



International Covenant on Civil and Political Rights

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Human Rights Committee

List of issues prior to submission of the seventh periodic report of Denmark*

A. General information on the national human rights situation, including new measures and developments relating to the implementation of the Covenant

1. Please provide information on measures taken to implement the recommendations contained in the Committee's previous concluding observations,¹ including any relevant statistical data, and provide the information requested by the Committee in its report on follow-up to the concluding observations.² Please report on any other significant developments in the legal and institutional framework within which human rights are promoted and protected that have taken place since the adoption of the Committee's previous concluding observations. Please also report on any recent review of the necessity of the reservations to articles 10 (3), second sentence, 14 (1), (5) and (7) and 20 (1) of the Covenant, with a view to withdrawing them, and indicate what consideration has been given in the course of such review to the Committee's interpretation of these provisions.

B. Specific information on the implementation of articles 1 to 27 of the Covenant

Constitutional and legal framework within which the Covenant is implemented (art. 2)

2. With reference to the previous concluding observations (para. 12),³ please describe the measures taken to ensure full and effective compliance with the Views adopted in respect of the State Party, ensuring access to an effective remedy in the event of a violation of the Covenant, especially in deportation cases. Please provide information on the steps taken to give full effect to the provisions of the Covenant in national legislation, and to raise awareness of the Covenant and the Optional Protocol thereto among judges, lawyers, prosecutors and the public; and to ensure that national courts apply the provisions of the Covenant directly. Please indicate examples of cases in which the provisions of the Covenant have been referred to by national courts.

3. In the light of the Committee's previous concluding observations (para. 10), please provide information regarding the ongoing efforts to establish a national human rights institution in the Faroe Islands that conforms to the principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles). With regard to the Danish Institute for Human Rights, please provide information on any measures

* Adopted by the Committee at its 144th session (23 June–17 July 2025).

¹ [CCPR/C/DNK/CO/6](#).

² [CCPR/C/125/2/Add.4](#).

³ Unless otherwise indicated, paragraph numbers in parentheses refer to [CCPR/C/DNK/CO/6](#).



taken: (a) to amend the Act on the Danish Institute for Human Rights (No. 553 of 2012) to establish an independent and objective procedure for the removal of the Institute's board members; (b) to ensure legal protection for the Institute's board members and staff against liability for actions undertaken in their official capacity; and (c) to guarantee the provision of adequate funding to enable the Institute to effectively fulfil its mandate.

Non-discrimination (arts. 2 and 26)

4. Please provide information on the legislative and other measures taken within the reporting period to prevent and combat discrimination on the basis of gender identity, sexual orientation, disability, race, ethnicity, religion and/or nationality, including in Greenland and the Faroe Islands. Please indicate the measures taken to ensure the effective and timely enforcement of the right to equal treatment in all sectors of society, including by specifying: (a) the steps taken to address the increasing number of complaints received by the Board of Equal Treatment, including by ensuring that it is adequately resourced to carry out its mandate effectively and without undue delay; and (b) whether steps have been taken to expand the mandate of the Board of Equal Treatment to all forms of discrimination and to all groups and individuals, in particular lesbian, gay, bisexual and transgender persons and persons with disabilities, for matters not related to the labour market. Please describe the measures taken to review and amend discriminatory legislation, including the set of laws previously known as the "Ghetto Package", and to eliminate discriminatory terminology in policy and in law.

5. Please provide information about the prevalence of hate speech and hate crimes within the State Party, and describe the measures taken during the reporting period to curb such acts by public officials, political figures, media outlets and private individuals, including in the Faroe Islands and Greenland, and increase reporting by potential victims. In this regard, please also describe the initiatives covered by the Action Plan against Racism aimed at fighting hate speech and provide statistical data on the prosecution of hate speech and hate crimes and the outcomes of such prosecution. Please provide information on the efforts made to prevent and eliminate racial and ethnic profiling by law enforcement, including the steps taken to explicitly prohibit this practice.

Gender equality (arts. 3, 25 and 26)

6. With reference to the Committee's previous concluding observations (paras. 16 and 18), please provide updated information on: (a) the measures taken to address and reduce the persistently high gender wage gap, including any legislative, policy or institutional initiatives adopted during the reporting period; and (b) the steps taken to promote the equal representation of women in political and public life, particularly in elected and executive bodies and leadership roles in the private sector, including in Greenland and in the Faroe Islands. Please provide detailed information on the Gender Balance Act, including its objective and scope, the activities undertaken to eliminate structural barriers to gender equality in the labour market, measures adopted to ensure its effective implementation and enforcement, and any monitoring mechanisms in place and their outcomes to date.

Violence against women, including domestic violence (arts. 3, 7 and 26)

7. In view of the Committee's evaluation of the information on follow-up to the concluding observations, please provide information on the measures taken: (a) to ensure effective prevention measures and early identification of all forms of violence against women and girls, including femicide, physical violence or threats, sexual violence and/or psychological violence by an intimate partner or other family member, including by addressing the underlying gender norms and stereotypes fuelling violence against women; (b) to encourage and facilitate the reporting by victims of cases of violence, including by combating social stigma and increasing victims' access to justice; and (c) to ensure that perpetrators are prosecuted and, if convicted, are punished with adequate sanctions and that victims are compensated. Please provide disaggregated data on all forms of gender-based violence, specifying the number of complaints, investigations, prosecutions and convictions, including the penalties imposed, during the reporting period, including in the Faroe Islands and Greenland.

Voluntary termination of pregnancy, and sexual and reproductive rights (arts. 6–8)

8. Please report on any measures taken during the reporting period to ensure access to adequate and affordable sexual and reproductive health services for all, including in Greenland and the Faroe Islands. In particular, please: (a) describe the efforts made by the State Party to ensure adequate access to safe abortion services for all individuals, including in cases where the pregnancy is the result of rape, and provide statistical data on the number of requests submitted to the Danish Abortion Council, including the number of requests denied, and the grounds for such denials; and (b) describe the efforts made by the State Party to implement education and awareness-raising programmes, especially youth-friendly programmes, and training for healthcare providers on the importance of using contraceptives and on sexual and reproductive health and rights. Please also provide updated information on investigations related to the involuntary insertion of intrauterine devices in women and girls in Greenland and measures taken to ensure that Indigenous women and girls who received intrauterine devices without their free, prior and informed consent are provided with redress, including full and adequate reparation.

Right to life (art. 6)

9. In the light of the Committee's general comment No. 36 (2018) on the right to life (paras. 26 and 62), please provide information on efforts to prevent and mitigate the effects of climate change and environmental degradation, including rising sea levels, and glacier and coastal erosion, particularly on the right to life, throughout the State Party and especially in Greenland and the Faroe Islands. Please also share any information regarding measures taken to ensure inclusive processes for the participation of civil society groups and the public, including women, persons with disabilities, Indigenous Peoples, and rural communities, in the development and implementation of climate change laws and policies, and to adopt a precautionary approach in order to protect persons, including those who are in the most vulnerable situations, in particular children and older persons, from the negative impact of climate change and natural disasters.

10. Please describe the measures adopted to prevent and combat suicide, particularly in Greenland, including efforts to address its root causes and to improve suicide prevention strategies. Please also provide information on the services and support mechanisms available for individuals at risk of suicide, including access to culturally appropriate mental healthcare, crisis intervention and community-based support, particularly for Indigenous communities and youth. Please provide updated, disaggregated statistical data on the incidence of suicide in the State Party, including in Greenland, disaggregated by age, sex, ethnicity and region.

Prohibition of torture and other cruel, inhuman or degrading treatment or punishment (arts. 7 and 10)

11. Bearing in mind the previous concluding observations (paras. 22 and 24), please report on any steps taken to prevent, investigate and punish all acts of torture and cruel, inhuman or degrading treatment, and provide relevant statistical data. Please also include information on: (a) the measures taken to ensure that the definition of torture in the Danish Penal Code is fully aligned with international standards, and that torture is considered a distinct offence under the Penal Code of Greenland; and (b) steps taken to abolish the use of solitary confinement of minors and reduce the use of solitary confinement for persons deprived of their liberty, ensuring that it is used only in exceptional cases as a last resort, and for as short a time as possible, and is subject to independent review. In this regard, please provide information on any measures taken to develop alternative measures to the use of solitary confinement, and to ensure that mechanisms are in place to mitigate the harmful psychological effects of solitary confinement, including for those detainees who voluntarily choose to be excluded from association.

Treatment of persons deprived of their liberty, and liberty and security of person (arts. 9 and 10)

12. Please report on the legislative and other measures taken to improve conditions in places of detention, in particular in remand detention facilities, including efforts to address and reduce overcrowding and any initiatives undertaken to reduce the number of pretrial

detainees and the duration of their detention. Please indicate any measures adopted to promote the use of non-custodial alternatives to detention, in accordance with the provisions of the Covenant and the United Nations Standard Minimum Rules for Non-custodial Measures (the Tokyo Rules), and to ensure the effective separation of pretrial detainees from convicted persons. Please provide updated information on the State Party's plans to establish detention facilities outside its territory for the incarceration of third-country nationals who have committed crimes and are awaiting deportation, and describe the measures in place to monitor respect for their human rights and ensure that such practices are fully in line with the provisions of the Covenant and with international standards, including the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules).

13. In the light of the Committee's previous concluding observations (para. 26), please provide updated information on the measures taken to improve the conditions and treatment of individuals in psychiatric institutions. In particular, please describe efforts to reduce the use of coercive measures, including physical and chemical restraints, and to promote the development and implementation of non-coercive alternatives. Please also provide information on the measures adopted to prevent and address violence against persons with disabilities in institutional settings, including psychiatric and social care institutions. In this regard, please describe the specific actions taken to combat the high incidence of sexual violence against women and girls with disabilities, particularly in facilities located in Greenland.

Trafficking in persons (arts. 8 and 24)

14. Bearing in mind the Committee's previous concluding observations (para. 30), please provide information on the measures adopted to prevent and combat trafficking in persons, including trafficking in children, and describe the steps taken to ensure the effective implementation of the provisions of the National Action Plan for Women, Peace and Security (2025–2029) that address trafficking in persons. In this regard, please provide information on investigations, prosecutions and convictions of perpetrators, specifying the severity of the penalties imposed and whether they are of a criminal or an administrative nature, and on the provision of protection, including shelters, and redress to victims. Please also provide information on any investigations, prosecutions, convictions and sanctions concerning government employees suspected of complicity in trafficking offences. Please indicate the steps taken to grant residence permits, work permits, and longer-term residency to victims of trafficking.

Treatment of aliens, including migrants, refugees and asylum-seekers (arts. 7, 9 and 13)

15. Please indicate the steps taken to amend the Aliens Act, in particular section 37 k thereof, to ensure that the detention of migrants and asylum-seekers lasts for the shortest possible period of time and is subject to periodic review by an independent judicial body and that non-custodial measures are available in practice, and to reduce restrictions on family reunification for persons under temporary protection status. Please provide updated information on efforts made to improve detention conditions, in particular at the detention facilities of Vridsløselille and Ellebæk. Please explain whether the State Party plans to review the "tolerated stay" regime to ensure that persons do not have to stay in a return centre for an indefinite period and are able to choose their own residence and to work.

16. Please provide information on measures taken to ensure that all persons applying for international protection in the State Party have access to fair and efficient asylum procedures, protection against refoulement and an appeal mechanism with suspensive effect against negative decisions on asylum. Please comment on the State Party's so-called "zero refugee" policy and on reports of the confiscation of migrants' assets at the borders, including information on the value of assets confiscated, and provide updated information on the State Party's plans to externalize its asylum procedures and to establish reception centres in a third country, including on the legal safeguards available to asylum-seekers. Please provide information on the measures taken to ensure that the withdrawal of refugees' residence permits by the Danish Immigration Service, including those granted to persons from the

Syrian Arab Republic, complies with the State Party's human rights obligations, in particular the right to respect for private and family life.

Access to justice, independence of the judiciary, and right to a fair trial (arts. 2 and 14)

17. In the light of the Committee's general comment No. 32 (2007) on the right to equality before courts and tribunals and to a fair trial, please describe all measures taken to protect the presumption of innocence, including efforts made to ensure the adequate implementation of legal procedures for post-conviction revision or re-opening of convictions based on newly discovered evidence of innocence. Please also indicate the efforts taken to strengthen due process and the right to a fair trial throughout the State Party, including in Greenland and the Faroe Islands. In this regard, please provide information on measures taken to ensure that Indigenous persons have equal access to justice and due process, including with regard to the availability of legal information, laws and judicial procedures in Greenlandic; the training provided to legal personnel on human rights standards relevant to Indigenous Peoples; and the efforts undertaken to address language and cultural barriers in legal proceedings.

Right to privacy (art. 17)

18. Please provide information on the legal framework governing the collection, processing and retention of personal data by intelligence services, particularly in the context of open-source intelligence. In this regard, please: (a) provide information on ongoing efforts to expand the capacity of the Danish Security and Intelligence Service for large-scale data collection through open-source intelligence, and explain the legal safeguards in place to ensure that such practices conform to the obligations under the Covenant and that any interference with the right to privacy complies with the principles of legality, necessity and proportionality; and (b) provide information on the revised data retention framework adopted in 2024, explaining how rules permitting mass data retention without individualized justification comply with international human rights standards. Please also provide detailed information on Act No. 666 of 11 June 2024, which amends the legal framework governing the Danish Intelligence Oversight Board, particularly with regard to the measures in place to ensure the Board's independence and impartiality in monitoring the activities of the intelligence services.

19. Please provide information on the legal and procedural safeguards in place to ensure that the use of algorithmic systems in the administration of social benefits, including fraud detection models, complies with the State Party's obligations under the Covenant, particularly with respect to the rights to privacy and non-discrimination, and clarify whether individuals are informed when social benefit decisions are based on algorithmic assessments and whether they have access to effective remedies. Please also indicate the measures taken to prevent discriminatory impacts on persons with disabilities, older persons, migrants and those with foreign affiliations, and describe the steps taken to ensure that digitalization does not disadvantage marginalized groups through overinclusion or underinclusion, and the safeguards in place to protect the privacy of individuals who require third-party assistance to access digital services.

Freedom of conscience and religious belief (arts. 2, 18 and 26)

20. Please provide information on legislative or other measures taken to guarantee the effective exercise of freedom of religion and belief within the State Party in accordance with article 18 of the Covenant, including safeguards to ensure that any restrictions are consistent with the principles of legality, necessity and proportionality. In this regard, please describe the steps taken to combat discrimination, stigma and violence against individuals belonging to religious minorities, in particular Muslims and Jehovah's Witnesses, and to address and prevent the dissemination of hate speech against religious minorities, including by political figures and in the media, and to promote tolerance and interfaith understanding. Please also indicate the efforts taken to ensure prompt, thorough and impartial investigations into incidents of religiously motivated hate speech or violence, the prosecution of perpetrators, and the imposition of sanctions commensurate with the gravity of the acts committed.

Freedom of expression (arts. 19 and 20)

21. Please provide information on the measures taken to ensure the effective protection of the right to freedom of expression, including for media outlets and journalists, as well as for civil servants and private sector employees performing public functions in core welfare areas such as healthcare, education and childcare. In this regard, please clarify how the proposed legislation codifying civil servants' freedom of expression addresses concerns regarding self-censorship and fear of reprisals, and whether similar protections are extended to private employees delivering public services. Please also provide information on the compatibility of the amendment to section 110 e of the Penal Code, criminalizing the "improper treatment of objects with significant religious significance", with the requirements of legality, necessity and proportionality under article 19 (3) of the Covenant. In particular, please comment on concerns regarding the vagueness of the terms "improper treatment" and "objects of significant religious importance", and the potential chilling effect on legitimate expression.

Peaceful assembly (art. 21)

22. Please provide information on measures taken by the State Party to promote the right of peaceful assembly. In particular, please outline the existing legislation on the right of peaceful assembly, including any provisions applied to assembly participants related to traffic laws, and its compatibility with article 21 of the Covenant and the Committee's general comment No. 37 (2020) on the right of peaceful assembly. Please also respond to reports that participants in peaceful protests held during the reporting period, including demonstrations related to climate change, have been subjected to arbitrary arrest and fines.

Freedom of association (art. 22)

23. Please indicate the steps taken to ensure a safe and enabling environment for human rights defenders, including those supporting minorities. Please provide information on measures taken to ensure that human rights defenders and human rights non-governmental organizations, in particular those promoting and defending migrants' rights and the human rights of lesbian, gay, bisexual, transgender and intersex persons, are not subjected to smear campaigns aimed at inhibiting their work. Please respond to reports of proposed cuts in public funding of non-governmental organizations that are identified as unfavourable to the Government.

Rights of Indigenous Peoples (arts. 1 and 27)

24. Please provide information on the measures taken to ensure the right of Indigenous persons to self-identify as such, in accordance with international standards, as well as on the implementation of the Act on Greenland Self-Government and the progress towards the independence or more expansive self-governance of Greenland. Please also describe the legal and procedural safeguards in place to guarantee the right to free, prior and informed consent of Indigenous Peoples before the adoption of legislative or administrative measures that may directly affect their rights, lands, territories or resources, and prior to the approval of development projects on Indigenous territories. In particular, please provide information on the consultation processes undertaken with Indigenous communities potentially affected by the granting of tourism licences for activities in rural areas associated with Indigenous traditions and alongside rivers populated by Arctic char, and mining projects, providing updated information on the status of the Kuannersuit uranium mining project in southern Greenland, and describe the extent to which these processes ensure the effective participation of Indigenous Peoples and respect their right to free, prior and informed consent.

25. Please provide information on the use of psychometric testing in the context of child protection proceedings in Greenland, including the procedures and criteria applied in decisions concerning the removal of Indigenous children from their families and their placement in alternative care. In this regard, please clarify how such procedures take into account the cultural, linguistic and social characteristics of Indigenous Peoples, as well as relevant international standards, including those concerning the rights of Indigenous Peoples, and indicate the measures taken to ensure that Indigenous children placed in alternative care retain their cultural identity, language and connection to their community. Please also provide

information on the legislative, administrative and other measures adopted to prevent and respond to gender-based violence and sexual abuse against Indigenous women and children, particularly in Greenland, including statistical data on the prevalence of such violence, disaggregated by age, sex, ethnicity and region, and information on access to justice, support services, and culturally appropriate prevention and protection mechanisms.
