## I. ADMINISTRATIVE ENFORCEMENT

### Which administrative mechanisms are available to enforce the Directives?

- In Denmark, Directives 2006/114/EC, 98/6/EC, 1999/44/EC (partially), 93/13/EEC (partially) and 2005/29/EC are implemented in the Marketing Practices Act and Executive Order no. 866 of 18 September 2000, which is issued pursuant to the Marketing Practices Act.

- According to Section 25(1) of the Marketing Practices Act, the Consumer Ombudsman oversees that businesses comply with the Marketing Practices Act as well as the Executive Orders issued pursuant to the Marketing Practices Act.

- The current (2017) Consumer Ombudsman has taken a rather strict approach to the enforcement of the Marketing Practices Act, especially when the matter concerns consumer interests.
  - General information on the Consumer Ombudsman can be found here:
    - [http://www.consumerombudsman.dk/](http://www.consumerombudsman.dk/) (English)
    - [http://www.forbrugerombudsmanden.dk/](http://www.forbrugerombudsmanden.dk/) (Danish)


- Directive 90/314/EEC is implemented in The Package Travel Act and Executive Order no. 776 of 21 September 1993, which is issued pursuant to the Package Travels Act. The Travel Industry Complaints Board is authorized to adjudicate disputes between consumers and traders that concerns package travels as defined in Section 2(1) of the Package Travel Act.

- Directive 2009/22 is implemented in the Act on Injunctions for the Protection of Consumer Interests. This Act authorizes approved foreign consumer protection institutions and the authorized Danish administrative institutions to file for an injunction against a trader for the protection of the collective interests of consumers.

### Who can file administrative complaints? Can investigations be initiated ex officio?

- Pursuant to Section 1 of Executive Order no. 1249 of 25 November 2014, anyone can file a complaint with the Consumer Ombudsman. This provision also gives the Consumer Ombudsman the authority to initiate investigations ex officio.

- Only consumers can bring a case before the Travel Industry Complaints Board, the Consumer Complaints Board and the Center for Complaint Resolution (Center for Klageløsning). Investigations cannot be initiated ex officio.

### Do any specific procedural requirements apply to filing administrative complaints?

- There are no statutory, procedural requirements for submitting a complaint to the Consumer Ombudsman. Nevertheless, the complainant needs to provide the Consumer Ombudsman with some personal information, e.g. name and phone number, in order to file a complaint.

- Danish speakers are encouraged to use the digital contact form, which can be accessed via this link:
  - [https://minsag.forbrug.dk/FOWeb/CheckComplaintRules.as](https://minsag.forbrug.dk/FOWeb/CheckComplaintRules.as)
In order to submit a complaint through the form, the complainant is required to login using the national digital ID called "NemID".

Non-Danish speakers can file a complaint by sending an e-mail. More information on the procedure can be found here:
- http://www.consumerombudsman.dk/About-us/complaint-procedure

Information on how to file a complaint with the Travel Industry Consumer Complaints Board can be found here:
https://www.pakkerejseankenaevnet.dk/rejsekunde/hvordan-klager-du/

Information on how to file a complaint with the Consumer Complaints Board can be found here: http://www.forbrug.dk/Artikler/Dine-klagemuligheder/Oversigt-over-klageinstanser/Forbrugerklagesystemet/Forbrugerklagenaevnet?tc=659173D2479640EE9FAC328DEF612862

Complaints with the Travel Industry Complaints Board, the Consumer Complaints Board, the Center for Complaint Resolution (Center for Klageløsning) and other administrative boards with the authority to handle consumer complaints can be submitted by using the centralized complaint system, which can be accessed here:
- http://www.forbrug.dk/Klagemuligheder/Klager-over-koeb-i-Danmark/Klag-online
  - Filing a complaint is usually subject to a fee.
  - In order to submit a complaint to the Consumer Complaints Board, the consumer must first attempt to resolve the dispute through mediation at the Center for Complaint Resolution (Center for Klageløsning).

According to Section 1 of Executive Order no. 1249 of 25 November 2014, the Consumer Ombudsman is not obligated to investigate any complaints.

Reports and other publications made by the Consumer Ombudsman can be accessed here:
- http://www.forbrugerombudsmanden.dk/Menu/rapporterpublikationer

According to Section 16 of the Consumer Complaints Act:
- The administrative boards are required to dismiss a complaint if the board is not competent to handle the complaint or if the complaint is being or has been adjudicated by another competent authority or court.
- The administrative boards may dismiss a complaint if 1) the consumer has not given notice to the trader, 2) the complaint is frivolous or unnecessary, 3) the price of the product or service is either too high or too low, 4) the matter is not suited for being handled by the administrative body or 5) admitting the complaint would severely jeopardize the functioning of the board.

Yearly reports of the Travel Industry Complaints Board can be found here:
- https://www.pakkerejseankenaevnet.dk/om-os/aarsberetning/

According to Section 25(2) of the Marketing Practices Act, the Consumer...
### II. ENFORCEMENT THROUGH COURT ACTION

#### Which court actions are available to enforce the Directives?

- Generally, the competent district court or its enforcement division (the bailiff's court - "fogedretten"), will have jurisdiction over the case, depending on the type of action sought.

- According to Section 24(1) of the Marketing Practices Act, actions in violation of the Act can be prohibited by judgment (injunction). Moreover, it is possible to impose orders that are deemed necessary for ensuring compliance with the injunction or re-establishment of the state prior to the violation.
  - It is also possible for a wronged party to seek damages (Section 24(2)) or compensation (Section 24(3)).

#### Who can start a court action?

- Generally, anyone with so-called legal interest in a matter can bring an action in accordance with the general procedural rules of Danish law.

- According to Section 32(1) of the Marketing Practices Act, anyone with a legal interest therein may bring a case for injunctions, orders, damages and compensation under Section 24.
  - The Consumer Ombudsman can bring an action for an injunction or an order deemed necessary to ensure compliance with an injunction.
  - Upon request, the Consumer Ombudsman is authorized to file a lawsuit seeking damages or compensation on behalf of a consumer.
    - According to Section 34 of the Marketing Practices Act, upon request, the Consumer Ombudsman may include multiple, similar claims in one action.
    - Moreover, pursuant to Section 35 of the Marketing Practices Act, the Consumer Ombudsman can act as a representative in a class action lawsuit.

- Pursuant to Section 3(1) of the Act on Injunctions for the Protection of Consumer Interests, foreign consumer protection institutions (Section 2) and the authorized Danish administrative institutions (Section 4(1)) may file for an injunction against a trader for the protection of the collective interests of consumers.

- According to Section 35(2) of the Consumer Complaints Act, the Competition and Consumer Authority may bring an action on behalf of a consumer against a trader that has failed to comply with a ruling by an administrative board or a settlement.

- Pursuant to Section 124(3) of the Administration of Justice Act, associations, interest organizations and the like may try cases within their sphere of interest on behalf of their members.

- According to Section 3(1) of Executive Order no. 1249 of 25 November 2014, the Consumer Ombudsman may (in accordance with the general rules of procedure of the Administration of Justice Act) intervene in or file a
**Can court actions be initiated by competitors?**
- Yes, provided that they have a legal interest in the action.

**Can the case be handled through an accelerated procedure?**
- It is possible to obtain a temporary injunction to restrain the breach. A case regarding an injunction on this matter is handled through the regular procedure in the Danish Administration of Justice Act Chapter 40.
  - The small claims procedure is a simplified and expedited legal procedure available in cases before the district courts for claims with a value of no more than DKK 50,000 or if the trader and the consumer agree to use the procedure after the dispute has arisen.
    - The small claims case is processed in accordance with the procedural rules of Chapter 39 of the Administration of Justice Act, which inter alia means that the admission of evidence is subject to increased scrutiny, the court will handle the preparation of the case after the defendant has responded to the allegations of the plaintiff and that the court may set deadlines.
    - The parties can choose to use special forms for their submissions. The forms can be found here:
      - [http://www.domstol.dk/SELVBETJENING/BLANKETTER/STAEVNINGOGSVARSKRIFT/Pages/default.aspx](http://www.domstol.dk/SELVBETJENING/BLANKETTER/STAEVNINGOGSVARSKRIFT/Pages/default.aspx)

**Are there any specific requirements regarding the provision of evidence to the court?**
- In general, the provision of evidence in regards to the ordinary court actions are no different from other civil or penal cases. One should however pay attention to the provisions in the Danish Marketing Act Sections 13 and 25(2) regarding the trader's duty to submit documentation and information regarding their behaviour on the market. Section 13 furthermore states that the trader must be able to prove the accuracy of any claims or statements made in the course of the marketing. The burden of proof regarding information and documentation thereby lies on the trader.

**Are there specific procedural reliefs for consumers or consumer associations?**
- Pursuant to Section 36 of the Consumer Complaints Act, the Competition and Consumer Authority may decide to cover the court expenses incurred by a consumer in the first instance court, when the action is brought by the consumer with a view to enforcing a decision by an administrative board or a settlement or by the trader with a view to having the decision or settlement overturned. According to Section 37, the Competition and Consumer Authority may also decide to let the national treasury cover any expenses not covered by a legal expenses insurance.

### III. SANCTIONS

**What are the possible civil sanctions and remedies for the infringement of the provisions of the Directives?**
- According to Section 24(1) of the Marketing Practices Act, actions in violation of the Act can be prohibited by judgment (injunction). Moreover, it is possible to impose orders that are deemed necessary for ensuring compliance with the injunction, including that any contract entered into in violation of the order is void, or re-establishment of the state prior to the violation.
  - It is also possible for a wronged party to seek damages (Section
24(2)) or compensation (Section 24(3)).

- Damages for other infringements can be awarded in accordance with the general principles of Danish tort law or general principles of the Danish law of obligations.

- Contracts or contractual clauses entered into in violation of the Directives in scope and the implementation laws, particularly Directive 2005/29 and the Marketing Practices Act, or as a result of such a violation, may be voidable pursuant to the Contracts Act, especially Section 38(c), or general rules of Danish contract law. Alternatively, the contract might be terminated pursuant to the Sale of Goods Act or general principles of the Danish law of obligations.

**What are the possible criminal sanctions for the infringement of the Directives' provisions?**

- Criminal sanctions can only be imposed by the courts. In practice, however, the Consumer Ombudsman, who is in charge of overseeing that businesses comply with the Marketing Practices Act and other consumer protection laws, files a police rapport containing a recommendation as to the size of the fine.

- In accordance with Section 37(1) of the Marketing Practices Act, failure to comply with a court order or an order issued by the Consumer Ombudsman pursuant to Sections 28(2), 32(2) or 33 of the Marketing Practices Act is punishable by a fine or a maximum of 4 months' imprisonment.

- According to Section 37(2) of the Marketing Practices Act, failure to provide information requested pursuant to Sections 25(2) or 27(3)(2) or providing the Consumer Ombudsman with false or misleading information is punishable by a fine.

- Pursuant to Section 37(3) of the Marketing Practices Act, violation of Section 5(1), Section 6(1), Section 6(3), Section 6(4), Section 7, Sections 9-11, Section 14(1), Section 15, Section 16(1), Section 18, Section 19, Section 20(1) and Section 21 and intentional violation of Section 22 is punished with a fine.
  - As a starting point, the Consumer Ombudsman bases its recommendation as to the size of the fine for violations of the Marketing Practices Act on what the trader gained or expected to gain from the illegal activity. However, in cases where this is too difficult to establish in practice, the recommendation is based on the marketing costs.

- Pursuant to Section 30(1) of the Package Travel Act, violation of Section 5(1) is punished by a fine. The same applies to gross or repeated violations of Sections 6(1), 10(1), 11(1) and 15(1).
  - According to Section 8 of Executive Order no.776 of 21 September 1993, violations of the Executive Order is punished by a fine.

- Pursuant to Section 18 of the Timeshare Act, violation of Section 6 is punished by a fine. The same applies to repeated or gross violations of Sections 5, 7(1)(3), 8(2), 14 and 16(1)(3).

- Pursuant to Section 34 of the Consumer Contracts Act, violation of Section 4(1), 8(1) no. 9, 14(1) no. 10 and 28(3) by a trader is punished by a fine. The same applies to gross or repeated violations of Section 14(1) no. 11, 14(2) cf. 14(1) no. 11 and 15(1) cf. 14(1) no. 11.
  - The size of the fine may be influenced by 1) the gravity of the violation, 2) if there have been repeated violations and if so the frequency of these, 3) failure to comply with an order to remedy the
### What are the possible administrative sanctions for the infringement of the Directives' provisions?

- Seeing as a judicial decision only produces effects between the parties to the procedure, the individual transaction will not be immediately affected by an administrative order or a judgment. Nevertheless, a decision that concludes that the practice is in violation of the implementation laws (and the Directives) will provide a solid foundation for a consumer seeking to have the contract voided as contracts in violation of the implementation laws may be declared null and void pursuant to the Contracts Act, especially Section 38(c) of the Act. The same applies to consumers seeking to terminate the contract pursuant to the substantive rules of the Sale of Goods Act or the other implementation laws.

- Pursuant to Section 32(2) of the Marketing Practices Act, the Consumer Ombudsman can impose an order if 1) the action is in obvious violation of the law and 2) the action cannot be changed through negotiation.

- The Consumer Ombudsman can impose a temporary injunction in accordance with Section 36(1) of the Marketing Practices Act, if the purpose of a motion for an injunction pursuant to Section 24(1) would be lost if it would have to await the court's decision.

### What are the contractual consequences of an administrative order or a judgment on an individual transaction under the Directives?

- According to Section 24(1) of the Marketing Practices Act, it is possible to impose orders that are deemed necessary for ensuring compliance with an injunction or re-establishment of the state prior to the violation, which may include reimbursement and restitution.

- Damages and compensation can otherwise be awarded in accordance with...
the general rules of Danish law.
- Any unjust enrichment might be taken into account by the courts when deciding on a matter.

<table>
<thead>
<tr>
<th>Can the administrative authorities or the courts require the publication of their decisions?</th>
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<td>• According to Section 24(1) of the Marketing Practices Act, it is possible to impose orders that are deemed necessary for ensuring compliance with an injunction or re-establishment of the state prior to the violation, which may include ordering the issuance of a public (corrective) statement.</td>
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<td>• According to Section 2 of Executive Order no. 1249 of 25 November 2014, the Consumer Ombudsman is required to inform the public of cases and decisions of public interest. Occasionally, press releases about investigations, cases and publicized decisions include the name of the trader in question. The decision of whether to publicize the name of the trader or not is based on a balancing of interests.</td>
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<td>o The decisions of the Consumer Ombudsman are usually published here:</td>
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<td>▪ <a href="http://www.forbrugerombudsmanden.dk/Sager">http://www.forbrugerombudsmanden.dk/Sager</a></td>
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<td>• The Danish courts as well as the administrative authorities operate in accordance with a principle of judicial openness and free access to public records, which entails that the public generally has access to their decisions. Moreover, as the court system becomes increasingly digitalized, the public will have easier access to cases and decisions. Select judgments and rulings are published in excerpts on the courts' websites.</td>
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| IV. OTHER TYPES OF ENFORCEMENT |
| Are there any self-regulatory enforcement systems in your jurisdiction that deal with aspects of the Directives? |
| • According to Sections 28(1) and 29(1) of the Marketing Practices Act, the Consumer Ombudsman must first and foremost seek to solve matters through negotiation with the traders as well as with interest organizations. This practice, which often results in the issuance of guidelines, also has a pre-emptive scope. Moreover, the Consumer Ombudsman can provide a trader with a statement on the legality of intended marketing practices pursuant to Section 30. This statement is binding on the Consumer Ombudsman but not the courts. |

| Are there any out-of-court dispute settlement bodies available that deal with aspects of the Directives (e.g. mediation, conciliation or arbitration schemes ombudsmen)? |
| • According to Sections 28(1) and 29(1) of the Marketing Practices Act, the Consumer Ombudsman must first and foremost seek to solve matters through negotiation with the traders as well as with interest organizations. This practice, which often results in the issuance of guidelines, also has a pre-emptive scope. |
| • A promise made by a trader in the course of negotiations with the Consumer Ombudsman can be enforced by the Consumer Ombudsman by issuing an order pursuant to Section 28(2) of the Marketing Practices Act. |
| • Moreover, the Consumer Ombudsman can provide a trader with a statement on the legality of intended marketing practices pursuant to Section 30. This statement is binding on the Consumer Ombudsman but not the courts. |
| • Before a complaint can be submitted to the Consumer Complaints Board, the dispute has to have been attempted resolved through the Center for Complaint Resolution (Center for Klægeløsning). The Center is an impartial mediator that facilitates a positive dialogue between the parties. The Center may provide impartial legal guidance and answer questions in general but it cannot decide on the merits of the case or make a decision. More information can be found here: |
| ▪ http://www.forbrug.dk/Artikler/Dine-klagemuligheder/Oversigt-over-
| klageinstanser/Forbrugerklagesystemet/Center-for-Klageloesning/Hvad-er-Center-for-Klageloesning?tc=85F18799CCB641DBBC48F938B6593A9A |