Controlled reopening of Denmark

The controlled reopening of Danish society continues in these phases.

PHASES IN THE CONTROLLED REOPENING OF THE DANISH SOCIETY

Phase 1: Plan announced 6 April 2020

As part of the efforts to limit the spread of the novel coronavirus in Denmark, the Government and the authorities have taken a number of general measures to reduce social contact, maintain social distancing and increase the effect of social distancing.

On 30 March 2020, the Prime Minister announced that the Government might commence a cautious, gradual and controlled reopening of society, provided that the population continued to observe the general recommendations on appropriate conduct and that the number of people hospitalised etc. remained stable.

It is a prerequisite of phase one of the gradual reopening of the Danish society that everybody continues to follow the directions on social distancing and good hygiene as the spread of the disease may otherwise increase rapidly and seriously challenge the healthcare capacity.

For the measures to be effective in battling COVID-19 in Denmark, every single citizen must assume responsibility to reduce social contact and maintain social distancing. This also applies among family and friends, and it is even more relevant now when the controlled reopening of the Danish society is initiated.

Phase one of the controlled reopening extended

Based on advice from the health authorities, the Government has deemed it safe from a health perspective to extend phase one of the controlled reopening of society.

The Government (the Social Democratic Party (Socialdemokratiet)) and the Liberal Party of Denmark (Venstre), the Danish People's Party (Dansk Folkeparti), the Social Liberal Party (Det Radikale Venstre), the Socialist People's Party (Socialistisk Folkeparti), the Red-Green Alliance (Enhedslisten), the Conservative People's Party (Det Konservative Folkeparti), the New Right (Nye Borgelige), the Liberal Alliance and the Alternative (Alternativet) have agreed on the following initiatives.

The parties also note that the authorities will introduce a comprehensive testing strategy for which the SSI (Statens Serum Institut) has provided a guarantee based on its professional expertise. According to this strategy, front-line workers, relatives and vulnerable groups are to be tested. Moreover, a representative sample of the Danish population is to be tested to monitor developments. Finally, the parties note that the authorities will continue their efforts to make sure that sufficient personal protective equipment is provided.

Liberal professions in which client contact cannot be avoided can reopen from 20 April 2020
• One of the measures introduced to prevent the spread of COVID-19 was a temporary ban on hairdressers and certain liberal professions, see the Executive Order Banning Large Gatherings and Banning Access to and Imposing Restrictions on Premises as a Means of Controlling COVID-19. At the same time, a temporary ban on driving lessons in driving school cars was introduced.

• These bans will be lifted as from Monday, 20 April 2020, the consequence being that business owners can now reopen their premises for customers and clients, and it will be possible to give driving lessons in driving school cars.

• A multi-sector partnership will be established for the relevant authorities, industries, trade unions and relevant organisations for the purpose of agreeing on a responsible reopening strategy.

• Enterprises comprised by the ban may find it inexpedient to open up. In that situation, enterprises previously comprised by the ban and therefore closed so far may choose to stay closed, and such enterprises will continue to receive a refund under the current scheme of up to 80 per cent of their overheads.

Liberal professions which can reopen from 20 April 2020

• Hairdressers
• Beauty parlours and massage parlours
• Body lounges
• Spa clinics
• Tattooists and body piercers
• Physiotherapists Chiropractors Occupational therapists
• Osteopaths
• Clinical dieticians
• Chiropodists
• Opticians and optometrists
• Psychologists
• The dental field, including dental technologists, dentists and dental hygienists
• The audiology field
• Private hospitals and clinics
• Driving schools
• Other premises at which clients are offered services involving close physical contact between the service provider and the client, as well as tanning studios.

Memorandum from the Ministry of Health on increased activity in the general healthcare sector and among other private healthcare providers following the announcement concerning the national health service on 13 April 2020

Download the Ministry’s list of liberal professions which can reopen

Reopening of courts, the Prison and Probation Service, research institutions, media content producers etc.

• The Courts of Denmark have set up emergency procedures to handle critical cases, but there is an urgent need for scheduling far more cases. The courts are therefore urged to reopen as quickly as possible to hear as many cases as possible. The Agency of Family Law (Familieretshuset) will also open for child interviews and supervised visitation, which are very critical activities specifically for children.

• When it is deemed safe from a health perspective, the Prison and Probation Service (Kriminalforsorgen) will gradually summon offenders to start serving their prison sentences.

• Research laboratories will partially reopen to researchers and students to enable them to complete their post-doc or PhD degrees and to continue research trials and research projects that would otherwise be wasted.

• Some domestic production of Danish media content for the radio and TV channels DR and TV2 will also open up.

• A multi-sector partnership will be established for each of the above-mentioned tracks for the purpose of agreeing on a responsible reopening strategy.

Elderly and vulnerable citizens as well as marginalised young people

• Partnerships will be established across authorities, civil society, cultural institutions, private players and the public sector to develop initiatives countering loneliness and vulnerability and supporting marginalised children and young people.

• New methods will be developed to facilitate visits from family and relatives in a safe manner from a health perspective.
• The parties will discuss in detail over the next days the individual initiatives with the ministers and authorities responsible for the relevant fields.

**Subsequent phases of a controlled reopening**

In week 17 (20–26 April 2020), the parties will resume negotiations for the second and subsequent phases of the reopening of the Danish society to agree on an aggregate plan for finding a way out of the COVID-19 crisis. The aim is to clarify when further restrictions can be lifted and under what conditions. Assessments must be made of the health and economic perspectives of all initiatives.

The parties note that the health authorities have introduced a number of general recommendations on good hygiene, social distancing etc. However, additional initiatives may be required in certain sectors to avoid the spread of novel coronavirus. A number of multi-sector partnerships will now be established as forums to further the dialogue between authorities, relevant trade organisations and trade unions and other relevant organisations about how to reopen society in a responsible manner. The purpose of the multi-sector dialogue is to create a common understanding of the concept of reopening in a responsible manner to help the individual sectors prepare for the reopening.

**Recent reopening initiatives**

**Day-care facilities**

Day-care facilities will open as quickly as possible as from 15 April 2020 when the individual local councils consider it safe in view of the directions of the health authorities. The Ministry of Children and Education and the Ministry of Health will issue directions for a safe reopening process taking into account the need to maintain good health at day-care facilities. Employees must follow the general recommendations of the health authorities. For further details, see the websites of the Danish Health Authority and the Ministry of Children and Education.

**Elementary schools**

Schools will open as quickly as possible as from Wednesday, 15 April 2020 for pupils from pre-school through fifth grades and from classes for pupils with special needs from all grades when the individual local councils consider it safe in view of the directions of the health authorities. Before- and after-school care (for pupils up to the fifth grade) will open at the same time. The Ministry of Children and Education and the Ministry of Health will issue directions for a safe reopening process taking into account the need to maintain good health at the institutions. All pupils with high-risk family members can stay at home at the parents’ choice. Employees must follow the general recommendations of the health authorities. For further details, see the websites of the Danish Health Authority and the Ministry of Children and Education.

As regards tests and examinations, the final general proficiency marks, which must be given as late in the school year as possible, will replace examination marks. The Ministry of Children and Education will lay down detailed rules.

**General and vocational upper secondary education and higher education**

Institutions of general and vocational upper secondary education will remain physically closed, except for students of upper secondary education in the third grade of upper secondary schools (3.g), the second grade of the higher preparatory examination course (2.hf), classes for students with an autism spectrum disorder and classes for students enrolled in vocational upper secondary education courses (EUX) who will take their school-leaving examination this summer. The Government will discuss with the other parties in Parliament how 3.g and 2.hf students can take their examinations.

Solutions have already been made for the journeyman’s tests under the vocational education and training programmes. All pupils with high-risk family members can stay at home at the parents’ choice. Employees must follow the general recommendations of the health authorities. For further details, see the websites of the Danish Health Authority and the Ministry of Children and Education.

Institutions of higher education will remain physically closed, except for students in the last semester of their education programmes who will become qualified to perform critical functions in the healthcare sector (including the social and healthcare training programme (SOSU)).

**The private sector labour market**

All private sector employers were urged on 13 March 2020 to ensure that as many employees as possible work from home etc., that physical meetings etc. are held only if absolutely necessary, and that other relevant measures are initiated to promote appropriate conduct at the workplace.
The authorities will enter into a dialogue with the relevant trade associations and trade unions about the process for letting employees who have worked from home return to the physical workplace as from Tuesday, 14 April 2020 if they can perform their work in a fully safe manner, including by maintaining the other existing measures and following the general directions for appropriate conduct, social distancing etc. The workplaces should maintain focus on flexibility by maintaining the possibility to work from home, the use of online meetings, staggered working hours etc.

**Vocational training for unemployed people with a specific job opening**

Unemployed people who are offered vocational training requiring attendance in person as a condition for taking up a new position will now be allowed to appear in person. Adult vocational training courses (AMU) will be opened for unemployed people who require a specific qualifying certificate to take up a new position.

**More tests and new digital tracking**

The authorities are currently working on upscaling the capacity for testing for the novel coronavirus to perform more offensive testing in connection with the upcoming controlled reopening of the Danish society. The tests to be performed during the initial testing phase are diagnostic tests, but concurrent efforts will be made to try out and introduce so-called immune tests, which can detect COVID-19 antibodies.

In addition to ensuring the relevant treatment of individuals, the testing scheme is also intended partly to contain the disease by diagnosing individuals for the purpose of self-isolation and by curbing the spread of the disease through early detection and partly to monitor the prevalence of the disease in society.

During the coming weeks, the health authorities will release an app intended partly to strengthen the data available to the health authorities for the ongoing surveillance of the COVID-19 pandemic and thereby provide data supporting a gradual reopening of society and partly to promote appropriate conduct among Danish citizens that will contribute to curbing the spread of the disease as society is gradually reopened.

The scheme is a voluntary scheme based on the Norwegian model, according to which citizens aged 15+ can download an app. The first version of this app is able to register any contact within a distance of one to two metres with other citizens who have downloaded the same app. The data collected may provide useful information on contact patterns. The health authorities can only use data provided by the app for monitoring the prevalence of the disease at an aggregate level by means of pseudonymised data.

**Public transport**

In the recent weeks of partial lockdown of the Danish society, the number of passengers using public transport has been down by more than 80 per cent. The current timetables for busses, the light rail, trains and the metro have therefore been downscaled.

A consequence of the controlled reopening of society is that the number of passengers will increase. To avoid excessive passenger density, a considerable upscaling of public transport has been made as from Tuesday, 14 April 2020 in Metropolitan Copenhagen in particular. The upscaling will involve more departures and longer trains. Users, schools and workplaces must also contribute to an even use of public transport through flexible planning. Moreover, the increased cleaning frequency on common contact surfaces in public transport means and at stations will remain at the same high level.

**Extension of the measures**

**Temporary border control and entry restrictions**

Temporary border control and entry restrictions came into effect at all Danish borders on 14 March 2020. The period of border checks, which do not usually include freight transports, has been extended until further notice.

**Stricter travel advice from the Ministry of Foreign Affairs**

The Ministry of Foreign Affairs has continuously changed its travel advice, but froze the breakdown of the world into red and orange areas as at 17 March 2020. Danish citizens returning from abroad are strongly urged to isolate themselves at home for two weeks and Danish citizens are advised against all but essential travel abroad at least until 1 June 2020.

**Schools, educational institutions, cultural institutions, the Evangelical Lutheran Church of Denmark, religious communities and recreational facilities closed**

All schools were closed on 16 March 2020. Except for the above-mentioned exemptions, the period of closure will end on 18 May 2020. The reopening of schools affects all pupils in the sixths to tenth grades, continuation schools, voluntary vocational courses and other boarding schools.
Pupils and students at all public institutions of upper secondary education, courses for adult students, institutions of further education etc. have been told to stay home from school as from 13 March 2020. Except for the above-mentioned exemptions, the period of school closures will continue until at least mid-August 2020.

All public cultural institutions, church buildings owned by the Evangelical Lutheran Church of Denmark and all activities offered at parish halls, premises of religious communities, libraries, recreational facilities and similar indoor activities were closed down on 13 March 2020. Except for the above-mentioned exemptions, the period of closure will end on 18 May 2020.

Public service providers responsible for news coverage and incident management have been exempted throughout the period of closure.

**Public employees sent home (with pay)**

All public employees not performing critical functions have been told to stay home from work as from 13 March 2020. The period of staying home has been extended until further notice. However, as of 8 June 2020, the parts of the public sector in which piles of work are most likely to accumulate can open up again. Throughout the lock-down period, some employees assigned to specific crucial tasks have been exempt from this requirement and been allowed to appear in person. Agreements to this effect must be made with the Minister for the relevant area and in consultation with the health authorities. Public employees working outdoor and having hardly any social interaction can continue to work as usual. The employees sent home must work from home as far as possible.

**Events, gatherings etc. with more than 10 participants banned**

On 18 March 2020, the Government ordered a temporary ban on events, activities etc. involving more than 10 people. The period of this temporary ban has been extended until early June 2020. As from early June, the number of people allowed to gather will increase to 30 - 50 persons.

As regards large events, activities etc., the Government has extended the temporary ban for groups of more than 500 participants until 31 August 2020.

**Nightclubs, bars, restaurants, cafes etc. closed**

On 18 March 2020, the Government ordered a temporary ban on nightclubs, discotheques, bars, pubs, hookah cafes etc. for the period up to and including 10 May 2020. The temporary ban has been extended for night clubs and discotheques until at least mid-August 2020.

Other establishments can open again as from 18 May 2020.

On 18 March 2020, the Government ordered a temporary ban on dining-in service at restaurants, cafes etc. This ban has been extended and will be lifted on 18 May 2020.

**Shopping centres etc. closed**

On 18 March 2020, the Government ordered a temporary ban on shared indoor locations like shopping centres, department stores, shopping arcades etc. with many people. This ban was lifted on 11 May 2020.

**Indoor sports and recreational facilities etc. closed**

On 18 March 2020, the Government ordered a temporary ban on indoor sports and recreational facilities etc., including water parks, play areas, cinemas, theatres, fitness centres and tanning studios.

For tanning studios, the ban has been lifted.

For cinemas, theatres and some indoor sports associations, the period of this temporary ban has been extended until 8 June 2020.

For indoors sports and recreational facilities, including water parks, play areas and fitness centres, the period of this temporary ban has been extended until mid-August 2020.
Phase 2: Plan announced 7 May 2020

The Government (the Social Democratic Party (Socialdemokratiet)) and the Liberal Party of Denmark (Venstre), the Danish People's Party (Dansk Folkeparti), the Social Liberal Party (Det Radikale Venstre), the Socialist People's Party (Socialistisk Folkeparti), the Red-Green Alliance (Enhedslisten), the Conservative People's Party (Det Konservative Folkeparti), the New Right (Nye Borgelige), the Liberal Alliance and the Alternative (Alternativet) have agreed on the following initiatives.

Phase two of the reopening
Based on the advice given by the Expert Group advising the SSI (Statens Serum Institut) and the Economic Expert Group, the political parties have agreed on phase two of the reopening of the Danish society. In the week starting 11 May 2020 (week 20), the Expert Group advising the SSI will update its calculations. If the assumptions for phase two of the reopening change in consequence of those calculations, the political parties will discuss the matter.

The Danish population has complied with the directions given by the authorities on social distancing, good hygiene etc. Therefore, it is now possible to continue the gradual reopening of the Danish society.

In addition, the reopening decision is based on the following five elements:

• An offensive testing strategy comprising the testing of both a cohort of healthcare staff and a cohort of the general population, the tracking and tracing of outbreaks of coronavirus and home isolation of people with coronavirus. A representative portion of the population will be tested at regular intervals based on a clear plan.
• Widespread use of personal protective equipment to protect vulnerable population groups.
• The guidelines of the health authorities on physical distance.
• The guidelines of the health authorities on good hygiene.
• Prevention of super-spreading events.

Individual enterprises comprised by the phase-two reopening may find it inexpedient to open up. In that case, enterprises previously comprised by the ban and therefore closed so far may choose to stay closed, and such enterprises will continue to receive a refund under the current scheme of up to 80 per cent of their overheads. The political parties have agreed to discuss a gradual phasing out of the temporary relief packages in tandem with the controlled reopening of the Danish society. The Government will call for a debate about the phasing out based on a discussion paper from an expert group.

In this light, the political parties have agreed to launch the following phase-two initiatives:

Full reopening of the retail sector (11 May 2020)
The entire retail sector, including shopping centres, can reopen if they follow the guidelines agreed by the sector partnership: Guidelines for a careful layout of shopping-goods shops and other retail shops in light of the outbreak of COVID-19.

Restaurants and cafes will slowly come to life again (18 May 2020)
Restaurants, cafes and similar establishments can start serving food and drinks if they follow specific guidelines on opening hours, physical distancing, etc.

Pupils in the sixth to tenth grades back to school (18 May 2020)
Older children are allowed back to school. Local authorities and schools are given flexibility to make detailed practical plans in compliance with the health protection guidelines to be agreed by the sector partnership. This also applies to after-school clubs.

Classes and exams requiring physical attendance. Moreover, STU (special needs youth education), EUD (vocational education and training) and FGU (preparatory basic education) will open up (18 May 2020)

Private sector employees working from home
It has been accepted that a large number of private sector employees will again report for work as usual at their workplaces.

Professional sports matches with no audience
This reopening phase comprises the entire professional sports industry, which can open right away.
Borrowing from and returning items to libraries (18 May 2020)

Sports clubs and association activities – outdoors
Outdoor activities are now allowed if performed in a manner deemed safe from a public health perspective.

Evangelical Lutheran Church of Denmark and other religious communities can reopen (18 May 2020)
The sector partnership for churches and religious communities must agree on a plan for the reopening in a manner deemed safe from a public health perspective.

Completion of annual education programmes at continuation schools (18 May 2020)
Detailed guidelines will be drafted together with the continuation schools and the health authorities to contain the risk of infection as much as possible. Moreover, a self-isolation plan must be prepared for how COVID-19 positive persons and possibly also their families can isolate themselves.

Zoo parks in which visitors move around by car can open
The sector partnership must agree on detailed guidelines.

Other measures
The Government will make continuous adaptations to the public sector, including the armed forces, the police, social services providers, inspectorates and providers of certificate courses.

As the reopening progresses, the Danish Working Environment Authority (Arbejdstilsynet) and other public inspectorates and supervisory authorities must monitor developments.

The political parties note that the Government is currently having a dialogue with Denmark's neighbouring countries and will reconsider the temporary border control and entry restrictions as well as the stricter travel advice. The Government will make an announcement in this respect on or before 1 June 2020.
The Government (the Social Democratic Party (Socialdemokratiet)) and the Liberal Party of Denmark (Venstre), the Danish People's Party (Dansk Folkeparti), the Social Liberal Party (Det Radikale Venstre), the Socialist People's Party (Socialistisk Folkeparti), the Red-Green Alliance (Enhedslisten), the Conservative People's Party (Det Konservative Folkeparti), the New Right (Nye Borgerlige), the Liberal Alliance and the Alternative (Alternativet) have agreed on the following initiatives.

Denmark must ride out the coronavirus crisis as gently as possible. Due to the lockdown and the behaviour of the Danish population, we have managed to contain the spread of the novel coronavirus. The reopening plan aims for a gradual resumption of activities in Denmark without putting pressure on the healthcare system.

As part of the agreement on phase two of the reopening, the political parties have agreed to discuss the phasing out of the temporary relief packages in tandem with a controlled reopening of the economy. The Government will call for a debate on the phasing out based on a discussion paper from an expert group.

The political parties agree to take the economic impact of the reopening, including the cost of the relief packages, into account in the assessment of any additional reopening in phase three.

The political parties note that assessments of health have been made by the Expert Group advising the SSI (Statens Serum Institut) and assessments of the broad economic impact have been made by the Economic Expert Group.

The political parties note that the reopening decision is based on five other elements:

• An offensive testing strategy comprising the testing of both a cohort of healthcare staff and a cohort of the general population, the tracking and tracing of outbreaks of coronavirus and home isolation of people with coronavirus. A representative portion of the population will be tested at regular intervals based on a clear plan.

• Widespread use of personal protective equipment to protect vulnerable population groups

• The guidelines of the health authorities on physical distance

• The guidelines of the health authorities on good hygiene

• Prevention of super-spreading events

With the decision to implement phase two of the reopening, the mathematical models of the SSI Expert Group predict an increase in the number of people infected and hospitalised. In the run up to phase three of the reopening on 8 June 2020, the SSI Expert Group will make new model calculations based on the most up-to-date data, and new economic assessments will also be made.

The following initiatives will be taken if the overall increase in the number of people infected and hospitalised does not exceed the expected level and if the mathematical models of the SSI Expert Group confirm that it is safe from a public health perspective to embark on phase three of the reopening:

• The ban on gatherings will be changed to 30-50 people and an announcement will be made concerning wedding celebrations, confirmation celebrations etc.

• Cultural and other activities
  Museums, theatres, art exhibitions, cinemas, public aquariums etc.
  Outdoor amusement parks
  Other zoos, botanical gardens etc.
  Summer activities for children and young people

• Public sector areas that are particularly prone to a backlog of cases

• Full reopening of public research activities requiring physical presence

• Adult training for unemployed people (such as adult vocational training courses (AMU)) and Danish language schools

• Folk high schools etc.

• Indoor sports and association activities (such as evening classes)

In consultation with the sector partnership, an assessment will be made as to what activities can be performed in a manner that is safe from a public health perspective.

The following initiatives will be taken into consideration if the reopening develops in a more favourable way than expected and the mathematical models indicate that there is room for a broader reopening in phase three:
• Increased physical presence at public-sector workplaces
• Full reopening of the radio and TV channels DR and TV2

The following restrictions will be maintained until phase four, starting in early August:

• All remaining educational institutions
• Discotheques, music venues and night life
• Other indoor sports and recreational facilities etc. (such as fitness centres, water parks, amusement parks, public swimming pools)
• The ban on events, activities etc. with more than 500 participants is extended until at least 31 August 2020.

Guidelines on physical distance, hygiene etc. will apply to all enterprises, organisations etc. that decide to reopen. The framework of the guidelines will be prepared by the sector partnerships based on the guidelines from the health authorities. The guidelines are dynamic and will be adjusted on an ongoing basis as the situation evolves.

The political parties note that the reopening is expected to result in an increase in the number of people infected and hospitalised, both in phase two and future phases.

The political parties want to engage in discussions prior to each transition to a new phase. The elements of the plan can be accelerated, taking the specific guidelines from the sector partnerships into account. Likewise, depending on developments, the implementation of the individual phases and the elements of the individual phases etc. can be staggered.

The political parties agree that the spread of the novel coronavirus currently differs from region to region and, for that reason, it will be relevant to discuss in connection with each transition to the next phase whether a differentiated reopening could be implemented for the various regions, including as regards public sector workplaces.

The ban on gatherings will be assessed in connection with each transition to a new phase.

The political parties note that the Government will implement the testing strategy in the weeks ahead and will focus on efficient tracking and tracing of outbreaks of the novel coronavirus among close contacts and home isolation of people with COVID-19.

The political parties note that if the pandemic flares up, the Government can deviate from the overall plan and implement the necessary restrictions etc.