.exitcirklen.dk/?page\\_id=186](http://www.exitcirklen.dk/?page_id=186)

<sup>46</sup> <https://protect-international.com/product/assessment-honour-based-violence-patriarch-manual/>

<sup>47</sup> [http://www.exitcirklen.dk/?page\\_id=186](http://www.exitcirklen.dk/?page_id=186)

**RED Consulting** and **RED Safehouse** operate a joint telephone counselling service that is available 24/7.

In order to participate in the discussion groups at **Exitcirklen**, interested persons can make contact by telephone, which is not staffed round-the-clock, or by email. Only then are they given the addresses of the venues where the discussion groups take place. The addresses are not made public on the website.

### 2.3.6 Access

The **RED Center** website is only available in Danish. Exclusively the main page is in English. It provides instructions for viewing the website so that it does not appear in the browser history.

**Exitcirklen's** website is only available in Danish. It does not provide details of the languages spoken at the discussion groups.

### 2.3.7 Miscellaneous

The **MÆRK app** has been available since 2012. It was developed as part of the national strategy against honour-related conflicts. The app provides information on rights and support opportunities for victims and professionals.<sup>48</sup>

Young people and parents, who themselves have suffered from negative social control, forced marriage or equivalent honour-related conflicts, visit schools, associations and similar organisations as part of the initiative **Dialogkorpset**, literally “dialogue corps”. They use these visits to share their experiences.<sup>49</sup> In addition, a **mentoring project** for young women who have experienced honour-related conflicts has also been established under the umbrella of the Red Cross Youth. It advises school teachers on how to identify violence in the name of so-called “honour” and teaches appropriate responses (Danish government 2016: 14).

## 2.4 Genital mutilation

In Denmark, **RED Consulting** also offers counselling on female genital mutilation as part of its advice on violence in the name of so-called “honour” (refer to [Chapter 2.3](#)).

Genital mutilation was officially criminalised in 2003. But there is no law on the provision of support to its victims. The National Board for Social Services (GREVIO 2017: 27) created guidelines for medical professionals in 2013.

It is unclear which clinics are able to offer medical consulting on this issue, and their regional distribution is unknown. RED Consulting does not have access to this information, either. By enquiring, it was possible to find out that the sexual violence referral centres and rape crisis centres (refer to [Chapter 4.1](#)) do not offer any specialised treatment.

GREVIO criticises that genital mutilation is not addressed in the first **questionnaires for asylum-seeking women and girls**, although escaping this form of violence might provide grounds for

<sup>48</sup> <http://uim.dk/arbejdsomrader/aeresrelaterede-konflikter-og-negativ-social-kontrol/radgivning-til-unge-og-voksne/radgivning-til-unge-og-voksne>

<sup>49</sup> <http://uim.dk/arbejdsomrader/aeresrelaterede-konflikter-og-negativ-social-kontrol/tilbud-og-vaerktojer-til-fagfolk/vaerktojskassen>

asylum being granted (GREVIO 2017: 58). Female victims may choose to refrain from speaking about their experience because it might violate the social conventions of their home countries.

## 2.5 Assessment

Most specialist support services in Denmark are aimed primarily at victims of domestic violence. The range is comparatively broad, and comprehensive information is available – in line with the priorities defined by the action plan on psychological and physical violence to address early prevention and intervention in domestic violence. Ambulatory follow-up support groups are attempting to improve longer-term support for women, for example after a period in a shelter. One of these counselling services also addresses financial independence among women who want to end, or already have ended, a relationship characterised by violence. But the services are mainly located in and around Copenhagen, which limits their accessibility for victims from other regions. There are fewer services available dealing with other forms of violence, for example stalking or violence in the name of so-called “honour”. In this regard, the Danish Stalking Center deserves a special mention, as it plays a key role on the forefront of tackling stalking and digital violence.

The state emphasises the importance of violence in the name of so-called “honour”, for instance by defining by law that local authorities must, when necessary, prepare an action plan for persons seeking help. As an alliance of multiple stakeholders offering expertise on violence in the name of so-called “honour”, the RED Center is the most important counselling centre and contact point in this field. The RED Center also cooperates with the RED Safehouse to run shelters and emergency flats for people affected by violence in the name of so-called “honour”. The strong networks and rapid coordination prove particularly helpful in emergency situations. The *Exitcirklen* charity consciously provides counselling on social control as a cross-cultural phenomenon that is not limited, for example, to the Muslim community. Like many of the services provided to women affected by violence, *Exitcirklen* also offers counselling to male victims. [GREVIO is highly critical of this predominantly gender-neutral approach due to the gender-related nature of the forms of violence set out in the Istanbul Convention \(GREVIO 2017: 13, 15f.\) \(refer to Chapter 3.9\).](#) Over recent years, a trend has been observed in Denmark in which violence against women is perceived less in relation to its gender-based aspects and more as an independent phenomenon. For example, intimate partner violence committed against women is classified as domestic violence, which can also affect men.<sup>50</sup>

Barely any information can be obtained on violence in the form of genital mutilation. It is particularly unclear whether and where medical expertise on female genital mutilation is available and accessible.

In essence, the work of the national agency “Life without Violence”, the Danish Stalking Center and the RED Center is the attempt, to the greatest possible extent, to pool expertise on particular forms of violence. Copenhagen is clearly the epicentre in regard to the distribution and nationwide availability of services. Most of the other cities have one or two additional contact points. It is difficult to assess the extent to which counselling is provided reliably at national level by telephone, email and through personal visits from counsellors. Many of the services take place in groups,

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<sup>50</sup> In contrast, support services addressing the LGBTI group are largely inadequate in Denmark – at international level as well – in regard to the issue of domestic violence. Moreover, empirical data is also thin on the ground in this area (cf. Stubberud 2018: 104)

with the aim of establishing networks between the participants. Hence, they are only easily accessible within a particular vicinity.

This research has shown that it is difficult for non-Danish-speaking women to obtain information, for example in English, by means of the usual channels.

The specialist advice and support services, especially concerning domestic violence, are organised in the form of projects and do not exhibit distinctly institutionalised structures. In many cases, they are provided in the form of cooperation between several organisations. Funding is usually obtained from multiple sources as well. Businesses and foundations offer financial support, in addition to state funds. Women can access the services free of charge, apart from a few exceptions. Volunteers play an important role in providing the services.

The state funds for supporting the services are distributed via the health, social affairs and labour market fund (refer to [Chapter 2.1.2](#)). GREVIO criticises that this form of state funding is inadequately long term and secure, as the amount available to the fund is decided each year. In GREVIO's opinion, this is not comparable with annual funding from the budget of a ministry in charge of a particular portfolio (GREVIO 2017: 16). Nonetheless, this arrangement is used to fund even larger organisations, such as the Danish Stalking Center and the national agency "Life without Violence", so it may be less insecure than GREVIO assumes. For example, the 2019 fund already stipulates the amounts that will be paid in support to the Stalking Center even beyond 2022 (Danish government 2018: 2).

### 3 Shelters (Article 23)

*"Parties shall take the necessary legislative or other measures to provide for the setting-up of appropriate, easily accessible shelters in sufficient numbers to provide safe accommodation for and to reach out proactively to victims, especially women and their children."*

(Article 23 IC)

Specialised shelters for people affected by violence have the primary task of providing rapid and low-threshold protection around the clock if possible. In addition, legal and psychosocial counselling and effective cooperation with all authorities and institutions involved are needed to support victims.

There are 48 shelters for women affected by violence and their children in Denmark. Some shelters can also be used by men affected by violence. The **National Organisation of Women's Shelters in Denmark LOKK** is an alliance of 41 shelters that exclusively accept women and their children. Two shelters specialise in victims of violence in the name of so-called "honour". The shelters are operated by civil-society organisations and, in part, by local authorities, which are also legally responsible for providing the shelters.

### 3.1 Services

There were 48 shelters in late 2018 according to information from the national agency “Life without Violence”:<sup>51,52</sup> Six of them are open to men as well as women. This makes 42 shelters for women only. Seven additional shelters prioritise abused men (Lev Uden Vold 2019: 3). Two shelters have a secret address. Two shelters specialise in victims of violence in the name of so-called “honour” and also have secret addresses in Zealand and southern Denmark (RED Safehouses)<sup>53,54</sup>.

Women can make contact by telephone to locate their nearest shelter or use the online overview provided by LOKK or “Life without Violence”.

For as long as the residents remain at the sites, the shelters offer:<sup>55</sup>

- Safety from perpetrators for women and children
- Counselling and support for crisis management
- Activities for women and children
- Assistance with contacting authorities
- Sharing of experience with people in the same situation

The shelters can also arrange for women to receive socio-psychiatric, psychological or special therapeutic treatment if necessary (Guideline 9096 for Adult Housing (*Vejledning om botilbud m.v. til voksne*), paragraph 140)<sup>56</sup>. Children and young people are always offered a psychological treatment lasting between four and ten hours. This also extends to the period after their stay at the shelter (Guideline 9096, paragraph 142). The women can remain anonymous in the shelter.<sup>57</sup>

On average, the individual shelters had 13 staff members, each of them working 23 hours per week in 2017. Each shelter also employed an average of 29 volunteers (Ministry of Justice 2017: 25).

### 3.2 Funding and bases

Responsibility for the provision of shelters is assigned to local authorities under paragraph 109 of the Danish Social Service Law. They are entitled to introduce their own services and to use places offered by other providers, including private companies, civil-society or religious organisations (paragraph 4, subparagraph 2 Danish Social Service Law). The Ministry of Children and Social Affairs is responsible for legislation in this area.

The National Organisation of Women’s Shelters in Denmark LOKK is an alliance of 41 women’s shelters. In the evaluation of shelters by Ramboll in 2015, 31 shelters were described as independent organisations; some of them operated based on an agreement with the local

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<sup>51</sup> For a full list see: <https://levudenvold.dk/hjaelp-og-radgivning/krisecentre-og-raadgivning/>

<sup>52</sup> List from the National Organisation of Women’s Shelters in Denmark LOKK: <https://www.lokk.dk/kvindekrisecentre/liste-over-krisecentre/>. It also lists accommodation projects that accept homeless people and contains 58 shelters.

<sup>53</sup> <https://red-center.dk/safehouse/hvad-tilbyder-vi/>

<sup>54</sup> GREVIO criticises that shelters for people affected by “honour”-based violence are not exclusively for women. Allowing access to boys and men fails to acknowledge the gender-based aspect inherent to this form of violence (GREVIO 2017: 34).

<sup>55</sup> <https://www.lokk.dk/kvindekrisecentre/hvad-tilbyder-et-krisecenter/>

<sup>56</sup> <https://www.retsinformation.dk/forms/R0710.aspx?id=198678>

<sup>57</sup> <https://www.lokk.dk/kvindekrisecentre/hvad-tilbyder-et-krisecenter/>

authority, while others did not. Ten shelters were organised by the local authority or the region. One shelter had a different organisational form (Ramboll 2015: 14).

According to paragraph 109, subparagraph 7 of the Danish Social Service Law, local authorities are also responsible for providing coordination counselling after a stay in a shelter.

The shelters are financed by the local authorities, which receive 50 percent of the funding from the government (paragraph 177, subparagraph 5 Danish Social Service Law). Responsibility for payment rests with the local authority in which the woman is an official resident (Guideline 9096, paragraph 129).<sup>58</sup> Women must contribute to the costs of their stay: The amount of this co-payment contribution is determined by the Ministry of Children and Social Affairs. The rates are adjusted annually. The rate was 84 DKK (around 12 euros) per day in 2018. The local authority covers this amount if the woman has no income. Women are also entitled to apply for a reduction in their personal contribution. In addition, the local authority sets a small allowance for personal needs and disburses this amount (Guideline 9096, paragraph 139).

Shelters are required, within no longer than three days, to submit information to the competent local authority concerning admissions and discharges of women (Guideline 9096, paragraph 132). The only information submitted is that a female resident of the local authority is present at the women's shelter if the woman would like to remain anonymous. When a woman leaves the shelter, the responsible local authority is required to initiate a coordination counselling process addressing the areas of housing, finances, employment, school, childcare and health (Guideline 9096, paragraph 143). In complex cases, the local authority can seek assistance from the national knowledge and special counselling organisation for social affairs, VISO<sup>44</sup>. There are guidelines for adults, children and persons with disabilities, which are intended to help local authority caseworkers respond to victims of domestic violence. The local authority may also fulfil its obligation to offer counselling by cooperating with voluntary organisations or private sector providers. An initial counselling session must take place as soon as possible after admission of a woman to the shelter and no later than when her departure from the shelter is planned. Contact with a caseworker should be arranged as quickly as possible. Only one contact person should be appointed if possible. The meetings can take place in the women's shelter. Counselling is more extensive in the early stages, but takes less time as it progresses. A typical counselling session may last between one-and-a-half and two hours per week over six months, with the option of extending to twelve months for women with special needs (Guideline 9096, paragraph 143–148).

### 3.3 Standards

The Decree on a Quality Standard for Shelters for Women is set out in paragraph 139 of the Danish Social Service Law and is defined in more detail by Guideline 9096, paragraphs 149–167: The local authority is responsible for ensuring that quality standards for shelters exist and are publicly accessible. Specifically, the quality standards must provide information on the following:

- Number of places and space circumstances
- Overall objective of the women's shelter
- Description of the services, especially with regard to children and special target groups

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<sup>58</sup> If the shelter is far from the woman's previous hometown, the local authorities can agree that the legal responsibilities are transferred to the place of residence in which the shelter is located (Guideline 9096, paragraph 129).

- Acceptance of accommodation and costs for women and children
- Procedure for how women approach a women's shelter and details of who is allowed to stay there
- Common areas and shared facilities
- Staff competency, qualifications and further training

The residents should be allowed to participate in developing and revising the quality standards. The standard must be made available on the internet, either on the website of the local authority or of the shelter. It must be audited every two years and revised if necessary. The local authority must ensure that the shelters comply with the standards. They must conduct a review every two years, in particular by meeting with the residents.<sup>59</sup>

According to paragraph 102 of the Social Services Supervision Act (*Socialtilsynslovens*), five **social supervisory authorities** (*Kommunalbestyrelsen*) are responsible for accreditation and supervision of women's shelters in Denmark. They inspect the shelters every year in eight areas with relevance to quality standards (paragraph 6, Social Services Supervision Act): 1. Education and employment, 2. Independence and cooperation, 3. Target groups, methods and outcomes, 4. Health and wellbeing, 5. Organisation and administration, 6. Competencies, 7. Finances and 8. Premises.

In accordance with the quality assurance model of the supervisory authority responsible for social affairs (National Board of Social Services 2013), social services such as shelters are required to document their outcomes systematically (Ramboll 2015: 15). The documentation should be used to support dialogue with the woman about her personal progress as well as for organisational development. Ramboll states that around half of the shelters maintain a continuous evaluation and/or documentation system to record women's development. A small proportion use standardised screening or assessment tools such as the Change Compass (Municipality of Copenhagen, n. y.). It follows, therefore, that the systems used for documentation differ considerably (ibid.: 16).

The umbrella organisation **LOKK** has its own minimum standards for the 41 shelters incorporated within its organisation. These standards are also available in English (LOKK 2012). They include, for example, the requirement that all shelters must be available at any time to accept women seeking help.

### 3.4 Distribution

Denmark's five regions have different population densities, with the north of the country being the most sparsely populated and a large number of people living in the region around Copenhagen. The **number** of shelters varies accordingly, with the utilisation rate of shelters being lower in the less populated regions (with the exception of Zealand).

The utilisation rate of shelters in 2018 was as follows (Lev Uden Vold 2019: 3):

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<sup>59</sup> Examples for local authority quality standards are available on the websites of the Ringsted (Municipality of Ringsted 2019) and Bornholm (Municipality of Bornholm 2014) local authorities.

- Denmark overall (48 shelters), approx. 5.8 million inhabitants, not including Greenland and the Faroe Islands: 93.2 percent utilisation rate
- North Jutland (5 shelters), approx. 590,000 inhabitants: 82.4 percent utilisation rate
- South Denmark (9 shelters), approx. 1.2 million inhabitants: 85.2 percent utilisation rate
- Central Jutland (8 shelters), approx. 1.3 million inhabitants: 88.9 percent utilisation rate
- Zealand (10 shelters), approx. 830,000 inhabitants: 91 percent utilisation rate
- Capital region (16 shelters), approx. 1.8 million inhabitants: 97.2 percent utilisation rate

**Places in shelters** are therefore particularly scarce in the Copenhagen region (Danner, n. y.). The number of places in the shelters increased by 19.3 percent in 2018, from 378 to 451. This was achieved partly by establishing new shelters (54 new places) and partly by expanding the capacities of the existing facilities (24 new places) (Lev Uden Vold 2019: 3).<sup>60</sup> The shelters have an average of ten places. The spectrum ranges from four to 54 places (Ramboll 2015: 14). The figure for shelters that are accredited for men as well as women was 192 places at the end of 2018. The number fell when a shelter with 21 places was closed (ibid.: 6).

There were therefore 643 places<sup>61</sup> in shelters in 2018, 451 of which were only for women.

The **occupancy rate** varies over the course of each year, describing a wave-like pattern with troughs at the start of the year and in August: It is lowest in January and February (88.1 and 88.8 percent, respectively) and highest in November with 96.7 percent (ibid.: 4).

### 3.5 Availability

30 of 46 shelters (65 percent) were accessible 24/7 in 2017. This means that staff were available to admit women at any time (Ministry of Justice 2017). LOKK states that 41 of 58 shelters are accessible 24/7 in 2019.<sup>52</sup>

Women can contact the shelter directly or be referred by counsellors from public agencies such as the national agency “Life without Violence” or the national organisation of women’s shelters, LOKK (Guideline 9096, paragraph 130). The national advice hotline run by “Life without Violence” is also operational 24/7 to inform callers of their nearest women’s shelter.

### 3.6 Access

The following may be considered special needs’ groups in the context of accommodation in a shelter:

- Women who have been exposed to violence in the name of so-called “honour”,
- Women without residency permits/female refugees,
- Women with disabilities (physical and/or mental), and

<sup>60</sup> The number of places in men’s shelters rose from 46 to 54 in 2018 (17.3 percentage points).

<sup>61</sup> This is the number of places available to women, i.e. men, according to the agency “Life without Violence”. Numbers to accommodate children need to be deducted from this amount if persons with children come to the shelters.

- Women with addiction problems and/or mental illnesses.

There are two shelters and around 20 transitional flats for the period after leaving a shelter for women who have endured **violence in the name of so-called “honour”**.<sup>62</sup> This accommodation is also open to men. Staff from the RED Safehouses, which specialise in responding to violence in the name of so-called “honour”, sometimes share their expertise as counsellors in other shelters (Danish Government 2016: 14).

A survey by Ramboll in 2015 indicates that the **proportion of non-Danish** women in shelters was 47 percent (Ramboll 2015: 7). Non-Danish women who have been victims of violence and do not have a valid residency permit in Denmark are not entitled to services under the Danish Social Service Law, which includes specialist support services such as shelters (GREVIO 2017: 14). Asylum-seeking women whose applications have not yet been decided or have already received a positive decision can be admitted to shelters.

In Guideline 9096, paragraph 152 states that shelters should be adapted to the needs of disabled people. They must on all accounts provide details on **accessibility for people with limited mobility**. According to LOKK, 15 of the 48 shelters are suitable for disabled people and therefore accessible for people with mobility restrictions. These facilities are marked specifically in the list of shelters on the LOKK website.<sup>52</sup> LOKK states that the shelters provide interpreting for deaf women.

In 2009, LOKK published a brochure on **women and children with disabilities** in shelters (National Board of Social Services/LOKK 2009). It is aimed primarily at staff in shelters and other professionals. It is only available in Danish. The brochure is based on an evaluation of seven shelters carried out by the National Board of Social Services. The most common disability was restricted mobility; 15 percent were affected by impaired hearing. One quarter of the women had more than one disability (Knigge/Kibsgaard 2009: 3).

According to LOKK, there are two shelters that house **women with addiction problems and/or mental illnesses**. These shelters do not accept children.<sup>63</sup>

When someone is not accepted, they may file a complaint to the National Social Appeals Board (*Ankestyrelsen*) at any time up to four weeks after their rejection (Guideline 9096, paragraph 131).

### 3.7 Duration of stay

The standards of the umbrella organisation **LOKK** state that the duration of a stay in a women's shelter should be based on a professional assessment by the institution's management. The woman needs to overcome her current crisis, and all relevant legal and practical problems must be resolved. A minimum duration of three months is recommended (LOKK 2012: 4); measures to shorten the duration are not known.

Information provided by LOKK indicates that the **average duration of stay** for women in the shelters differs depending on the type of violence experienced. Women who had suffered physical violence remained in the shelter for 89 days on average. Women who had suffered psychological

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<sup>62</sup> <https://red-center.dk/om-red-center/om-red-safehouse/>

<sup>63</sup> This information was only available on request and does not appear to be included in any of the publicly available overviews.

violence stayed for 76 days. For women who had experienced sexual violence, the stay was lengthened by an average of 24 days (National Board of Social Services 2017: 24).

During the **transition from the women's shelter** into independence, the women shall be accompanied by a well-structured and close support – especially as part of the legally required coordination counselling programme (refer to [Chapter 3.2](#)).<sup>64</sup> Besides the coordination counselling, “Life without Violence” offers follow-up support groups after a stay in a women's shelter or ambulatory services (refer to [Chapter 2.1.1](#)).

**RED Safehouse** has 21 transitional flats that are available for use after a stay in a women's shelter. The women have greater independence than in the shelters. These apartments are used as transitional homes after a period in a shelter. Residents can stay for one year at most.<sup>65</sup>

### 3.8 Miscellaneous

Denmark is making efforts to ensure the consistent **collection and storage of data** for women in shelters. The data includes information on injuries, previous contact with institutions, age, socioeconomic status, origin, housing circumstances, children and details about the perpetrator. Around 30 percent of women consent to the storage of their data in connection with their passport number. This association with the passport number enables the organisation a follow-up after a stay. Among other things, data can be connected from the national crime statistics, the national register of patients or housing data, thus permitting conclusions on the effectiveness of the woman's stay in the shelter. Statistics Denmark manages the dataset which can be accessed by scholars and other relevant stakeholders.<sup>66,67</sup>

The National Board of Social Services performed an evaluation of the **CTI Method** (Critical-time Intervention-Method) between 2015 and 2018 in order to improve the counselling services provided to women leaving a shelter (coordination counselling) (refer to [Chapter 3.2](#)). The aim was to reduce the proportion of women returning to a shelter to seek refuge. Conducted by Deloitte, the evaluation revealed positive outcomes (Deloitte 2019).<sup>68</sup> The CTI Method consists of three phases, each of which lasts three months, during which responsibility and initiative is gradually transferred from the caseworker to the person undergoing a critical transition. The first step is to prepare a plan that contains the relevant support persons and services, who should then provide a network that the person can turn to (outside of the shelter). The woman is able to maintain the network by herself after nine months, without needing support from the caseworker. A manual for applying the CTI Method (National Board of Social Services 2018) and other materials for documenting and implementing the method were placed online.<sup>69</sup> The National Board

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<sup>64</sup> <https://vidensportal.dk/voksne/vold-i-naere-relationer/indsatser-1/cti>

<sup>65</sup> <https://red-center.dk/safehouse/hvad-tilbyder-vi/sikre-opholdssteder/>

<sup>66</sup> <https://eige.europa.eu/gender-based-violence/good-practices/denmark/nationwide-registration-women-shelters>

<sup>67</sup> Nevertheless, both GREVIO and EIGE strongly criticise Denmark for having neglected to disaggregate data in official police statistics based on gender. Moreover, the data does not include ages, types of violence and relationships with the perpetrator (GREVIO 2017: 8). An alternative report by the European Institute for Gender Equality states the opposite: <https://eige.europa.eu/gender-based-violence/good-practices/denmark/police-report-cases>.

<sup>68</sup> The Deloitte evaluation is only available in Danish. The competent staff at the National Board of Social Services can also provide information on the findings in person, either in English or German: <https://socialstyrelsen.dk/tvaergaende-omrader/dokumenterede-metoder-voksne-og-handicap/om/cti>.

<sup>69</sup> <https://socialstyrelsen.dk/tvaergaende-omrader/dokumenterede-metoder-voksne-og-handicap/om/cti>

of Social Services offers training for professionals who want to use the CTI Method in their district or institution (including for other critical transitions, such as out of homelessness).<sup>70</sup>

Together with LOKK and the Ole Kirk Foundation, the Mary Foundation hands out **rucksacks** with practical utensils and toys for children who enter a shelter with their mother. 80 percent of shelters use the rucksack as an educational teaching aid, for example to engage with the children in conversation. An evaluation by the National Danish Centre for Social Research confirmed that the measure has a positive effect.<sup>71</sup>

### 3.9 Assessment

There appears to be a substantial number of places:

Based on the recommendations of the Istanbul Convention (1 family place per 10,000 head of population) (CoE 2011: 25), Denmark would need 580 places. In 2018, 643 places were available for women and men, of which 451 were for women only. This means the number of places in Denmark (with women's and men's places taken together) is in line with the recommendations of the Istanbul Convention. However, if only the places available to women are counted, Denmark falls short of the Istanbul Convention recommendation.<sup>72</sup>

There are some accessibility problems regarding the available shelters.

First, demand is greatest in the metropolitan region of Copenhagen, so shelters there frequently reach their occupancy limits. According to GREVIO, there are often bottlenecks and instances of emergency housing that do not meet the defined standards for shelters accommodating women who have experienced violence (GREVIO 2017: 34). Especially women with several children may experience difficulties gaining access to the relatively small shelters (ibid.).

Women are also required to pay a contribution to their stay at the refuge. This amount may be covered by the local authority if the women are lacking the necessary financial resources.

Women without valid residency status are particularly affected by the accessibility problems, as they are not admitted into the shelters. Women with addiction problems and/or mental illness are only accepted in two shelters. Around a third of the shelters can accommodate women with restricted mobility.

Denmark's sometimes gender-neutral approach (refer to [Chapter 2.5](#)) is only reflected to a certain extent in the shelters. Of the 48 shelters, 42 are exclusively open to women and their children.

The fact that some quality assurance measures have been defined for the shelters should be noted positively, for instance the requirement that circumstances and services at the shelter must

<sup>70</sup> <https://socialstyrelsen.dk/tvaergaende-omrader/dokumenterede-metoder-voksne-og-handicap/udviklings-og-investeringsprogrammet/fa-implementeringsstotte/stotte-til-cti>

<sup>71</sup> <https://www.maryfonden.dk/en/comfortpacks>

<sup>72</sup> Based on a total Danish population of 5.8 million in 2019.

be shown clearly. Moreover, all shelters are officially accredited and monitored by the supervisory authorities for social affairs.

It is not standard practice for the shelters to offer psychological support to the women following an acute emergency situation. However, it is mandatory for children. Ambulatory services (refer to [Chapter 2](#)) have been established as the principal means of providing psychological support after a stay at a shelter. It cannot be stated with any certainty whether this is adequate or whether specialist psychological counselling and therapy should already take place at the shelter.

There is a legal requirement to provide women with coordination counselling once they have left a shelter. Significant efforts have been made to prevent them returning to the violent situation, for example the piloting of new approaches such as the CTI Method.

## 4 Support for victims of sexual violence (Article 25)

*“Parties shall take the necessary legislative or other measures to provide for the setting up of appropriate, easily accessible rape crisis or sexual violence referral centres for victims in sufficient numbers to provide for medical and forensic examination, trauma support and counselling for victims.”*

(Article 25 IC)

The Istanbul Convention distinguishes between sexual violence referral centres that offer immediate support, especially by providing medical treatment for victims and the gathering of forensic evidence, and rape crisis centres that offer support in the longer term, especially in the form of psychological counselling and legal assistance. However, the States Parties are not instructed to establish both forms of crisis centres (CoE 2011: 26).

Multiple studies in recent years have shown sexual violence and rape as a major and often underestimated problem in Denmark and other Nordic states (AI 2019a) (refer to the [Excursus: Nordic paradox](#)). Activists are calling for the state to take action, starting with the amendment of the legal definition of rape itself.<sup>73</sup> Furthermore, they also insist that victims of sexual violence must not face barriers and victim-blaming when they turn to state authorities. There are many personal accounts of these incidents in Denmark and in other Nordic countries (ibid.).

### 4.1 Sexual violence referral centres for victims of sexual violence

In Denmark, specialised **centres for rape victims** (*Centre for Voldtægtsofre*) in hospitals offer acute assistance and care after a rape.

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<sup>73</sup> The definition of sexual violence and rape in Denmark means that the mere absence of consent on the part of the victim is not sufficient to constitute a criminal offence, unless the perpetrator has threatened or actually inflicted violence (Paragraph 216 Criminal Code).

### 4.1.1 Services

There are nine **Centres for Rape Victims** (*Centre for Voldtægtsofre*) nationwide<sup>74</sup>. They are located in hospitals, mostly in university clinics, and are sometimes attached to the gynaecological department.

They offer the following services free of charge (GREVIO 2017: 35):

- Out- and inpatient treatment for people aged 15 and over<sup>75</sup>
- Forensic examination, DNA evidence, evidence gathering and documentation of injuries; report on other details provided by the victim by medical personnel
- Medical investigation, treatment and care: tests for pregnancy, infections and sexually transmitted diseases, amongst others
- Psychological care (maximum of five sessions, in some cases more)
- If necessary, contacting of the police
- Counselling of dependent persons

The clinics do not have a time limit within which victims must visit the clinic in cases of violence.

The Centre for Rape Victims in Aarhus<sup>76</sup> has a video on its website in which a member of staff explains and shows what people seeking help can expect. The websites of the individual sexual violence referral centres provide information on the procedure of treatment in varying degrees of detail.

In cases of sexual abuse in the family, the website links to the Centre for Victims of Sexual Abuse East (*Center for Seksuelt Misbrugte Øst*)<sup>77</sup>. This is not a sexual violence referral centre (see Chapter 4.1.7).

The centres for rape victims in Aarhus and Copenhagen are involved in research into sexual violence. The centre in Aarhus runs regular training courses for professionals from the other sexual violence referral centres. The crisis centre in the *Rigshospitalet* in Copenhagen also offers training for medical and non-medical professionals, which is intended to teach a more sensitive approach to victims of rape.<sup>78</sup>

### 4.1.2 Funding and bases

The centres are mostly funded via the regions (Ministry of Justice 2017: 26). The university clinic in Aarhus receives additional funding from the Ministry of Health and from companies, private donors and foundations such as *A.P. Møllerske* (Aarhus Universitetshospital 2018: 6).

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<sup>74</sup> <http://erduitvivi.dk/>

<sup>75</sup> The Rigshospitalet in Copenhagen treats children under the age of 15 in the event of sexual abuse <https://www.rigshospitalet.dk/afdelinger-og-klinikker/julianemarie/center-for-seksuelle-overgreb/boern/Sider/default.aspx>.

<sup>76</sup> <https://www.voldtaegt.dk/>

<sup>77</sup> <https://csm-danmark.dk/ost/om-csm-ost/>

<sup>78</sup> <https://www.rigshospitalet.dk/english/departments/juliane-marie-centre/centre-for-victims-of-sexual-assault/Pages/default.aspx>

### 4.1.3 Standards

A forensic investigation is carried out on victims of rape, even when there is no immediate intention to report a crime.<sup>79</sup> The DNA evidence is stored for up to six months.<sup>80</sup>

### 4.1.4 Distribution

There are nine centres for rape victims nationwide. One centre in north Jutland and two in each of the other four regions.

### 4.1.5 Availability

Most centres are open and accessible 24/7.

### 4.1.6 Access

The National Board of Social Services has published treatment guidelines aimed at psychological professionals treating people with impairments and disabilities who have been sexually abused.<sup>81</sup> The guidelines were developed in partnership with the Centre for Rape Victims at the university clinic in Aarhus and the Centre for Victims of Sexual Abuse at the *Rigshospitalet* in Copenhagen.

There is no detailed information available on the centres for non-Danish-speaking women.

### 4.1.7 Miscellaneous

There are three regional centres (*Center for Seksuelt Misbrugte*, CSM Center)<sup>82</sup> in which persons suffering from the **long-term effects of childhood sexual abuse** can receive free counselling and treatment. Both individual and group therapy are provided. The centres are run by four independent institutions. All three centres are part of the countrywide network of the national knowledge and special counselling organisation for the sector, VISO<sup>44</sup>. The CSM centres are financed by the health, social affairs and labour market fund (*Satspuljen*). The Centre for Victims of Sexual Abuse East (*Center for Seksuelt Misbrugte Øst*) is accredited by the Danish Sector Association for Free Social Advice. The three CSM centres are in Copenhagen, Odense in southern Denmark and Aarhus in central Jutland

## 4.2 Rape crisis centres for victims of sexual violence

Denmark does not have dedicated contact points with a particular focus on working with people affected by sexual violence or rape, apart from the **centres for rape victims** (refer to [Chapter 4.1](#)).

The centres for rape victims can be contacted even years after the incident. [In addition to acute aid, the centres also offer a small amount of psychological counselling and treatment, counselling](#)

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<sup>79</sup> The Council of Europe also recommends this practice (CoE 2011: 26).

<sup>80</sup> <https://www.voldtaegt.dk/fa-hjalp/nar-du-kommer-til-centret/>

<sup>81</sup> <https://socialstyrelsen.dk/handicap/udviklingshaemning/temaer/sekssualitet/behandling>

<sup>82</sup> <https://csm-danmark.dk/>

by social workers and sexological counselling. However, GREVIO and others have stressed that this is not provided systematically or to an adequate sufficient extent (GREVIO 2017: 35).

### 4.3 Assessment

The sexual violence referral centres are well resourced for the provision of acute aid: They can be reached 24/7 and offer all necessary forensic and medical services.

According to the recommendations of the Istanbul Convention, Denmark should have 29 crisis centres (one centre for every 200,000 inhabitants). This is equivalent to a shortfall of 20 centres. However, Denmark is a small country in terms of territorial size, so that the centres might still be reachable when necessary.

Available research confirms the impression conveyed in the alternative report that the general population is not adequately aware of the information about sexual violence referral centres (Danish National Observatory on Violence against Women 2017: 22). This weakens their position as low-threshold support services. The sexual violence referral centres are included in the list of specialised services drawn up by the national agency “Life without Violence”.

While sexual violence referral centres are, in comparative terms, available comprehensively, there are no specialised rape crisis centres or services for long-term support after sexual violence. In general, the sexual violence referral centres offer only five psychology sessions at maximum. There is therefore no assurance of long-term psychological care. It is not possible to obtain any information on group therapies or self-help groups that are offered or facilitated by the centres. With their focus on domestic violence, the ambulatory services listed under the specialist support services, such as “Tell Someone” (see [Chapter 2.1](#)), are not dedicated to meeting the needs of women affected by forms of sexual violence and rape.

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<sup>83</sup> All internet sources are currently available [16/06/2020].

## 6 Annex

### I. Link list

#### a. General

- EIGE – European Institute for Gender Equality, Gender Equality Index: <https://eige.europa.eu/gender-equality-index/2015>
- End FGM European Network: <https://www.endfgm.eu/>
- FRA – EU Agency for Fundamental Rights (2012): Survey on gender-specific violence against women: <https://fra.europa.eu/de/publications-and-resources/data-and-maps/gewalt-gegen-frauen-eine-eu-weite-erhebung>
- UN Women – Global Database on Violence against Women: <http://evaw-global-database.unwomen.org/>
- WAVE – Women Against Violence Europe: <https://www.wave-network.org/>

#### b. Denmark

- “Advice for Life” (“Råd Til Livet”): <https://www.maryfonden.dk/da/r%C3%A5d-til-livet>
- Centre for After-Effects of Sexual Abuse (Center for Seksuelt Misbrugte, CSM Center): <https://csm-danmark.dk/>
- Centre for Rape Victims (Centre for Voldtægtsofre) - <https://www.voldtaegt.dk/>
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- Danish Stalking Center (Dansk Stalking Center): <https://www.danskstalkingcenter.dk/>
- Department of Gender Equality (Ligestillingsafdelingen): <http://um.dk/da/ligestilling/>
- Ethnic Youth (Etnisk Ung) (since merged with RED Center): <https://www.etniskung.dk/>
- Life without Violence (Lev Uden Vold): <https://levudenvold.dk/>
- Mary Foundation (Mary Fonden): <https://www.maryfonden.dk/>
- Ministry of Children and Social Affairs (Børne- og Socialministeriet) – violence and crisis: <https://socialministeriet.dk/arbejdsomraader/udsatte-voksne/vold-og-krise/>
- Ministry of Immigration and Integration (Udlændinge- og Integrationsministeriet) – Honour-Based Conflicts and Negative Social Control: <http://uim.dk/arbejdsomrader/aeresrelaterede-konflikter-og-negativ-social-kontrol>
- Mothers’ Aid Foundation (Moedrehjaelpen): <https://moedrehjaelpen.dk/>
- National Board of Social Services (Socialstyrelsen) – intimate relationship violence: <https://socialstyrelsen.dk/voksne/vold-i-naere-relationer>

- National Organisation for Knowledge and Special Advice, VISO (Nationale videns- og specialrådgivningsorganisation) – advice around honour-based conflicts:  
<https://socialstyrelsen.dk/viso/udvalgte%20indsatsomraader/aeresrelaterede-konflikter>
- National Organisation of Women’s Shelters, LOKK (Landesorganisation af Kvindekrisecentre): <http://www.lokk.dk/>
- “Out of the Shadow of Violence” (“Ud af voldens skygge”):  
<https://moedrehjaelpen.dk/forside/det-goer-vi/radgivning/ud-af-voldens-skygge/>
- RED Center against Honour-Related Conflicts (RED Center mod æresrelaterede konflikter):  
<https://red-center.dk/>
- Sector Association for Free Social Advice Denmark (Rådgivnings Danmark):  
<https://www.raadgivningsdanmark.dk/>
- “Tell Someone” (“Sig det til nogen”): <https://danner.dk/sigdettilnogen>

## II. List of Translations (English – Danish)

English	Danish
“Advice for Life”	“Råd til livet”
Centre for Rape Victims	Centre for Voldtægtsofre
Centre for Victims of Sexual Abuse	Center for Seksuelt Misbrugte, CSM Center
Counselling Centre for Violence against Foreign Women	Vold Mod Udenlandske Kvinder
Danish Social Service Law	Serviceovens
Danish Stalking Center	Dansk Stalking Center
Department of Gender Equality	Ligestillingsafdelingen
Ethnic Youth (since merged with RED Center)	Etnisk Ung
“Guardian Angel App”	Skytsengel App
Guideline No. 9096 on Housing for Adults	Vejledning om botilbud m.v. til voksne
Health Act	Sundhedsloven
Health, Social Affairs and Labour Market Fund	Satspuljen
Immigration Service	Udlændingestyrelsen
Integration minister (2001 to 2011)	Integrationsministe
Life without Violence	Lev Uden Vold
Mary Foundation	Mary Fonden
Ministry of Children and Social Affairs	Børne- og Socialministeriet
Ministry of Employment	Beskæftigelsesministeriet

Ministry of Finance	Finansministeriet
Ministry of Foreign Affairs	Udenrigsministeriet
Ministry of Health	Sundheds- og ældreministerier
Ministry of Immigration and Integration	Udlændinge- og Integrationsministeriet
Mothers' Aid Foundation	Moedrehjaelpen
National Board of Social Services	Socialstyrelsen
National Office for Services	Servicestyrelsen
National Organisation for Knowledge and Special Advice, VISO	Nationale videns- og specialrådgivningsorganisation, VISO
National Organisation of Women's Shelters, LOKK	Landesorganisation af Kvindekrisecentre
National Social Appeals Board	Ankestyrelsen
"Out of the Shadow of Violence"	"Ud af voldens skygge"
RED Center against Honour-Related Conflicts	RED Center mod æresrelaterede konflikter
RED Consulting	RED Rådgivning
Sector Association for Free Social Advice Denmark	Rådgivnings Danmark
Social Regulation Act	Socialtilsynslovens
Social Regulatory Bodies	Kommunalbestyrelsen
"Tell Someone"	"Sig det til nogen"
Victims' Fund	Offerfonden



## Current Publications

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- Wittenius, Marie (2020): [Perspectives on the new LGBTI strategy announced by the European Commission](#), Newsletter No. 1/2020.
- Schliffka, Christina (2020): [Demographic change in border regions – Cross-border cooperation to safeguard services of general interest](#), Working Paper No. 20.
- Molter, Sarah / Schliffka, Christina (2020): [Tackling Child Poverty and Social Exclusion – Approaches and Experiences of State Support for Children in Europe](#), Documentation of the European Expert Meeting on 27 May 2019 in Berlin.
- Lange, Katrin / Molter, Sarah (2019): [Digital violence against women: new forms of violence and approaches to fight them in Europe](#), Newsletter No. 2/2019.
- Molter, Sarah / Schliffka, Christina (2019): [Growing up with good opportunities – How can state support reach all children and families?](#) Newsletter No. 1/2019.
- Gärtner, Debora / Reinschmidt, Lena (2019): [Farewell to the supplementary-earner model – but where to now? Aims and requirements of reconciliation policy from a gender equality perspective](#). Documentation of the European Expert Meeting on 1 and 2 October 2018 in Berlin.
- Merkle, Maïke (2018): [Volunteering in hospice and palliative care in France and in Poland](#). Working Paper No. 19.



The Observatory analyses sociopolitical developments in Europe and considers their potential impact on Germany. To this end, it carries out research and studies – often comparative analyses of the general European context –, monitors European developments, and organises European conferences. Its aim is to link stakeholders so as to promote European exchanges and encourage mutual learning.

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