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ORGANISED
CRIME
IN
DENMARK
IN
2003



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Background

This report has been drawn up as the Danish contribution to a combined EU status report on organised crime for 2003.

It is a police report that attempts to provide a summary of the situation in respect of crime which can be described as “organised” on the basis of the EU criteria reproduced in Annex 1 to the report.

Conclusions

The overall conclusion drawn in the report is that organised crime continues to be committed in Denmark, including in particular crime originating in the biker community.

However, in comparison to other countries, the level of organised crime in Denmark was once more relatively modest in 2003.

Status

As regards the biker community, which continues to necessitate a substantial social (including police) response, the reader is referred to Annex 2 to the report, which is an account prepared by the National Police of its work relating to the biker community as of 1 June 2004. This account also appears on the police website (www.politi.dk).

A number of street gangs were established in several Danish cities in 2003. The members of these gangs are typically boys or young men from immigrant backgrounds, but groups of Danish ethnic origin also exist. The street gangs are to some degree involved in activities which are of the nature of organised crime.

The actual production of narcotics only takes place on an extremely limited scale in Denmark, but smuggling of and dealing in narcotics represented a significant crime problem in 2003, as in previous years. Organised, cross-border narcotics crime is committed in connection with cannabis, heroin, cocaine and synthetic drugs, including in particular amphetamines and ecstasy.

Credit card crime (in particular the counterfeiting of credit cards) constituted a growing problem in 2003. Equipment for forging



passports, other identity papers and credit cards has been found in several places.

The number of particularly dangerous robberies, especially of financial institutions, was on the decrease in 2003, while the number of robberies involving valuables in transit was more or less unchanged from 2002.

The police effort to combat traffic in human beings continued to receive high priority in 2003, and increased police effort to prevent trafficking in women resulted in several cases in which it was shown that women – some of them from Central and Eastern Europe (particularly Latvia) and some from Asia (particularly Thailand) – were being exploited through prostitution.

The smuggling of goods subject to high levels of tax, especially cigarettes, seems to be internationally organised to some extent.

Generally speaking, it is extremely difficult to estimate the turnover or profit generated in connection with organised crime. However, profits are thought to be high, since they are usually generated in areas in which legal operations are subject to not inconsiderable taxes and duties, or in areas in which operations cannot lawfully be carried on.

Once again there was no sign in 2003 that organised crime is connected with undue influence on public administration, the law enforcement authorities or political circles.



1. Introduction

This report has been drawn up by the National Police in co-operation with Danish police districts. The report, which is based on current EU guidelines on organised crime, forms the Danish contribution to the combined EU status report on organised crime in 2003.

It primarily describes the situation in Denmark. The information is put in an international context to some extent. This applies in particular to narcotics crime, where the crime is largely cross-border as far as Denmark is concerned, since narcotics are only produced to an extremely limited extent in Denmark.

The aim of the report is to describe the situation in 2003, to give an account of trends in the development of crime and to indicate the level of threat. It also contains a forecast of expected developments in crime.

The aim of the report is therefore to describe the current and future profile of the threat of crime, as seen from the police point of view.



2. Method

As far as possible, this report has been drawn up and structured in accordance with the principles laid down as part of international police cooperation, including the principles employed by Europol in analysing crime and the EU guidelines on the preparation of annual reports dealing with organised crime.

Danish penal legislation does not contain independent provisions that define organised crime. On the other hand, the Danish Penal Code does include provisions dealing with offenders operating in association.

The EU criteria for organised crime have been applied in delineating the groups of people and types of crime covered by this report. These criteria may be found in Annex A to the report.

On this basis, the report describes both criminal groups and a range of types of crime that are of the nature of organised crime.

The report was drawn up mainly from information obtained from Danish police districts and from the operational assistance units of the National Police and cooperating partners abroad. The collection of data took place throughout 2003 and was completed in spring 2004.

The report attempts to provide a summary of the situation as regards crime. Assessments and conclusions are based chiefly on objective data, including criminal cases ruled on by the courts. However, the objectives of the report have made it necessary to a certain extent to make use of information of a non-verifiable nature, including assessments by police officers who are or have been involved in the investigation of cases of relevant criminal cases. The validity of non-verifiable information is difficult to assess, but a thorough qualitative evaluation has been made in the use of non-verifiable information. Nevertheless, the inclusion of such information means that the assessments and conclusions of the report are subject to a degree of uncertainty.

The scale and nature of systematic collection of relevant information by the police varies from one area of crime to another. The basis of information, including the relationship between objective data and information of which evidence is not immediately available, is therefore not alike for all areas of crime.



3. Organised crime

3.1 Groups of people

In accordance with current EU guidelines governing report preparation, the point of departure for describing persons or groups who take part in organised crime is the ethnic background of those involved and in principle not their citizenship. Attention is also paid to the character and scope of the crime. The groups of people who were the object of particular police attention in 2003 are listed below.

3.1.1 Europe

Danes

People and networks of Danish ethnic background in 2003 were involved in a broad and varied range of organised crime, including in particular narcotics crime, financial crime, trafficking in women and the smuggling of goods subject to high levels of tax.

The biker and street gang community attracted particular attention in relation to organised crime.

The biker community

The biker community has attracted particular police attention for several years.

According to the EU annual reports on organised crime, "Outlaw Motorcycle Gangs" (OMCGs) have been a source of organised crime for a number of years. In the view of the Danish police, this also applies to the biker community in Denmark.

Reference should also be made to Annex 2 to the report, which is an account prepared by the National Police of its work relating to the biker community as of 1 June 2004. This account also appears on the police website (www.politi.dk).

Street gangs

The report on organised crime in Denmark in 2002 includes a description of a research-based development project that is intended to indicate the scale and nature of gang crime (group-related crime) in Denmark.



The report prepared by PLS Rambøll Management and the Danish National Institute of Social Research, which is available from the police website www.politi.dk, pointed out that groups showing criminal behaviour in Denmark are primarily characterised by their dynamic and changeable nature. People will be involved who typically and often associate in groups, but these groups do not have the character of closed units.

A number of street gangs were established in several Danish cities in 2003. The members of these gangs are typically boys or young men from immigrant backgrounds, but groups of Danish ethnic origin also exist.

Certain street gangs are involved in activities that are of the nature of organised crime, and these groups are therefore the subject of an intensive police effort, as is the case with the biker groups.

In the case of the other street gangs, which are not involved in activities whose nature is that of organised crime, but which nevertheless commit crime that gives rise to not inconsiderable problems, the differentiated crime-prevention and problem-oriented police effort continues.

Contacts between biker groups and street gangs are of particular interest to the police. As in previous years, both collaboration on criminal activities and confrontations between the groupings were observed in 2003.

People from EU countries

In 2003, people from several different EU Member States – often together with Danes – were involved in activities including narcotics crime, smuggling of goods subject to high levels of tax, financial crime and the counterfeiting of money.

Baltic peoples

People from the Baltic countries (particularly Latvia) were involved in cases related to prostitution, including traffic in human beings.

Lithuanians were linked to smuggling of cigarettes, with Denmark as either the final destination or as a transit country.



Lithuanian criminal networks have also been responsible for large-scale thefts from parked vehicles and burglaries in residential properties.

Poles

It has been established in a number of cases that Poles have been involved in crimes such as ram-raiding and narcotics smuggling, that are of the nature of organised crime.

Polish criminal networks are also involved in robberies and thefts.

Russians

Russians are rarely specifically visible in the more organised criminal activities in Denmark. However, there are indications that people of a Russian background have been guilty of criminal activities in countries including Denmark.

Serbs etc.

The most recent investigations into narcotics crime have shown that Serbian criminal networks are now particularly prominent in the smuggling of heroin into Denmark. Those concerned have links with the Montenegro area in particular. In addition, there is information that they are also supplying large consignments of heroin to the rest of Scandinavia, Switzerland and Germany.

In the past the police believed that Serbian criminal networks were chiefly concerned with smuggling heroin into the country and distributing it, but it has become evident that they are also involved in other forms of crime.

The Serbian criminal networks have also been shown to have links to the biker community.

Albanians

Ethnic Albanians continue to be involved in smuggling in heroin, though probably to a decreasing extent.

3.1.2 The Middle East

Lebanese

Information exists concerning Lebanese who are involved in smuggling in and distributing narcotics, especially cocaine and cannabis.



3.10.3 Asia

A substantial proportion of the women involved in prostitution in Denmark are recruited in Thailand, often by other Thai women living in Denmark.

3.10.4 Africa

Somali

Over the last two years there have been several cases in Denmark relating to fraud with stolen credit cards from the United Kingdom and the Netherlands. The perpetrators were primarily young Somalians resident in those countries and in Denmark. These credit cards were used in Norway, Sweden and Denmark, and a degree of connection between the cases was observed.

Somalians were also linked to smuggling khat into Denmark.

Nigerians

There is considerable intelligence suggesting that Nigerians – and to some extent citizens of other African countries – were behind major narcotics smuggling cases in 2003.

Moroccans

There were several cases in 2003 in which Moroccans were involved in smuggling substances such as heroin and cannabis into Denmark.

3.10.5 America

North Americans

Denmark is not considered to be a specific target for North American criminals, but the Danish police are aware of the special connections between organised criminal groups arising from the international structure of the biker groups.

South Americans

Although no direct evidence exists to the effect that South American individuals, networks or cartels are directly active in organised crime in Denmark, it is assumed that South Americans were again behind some of the supply of cocaine to



the Danish market in 2003.

3.2 Criminal offences

3.2.1 Narcotics

General

Table 1: Summary of number of seizures and quantities of narcotics seized (annual figures).

	Amphe- tamines	Cannabis	Ecstasy	Heroin	Cocaine
Number of seizures 2003	1,264	5,942	322	894	1,095
Number of seizures 2002	1,134	5,234	340	966	881
Quantity seized 2003	65.9 kg	3,829 kg	62,475	16.3 kg	104.0 kg
Quantity seized 2002	34.9 kg	2,635 kg	25,738	62.5 kg	14.2 kg

The law-enforcement effort in the area of narcotics is primarily directed towards restricting the supply of narcotics. The investigative effort in Denmark is the responsibility of the police and is focused primarily on the smuggling of narcotics into the country and narcotics dealing. The Central Customs and Tax Administration plays a major role in the Danish law-enforcement effort in the area of narcotics, especially in connection with border checks and the monitoring of chemicals that can be used for the production of synthetic narcotics. The international co-operation between the law-enforcement authorities is also of great significance, as narcotics crime by its nature is often international. It should be noted in this connection that narcotics are only produced in Denmark to an extremely limited extent.

Cannabis

Morocco is still thought to be the most important supplier of cannabis smuggled into and distributed in Denmark.



In 2003, a total of approximately 3,829 kg of cannabis was seized in 5,942 incidents. About 900 kg of cannabis presumably intended for Denmark were also seized abroad, and large quantities of cannabis were seized in the other Nordic countries after passing through Denmark.

No changes have taken place in relation to the countries of distribution, which continue to be primarily the Netherlands and Spain, but there is evidence that new groups of individuals – Poles and people linked to street gangs – are attempting to establish themselves in the cannabis market in Denmark.

Cannabis is typically smuggled into Denmark by car or lorry. No major smuggling into Denmark by sea was detected in 2003, but it is assumed that such activity does take place to some extent by this route – often directly from the area of production.

The biker groups are assumed to play a central part in the distribution of cannabis in Denmark.

The street price of cannabis has not changed significantly over many years and is typically about DKK 50 per gram. The wholesale price trend seems to be a downward one (depending on price and quality) and prices as low as DKK 10,000 per kg have been reported.

Heroin

The great majority of the quantity of heroin seized in Denmark is still thought to originate from south-west Asia.

In 2003 16.3 kg of heroin was seized in Denmark, which is a sharp fall in comparison with 2002, when the total figure was 62.5 kg. It should be noted in this context that some extremely large individual seizures were carried out in 2002. Nevertheless, the number of seizures fell in 2003 (894 compared with 966 in 2002).

The average price per gram of heroin for sale “on the street” is estimated at between DKK 1,200 and 1,400 for white heroin and DKK 600 for brown heroin, but there are considerable variations around the country.

Cocaine



1,095 seizures were recorded in Denmark in 2003 of a total quantity of 104 kg of cocaine, which is a sharp rise in comparison with the total quantity of 14 kg in 2002.

Moreover, the number of seizures has been rising in recent years and, in conjunction with falling street prices, this suggests increased availability and abuse of cocaine in Denmark. This trend is in agreement with reports of rising consumption internationally.

The great majority of seizures in Denmark were carried out at the airports from international flights (71.5 kg, of which the five largest amount to a total quantity of about 54 kg). However, a number of major narcotics investigations in recent years indicate clearly that the quantity seized is comparatively small in relation to the illegal market as a whole, and therefore to the total amount of cocaine smuggled into Denmark.

Prices have shown a downward trend during 2003. The average price per gram of cocaine for sale on the street is estimated at around DKK 600 - although with significant variations around the country.

Amphetamines

In the course of 2003 there were 1,264 seizures of a total quantity of 65.9 kg of amphetamines, which is a sharp increase in comparison with 2002. One reason for the increase is that that there were several major seizures in 2003.

Most of the amphetamines smuggled into Denmark are thought to be produced primarily in the Netherlands or Belgium and – to a lesser extent – Central and Eastern Europe. These drugs are typically smuggled across the land frontier.

The smuggling of amphetamines into Denmark and their distribution is dominated by people linked to the biker community, but there are other more or less organised players in this area.

No illegal amphetamine laboratories were discovered in Denmark in 2003.

The average price per gram of amphetamines for sale on the street is estimated at around DKK 250 - although with significant variations around the country.

Ecstasy



The ecstasy seized in Denmark is produced primarily in the Netherlands.

In 2003, 62,475 tablets were reported seized in 322 incidents, a total of 27,500 of which were accounted for by three cases (on the basis of a prior investigation). By comparison, in 2002 a total of 25,738 tablets were seized in 340 incidents.

No criminal groups systematically involved in the smuggling of ecstasy can be identified. It is often a matter of looser groupings and networks that are also involved in other forms of crime and that have international contacts, particularly in the Netherlands. The distribution of ecstasy may, however, also be related to some extent to people with links to the biker community.

The price of ecstasy shows a stable trend (street price per tablet of DKK 50-125). The lowest prices are to be found in North and South Jutland.

Other types of synthetic narcotics

The market for synthetic narcotics is dominated by amphetamines and ecstasy, but other forms of synthetic narcotics are also distributed in Denmark.

No illegal amphetamine or ecstasy laboratories were discovered in Denmark in 2003, nor has production of gamma-hydroxybutyrate (GHB) from the chemical gammabutyrolactone (GBL) been verified.

The Central Customs and Tax Administration is also responsible for the monitoring of chemicals that are relevant to the production and processing of synthetic narcotics.

3.2.2 Fraud

There have been no new cases in 2003 concerned with financial crime in relation to EU financial interests. As part of the investigation of fraud cases involving the onward sale of imported goods through a network of companies and mobile phone deals worth DKK 25.8 million, close cooperation has been established with agencies such as the EU anti-fraud unit (OLAF) to clear up these cases. The investigation into mobile phone fraud has also led to a one-year prison sentence and a fine of DKK 10 million.



3.2.3 Money and credit cards

In 2003 727 cases involving the counterfeiting of Danish banknotes were reported, compared with 1,329 cases in 2002.

The largest category of reports (301) concerned counterfeit DKK 500 notes, while 134 cases were reported involving counterfeit DKK 1,000 notes, 125 involving counterfeit DKK 100 notes, 98 involving counterfeit DKK 200 notes and 69 involving counterfeit DKK 50 notes.

These counterfeits are mainly produced by scanning a genuine banknote with a computer and then printing it with an inkjet printer.

With regard to foreign currency, 161 instances have been reported, of which 63 concerned counterfeit US dollar bills (mostly counterfeit USD 100 bills), while there were 48 instances of counterfeit Euros.

Credit card crime constitutes a steadily growing problem, in particular with the abuse of card details, e.g. through the Internet. More or less sophisticated methods of finding out PIN codes and reading cards at such venues as petrol stations and cash machines have also been observed.

About 500 cards were copied in Copenhagen over four days at a filling station. Subsequently, counterfeit cards produced on the basis of this copying were used in cash machines on Zealand, with a calculated yield of about DKK 2.5 million.

3.2.4 Robberies

Figures indicating the trend in the number of particularly dangerous robberies in 2003 show that in comparison with previous years there was a decrease in the number of such robberies primarily targeting financial institutions, post offices and shops. However, the number of particularly dangerous robberies targeting filling stations and valuables in transit (39 in 2003) was more or less unchanged. In fact the number of particularly dangerous robberies targeting valuables in transit has almost doubled since 2000.

In a number of cases, it has become clear that people linked to the biker community have threatened others to induce them to commit serious robberies.



3.2.5 Illegal deprivation of liberty

The number of reports of illegal and aggravated deprivation of liberty has been falling since 2000 (when there were 25 reports). Thus 20 instances were reported in 2001, while the figures for 2002 and 2003 were 16 and 12 respectively. None of the reported deprivations of liberty are thought to have been perpetrated as part of organised crime.

3.2.6 Extortion

There continue to be examples of extortion and the use of “penalties for being stupid” linked to the biker community. These cases generally received a high priority from the police districts, including rapid, active and outreach-oriented response to help the injured parties.

3.2.7 Vehicle thefts

It is not possible to establish with certainty the number of vehicles stolen in connection with organised crime.

It has previously been estimated that around 500 vehicles a year are stolen and then shipped abroad, but it is suspected that an unspecified number of these are involved in insurance fraud.

The police did not come into possession of information causing them to revise this view in 2003. It is still thought that such thefts particularly target expensive cars which are shipped abroad, to destinations including Eastern Europe.

3.2.8 Other forms of theft/handling of stolen goods

Both Polish and Lithuanian criminal networks have carried out extensive and often serial thefts from vehicles, private houses and shops. No links with other criminal groups have been established in the investigation of these offences.

3.2.9 Illegal trade in firearms

Biker groups and certain street gangs were still found to be in possession of firearms to a significant extent in 2003. There is no other evidence to suggest that illegal trade in firearms is widespread as part of organised crime.



3.2.10 Smuggling of human beings

The trend from previous years, in which a correlation was noted between the smuggling of human beings and narcotics smuggling, was once more evident in 2003.

Generally speaking, the number of charges brought for the smuggling of human beings has declined over the years.

Thus in 2003 charges were brought against 270 people. In 2002 the figure was 297. In 2001 it was 400. The declining incidence of charges should be seen in the context of the coincident fall in the number of asylum-seekers in Denmark.

The investigations in 2003 were predominantly directed towards groups from Iraq and China, but people from Turkey, India, Pakistan and Somalia have also been investigated.

3.2.11 Traffic in human beings and prostitution

Investigations forming part of the intensified police effort to combat trafficking in women produced a number of results, particularly as regards the exploitation of women through prostitution.

It has become evident that women – some of them from Central and Eastern Europe (particularly Latvia) and some from Asia (particularly Thailand) – are being exploited through prostitution and are paying considerable sums to pimps in both Denmark and their home countries.

Act No. 436 of 10 June 2003 implemented a number of amendments to the Penal Code and the Administration of Justice Act aimed at combating the biker community and other organised crime. One of the options created by these amendments was that of using telephone tapping to investigate the running of brothels, and this is an important tool in the police effort against the exploitation of women through prostitution.

3.2.12 Smuggling of goods subject to high levels of tax

Cigarette smuggling is to some degree internationally organised. In 2003 the smuggling of goods subject to high levels of tax and duty (particularly cigarettes) was largely undertaken by Danes, but also by Lithuanians, who to some extent collaborated with



other Eastern European criminals.

Cigarettes are mainly smuggled into Denmark concealed in ordinary cargo on lorries. In some cases the cigarettes were carried by coaster from Klaipeda (in Lithuania) to Denmark.

3.3 Resources

It is not possible to be more precise in estimating the turnover or profits generated in 2003 through organised crime. However, profits are thought to be high, since they are usually generated in areas in which legal operations are subject to not inconsiderable taxes and duties, or in areas in which operations cannot lawfully be carried on.

It is not known how prevalent front businesses are, but there are a number of examples in which people linked to the biker community have set up businesses suspected of being a front for illegal activities. Some of these businesses are stripped of their assets, resulting in heavy losses to their creditors.

3.4 The use of violence

It is not possible to analyse precisely the use of violence in connection with the committing of organised crime, since crime within criminal circles is seldom reported to the police.

3.5 Undue influence

There was again no sign in 2003 that organised crime is in any way connected with direct undue influence on public administration, the law enforcement authorities or political circles.

3.6 Money laundering

In 2003, 280 reports were received from the credit and finance sector etc. of suspected money laundering, compared with 338 reports in 2002.

As in previous years, there was no evidence to indicate that these cases were related to organised crime. In 26 cases, investigation was initiated because of the account holders' lack of links with Denmark.



4. Places and areas associated with criminal activity

The great majority of organised crime in Denmark in 2003 was committed in the larger urban areas, albeit spread throughout the country.

Denmark was used to some degree as a transit country in the commission of cross-border organised crime, including the smuggling of human beings, narcotics etc. from Germany, primarily to Sweden and Norway.



5.1 Domestic

The Danish police constantly attempt to adapt the effort to combat organised crime to match the current threat scenario.

At strategic level this work is discussed by a special steering group dealing with investigative support centres and cross-border organised crime. The steering group is headed by the National Commissioner of Police, and its other members are the Director of Public Prosecutions, the regional chief constables, the Head of the Central Police Department of the National Police and representatives of the Association of Chief Constables, the Association of Public Prosecutors and the Danish Association of Senior Police Officers.

One of the decisions of the steering group in 2003 was that threats against people in the law-enforcement authorities should be subjected to systematic police monitoring.

As a result, the following areas are now the subject of systematic police monitoring:

- Narcotics crime
- The biker community
- Street gang crime*
- Trafficking in women
- Smuggling of goods subject to high levels of tax
- Counterfeiting of money
- Threats against law-enforcement personnel

Under systematic police monitoring, all information available to the police is collected and analysed, which puts the police in a position to be proactive in initiating targeted investigations and other police work in the areas concerned.

Similar schemes have been implemented to deal with serious financial crime (including money laundering) and organised illegal immigration.

5.2 International

The Danish police are participating in a goal-oriented manner in international cooperation concerned with the fight against

* Street gang crime is only subject to systematic national monitoring to the extent that it concerns gangs that can be placed on a footing with biker groups.



organised crime, for instance as part of the Nordic police and customs cooperation (known as the PTN cooperation), the Task Force on Organised Crime in the Baltic Sea Region, the EU (including Europol) and Interpol.

In 2003 Denmark also held the chairmanship of the Task Force on Organised Crime in the Baltic Sea Region. Further details about this task force may be found on the website www.balticseatactaskforce.dk.



6. Conclusions

6.1 Assessment of the threat from organised crime

Organised crime is still being committed in Denmark, including in particular crime originating in the biker community.

However, in comparison to other countries, the level of organised crime in Denmark was once more relatively modest in 2003. In some areas organised crime in Denmark is on a par with the level seen in other countries. This is primarily crime originating in the biker community, and crime that has links with criminal networks from Eastern and Central Europe.

6.2 Trends

To an increasing extent, organised crime in Denmark seems to be based on flexible network cooperation. For example, it is often found that people in smuggler networks supply many different recipients in several countries and cooperate in variable constellations, and that the networks are involved in the form of crime that is currently thought to yield the highest profits.

A number of Danish citizens have taken up residence abroad, where in cooperation with Danish and international criminal networks they coordinate criminal activities in Denmark and elsewhere.

6.3 Forecasts

Internationalisation, globalisation, network organisation and the use of technology (including information technology) will be of considerable significance for the development of crime over the next few years.

An increased threat to Denmark must be expected from international organised crime. This development will necessitate a more intensified and targeted law-enforcement effort, both nationally and internationally.



Annex 1: Characteristics of organised crime

At least six of the characteristics referred to must be present for an offence or a criminal group to be classified in terms of organised crime. Of these six characteristics, nos. 1, 3, 5 and 11 are essential under all circumstances.

1. Cooperation between more than two persons
2. Each having prearranged functions
3. For a long or previously unspecified time
4. Subject to the application of some form of discipline or monitoring
5. Suspicion of the commission of serious offences
6. Activity on an international level
7. Use of violent behaviour or other means serving to intimidate
8. Utilisation of commercial or business structures
9. Involvement in money laundering
10. Exercise of influence at a political level over the media, public administration, judicial authorities or economics
11. Motivated by profit or power



1. Introduction

The overall police strategy to counter biker crime has been directed for a number of years partly towards preventing the commission of actions endangering the public in any conflict that may be going on between competing biker groups and partly towards investigating, uncovering and prosecuting crime committed by people linked to the biker community and preventing such people committing crime in the first place. The reader is referred in this context to the National Commissioner of Police's circular dated 24 October 2001 to all police districts relating to law-enforcement work to counter biker crime.

The action plan endorsed by the Minister of Justice dated 25 September 2002 for intensified effort against crime and problems of law and order originating from the biker community backs up the above strategy. This action plan is available via www.politi.dk.

The action plan of 25 September 2003 was initiated with the following aims:

- Intensifying focus on the part of biker crime that is *concealed*.
- Implementing an *even more extensive effort to establish and monitor law and order*.
- Creating the *greatest possible incentive for the public to report biker-related crime*.
- Increasing the focus on *cooperation between authorities*.
- Ensuring a *broadly based social effort* – including in local communities – to prevent recruitment to the biker community and ensure general dissociation from the biker community.



In following up the action plan of 25 September 2002, the National Police issued reports on progress in this area on 11 April 2003 and 28 November 2003.

The present report deals with the situation as of 1 June 2004 and has been prepared by the National Police on the basis of information from the police districts and police regions. It should be noted in this context that the effort to counter the biker community is going on not only in the individual police districts but within the framework of the police regions and with countrywide support from the National Police.

The report has been endorsed by the steering group on the investigative support centres and cross-border organised crime. The steering group superseded the previous biker steering group and held its first meeting on 21 September 2000. The steering group comprises the National Commissioner of Police (chairman), the Director of Public Prosecutions, the Commissioner and Vice-Commissioner of the Copenhagen Police, the six other chief constables, the District Public Prosecutor for Zealand, the Chairman of the Association of Chief Constables, the Chief Constable of Glostrup, the chairman of the Danish Association of Senior Police Officers and the Head of the Central Police Department of the National Police.

2. Trends in the biker community

Denmark's biker community is dominated by the international biker organisations the Hells Angels and the Bandidos.



2.1. International trends

Both the Hells Angels and the Bandidos are continuing to expand internationally, in Central and Eastern Europe and Asia.

2.2. The trend in Denmark

2.2.1. General

By virtue of their long-term and extensive work, the police have an intimate knowledge of the biker community. Knowledge of the “hard core” within the biker culture is detailed, but there is a degree of uncertainty as regards knowledge of people with a looser affiliation.

Major changes have recently been noted in the organisation of the biker communities.

The Hells Angels and Bandidos have largely wound up their visible support groups (in the case of the Hells Angels called the Red & White Support Crew, of the Bandidos the Support X Team). The Hells Angels also use the term Support Chapter or Charter Support of support groups that have a slightly higher internal status.

As part of the winding up of the visible support groups, leading support group figures have been enrolled in the parent organisations.

To a certain extent, discontinued support groups have reappeared under names that do not directly indicate their affiliation to the Hells Angels and Bandidos. The members of these new groups also use insignia etc. that cannot directly (as is the case with Support Chapter/Charter Support, Red & White Support Crew and Support A Team) be related to the parent organisations.



Despite the discontinuation of the visible support groups, the people who were involved with such groups are generally still considered to have links with the Hells Angels and Bandidos respectively. However, their lack of visibility makes it difficult for the rest of society (including the police) accurately to assess their degree of affiliation, and this was presumably an important motivating factor in the reorganisation.

A tabular presentation of biker culture trends derived from the ongoing systematic monitoring process appears below.

2.2.2. Hells Angels

Chapters	Start of 2003	Mid-2004
Full chapters (divisions)	8	9
Prospect chapters	0	0
Hangaround chapters	0	0
Support groups	39	9

People	Start of 2003	Mid-2004
Full members	123	133
Prospects	26	18
Hangarounds	9	17
Parent organisation (total)	158	168
<i>Support groups etc.</i>		
Red & White	480	0
Support Chapter/ Charter Support		23
More loosely affiliated groups: The Other Ones, Devils Men Midland, Guardsmen and Haslev MC		28
Total	638	219



2.2.3. Bandidos

Chapters	Start of 2003	Mid-2004
Full chapters (divisions)	10	12
Probationary chapters	1	1
Prospect chapters	2	1
Hangaround chapters	0	0
Support X Team	25	2

People	Start of 2003	Mid-2004
Full members	80	99
Probationaries	16	21
Prospects	35	25
Hangarounds	9	22
Parent organisation (total)	140	167
<i>Support groups etc.</i>		
Support X Team	350	26
More loosely affiliated groups: Devils North, Chosen Bro's Long Island, Devils Pack Ballerup, DMI 3400, Trouble Makers South, SS Force, Tarmac Cowboys, Big Twin		58
Total	490	251

3. Legal proceedings against bikers

Each week, the Prison and Probation Service publishes the number of biker-related individuals in its closed prisons and detention centres. This list



therefore does not include open prisons and hostels etc. A review of the Prison and Probation Service lists shows that during the period from 1 October 2003 to 1 June 2004 there was an average of about 140 biker-related individuals detained or serving sentences in the closed prisons and detention centres of Prison and Probation Service.

In respect of the 470 people understood by the police to have a degree of formalised affiliation to the Hells Angels or Bandidos, police information at 1 June 2004 shows that 46 were serving sentences, 32 were on remand, 30 were waiting to start their sentences, 46 had been released on parole and 9 were wanted by the police.

4. Areas of work

4.1. The continuation of systematic police monitoring

In accordance with the action plan, the police and the Prosecution Service have continued to invest considerable resources in their continuing and intensified work to combat biker crime. The investigative work continues to be largely based on systematic police monitoring of the rocker community, which makes it possible for the police to maintain an overview of this community and initiate specific investigations on their own initiative. In cooperation with the police districts concerned, the regional investigative support centres (RECs) and the national investigative support centres (NECs) prepare ongoing analyses etc. which provided the basis on which to carry out specific investigations of target individuals in the biker culture identified through the monitoring and analysis work.

The special divisions of the National Police may provide assistance in police district investigations. The Public Prosecutor for Serious Economic Crime may also provide assistance in investigations of a financial nature. Regional cooperation agreements have also been set up between the police districts.



To ensure that the police districts can obtain rapid and readily available information and guidance with regard to the implementation of a range of police initiatives against the biker community, a common knowledge bank for operation plans etc. has also been established.

4.2. Investigative work and results

Individuals linked to the biker community are constantly – and extensively – the subjects of police investigation. Such cases are typically concerned with various forms of profit-yielding crime and violent crime.

Detailed information concerning cases still in progress cannot be given for investigative reasons. However, it may be stated in general that in a large number of police districts investigations have been initiated of individuals linked to the biker community who are suspected of offences such as homicide, violence, robbery, narcotics crime, the smuggling of contraband, threat and various forms of financial crime. Investigations have also been put in hand of certain companies and associations etc. with links to the biker community.

Among major investigations, the following may be mentioned:

- Investigation in Glostrup Police District of a killing committed on 17 September 2003 of a previous Bandidos member who had left the Bandidos in “bad standing”. In this case, two individuals linked to the Bandidos were remanded in custody on 27 March and 28 April 2004 respectively
- Investigation by Copenhagen Police of a Bandidos member who was charged with financial crime in connection with offences such as tax evasion. Four premises on Zealand were searched on 12 February 2004.



- Investigation in Middelfart Police District of a Hells Angels member charged with financial crime for offences including tax evasion. The individual charged, who was on remand from 20 November to 18 December 2003, is also suspected of taking part in violence at a discotheque in Odense on 4 February 2004.
- Investigation in Frederikssund Police District of suspected tax evasion connected with financial transactions undertaken by Bandidos MC Europe. Two prominent Bandidos members have been charged in this case, and four clubhouses, four private addresses and a boat were searched on 27 April 2004.
- Investigation into the attempted running down of an officer at Nyborg State Prison with a car on 12 February 2004. Bandido involvement is suspected, in which context it may be noted that Bandido members serving sentences in Nyborg State Prison have caused problems over a considerable period. Four individuals with links to the Bandidos were remanded in custody on 28 April 2004 as part of the investigation of the case.
- Investigation in Århus Police District of the Hells Angels' president in Århus, who was remanded in custody on 28 January 2004. The case was concluded by judgment on 8 March 2004, when the defendant received a five-month prison sentence and a fine in addition of DKK 750,000 for tax evasion offences.
- Investigation in Randers Police District, in which ten individuals linked to the Hells Angels were remanded in custody. Those concerned are charged with narcotics crime involving about 140 kg of cocaine, 10 kg of amphetamines and 40,000 ecstasy tablets. On the basis of an indictment issued on 12 May 2004, this case will be tried by a court sitting with a jury in Autumn 2004.



- Investigation by Copenhagen Police of Defence Found, an organisation that supports the Hells Angels. Tax evasion is suspected. Measures undertaken in cooperation with other police districts include coordinated searches of clubhouses etc. on 20 April 2004, and a very large body of exhibit material is being prepared.

- In the Copenhagen Police District there are a number of wide-ranging investigations of narcotics crime going on that involve the biker community. Among such cases may be mentioned a large-scale case concerning the import and sale of a large number of ecstasy tablets, the continuation of a major complex of cases linked to Norway involving cannabis imports and the actual discovery of a cannabis import in March 2004, one of the results of which was the remanding in custody of a full member of the Hells Angels. Links with the biker community were also established as part of the open and obvious cannabis trade in Christiania.

4.3. Increased supervision and monitoring of particular occasions and events in the biker community

As part of the systematic police monitoring, close cooperation has been established between the investigative support centres and police districts in order to identify the kind of biker community gatherings etc. which can be made the object of increased supervision and monitoring.

The supervision and monitoring of relevant events has increased since 2003, e.g. occasions such as concerts, boxing matches, football matches and festivals. In the same way, a long series of admittance checks has been carried out at celebrations etc. in the biker community.

The National Police Traffic Division has taken part in specific police operations in connection with certain biker community gatherings, and results have included the preference of charges for infringements of the



Traffic Act etc., including lack of possession of driving licences and deficiencies in vehicle fittings.

It is the belief of the police that supervision and monitoring of the special occasions and events of the biker community has a clear preventive and reassuring effect, that police presence at relevant gatherings has restricted biker groups' activities as regards the planning and realisation of and open participation in certain events, and that to a great extent such supervision and monitoring has discouraged people with no or few links to the biker community from participating in biker group events etc. In addition, supervision and monitoring help to provide the police with knowledge of the biker community that is important in combating crime.

4.4. Cooperation with other authorities

On the basis of discussions with the National Association of Local Authorities in Denmark, the Minister of Justice appointed a working party in January 2003 for the exchange of information as part of the coordinated effort being made by the authorities to combat biker crime. The brief of this group was to draw up draft guidelines dealing with the authorities' rights to exchange personal data as part of the above coordinated effort. The working party was also requested to assess the possible need for legislative changes.

In the guidelines issued to the police and Prosecution Service in the circular of 12 November 2003 an account appeared of the general rules (especially those relating to the Administration of Justice Act and the Personal Data Act) that are of importance in allowing the authorities to exchange personal data in this field. The guidelines also contain a summary of a number of involved authorities' relevant functions and powers, together with an explanation of which personal data the individual authorities would normally be in possession of and their relevance to the other authorities participating in interdisciplinary cooperation. The use of the general rules for passing on information in this context is also illustrated with some practical examples.



In the opinion of the police, the guidelines are functioning as intended and therefore constitute an important contribution to the facilitation and reinforcement of the coordinated official work to combat crime originating in the biker community.

In most of the Danish police districts, a close and often formalised cooperation has been established between the police and other authorities (in particular the social authorities and the customs and tax authorities) in respect of the effort to combat crime in the biker community and elsewhere.

In addition, two accounts specialists from the Central Customs and Tax Administration were appointed to the national investigative support centre of the National Police on 1 May 2004 in order to reinforce its analytical and investigative support to the police districts in cases related to financial matters, including in particular those connected with the biker community.

As part of the close cooperation between the police and the Central Customs and Tax Administration, regular investigations take place in areas such as the housing and income circumstances of individuals linked to the biker culture, and information about the biker community's involvement in commerce has come to light through the Danish Commerce and Companies Agency. One of the reasons for this analysis work is to provide a foundation for specific investigations etc.

A long series of examinations and investigations of individuals, companies and associations with links to the biker community has been initiated by the police districts in cooperation with the Central Customs and Tax Administration with the intention of uncovering financial links, company relationships etc. Some cases have already led to charges etc. (cf. 4.2 above). It is also expected that it will be possible in future to bring a number of charges against individuals with links to the biker community for infringements, e.g. of the tax, customs, corporate and penal legislation, and in a number of cases decisions have been or will be reached on altered tax assessments, repayment of official fees etc.



At a status meeting recently held in the Greater Copenhagen area it was noted that at present 34 case complexes were being dealt with in cooperation with the Central Customs and Tax Administration relating to both companies and individuals linked to the biker community. Among other things these cases are concerned with trade in and financing of vehicles, lending activities, personal income, association funds, VAT evasion and registration fees, and the relevant sums in these case complexes range from about DKK 50,000 to several millions. Some of the cases are already under police investigation, while others await an ultimate tax audit prior to a decision as to whether they should be dealt with administratively or as part of a police investigation. An additional eight case complexes await the initiation of further enquiries. Twelve more cases have been concluded, in connection with which re-adjustments have taken place of both VAT and taxable income in the order of DKK 10,000 to DKK 900,000.

The circumstances and finances of 25 individuals and four companies have been reviewed in Århus. In addition to the above criminal case brought against the president of the Hells Angels in Århus, this review has so far resulted in raised tax assessments for three full Hells Angels members (of DKK 145,000, DKK 150,000 and DKK 305,000 respectively), and in the case of a business, the tax assessment of the two owners and the company has been increased by a total of DKK 1 million.

As part of police cooperation with other authorities, fire inspection has also taken place of certain premises frequented by individuals linked to the biker community. In some instances this inspection has been followed by the imposition of requirements by the fire authorities in respect of escape routes etc. Other authorities – including building authorities – have also been involved in connection with the supervision and monitoring of relevant resorts of individuals linked to the biker community.



4.5. Greatest possible incentive for the public to report biker-related crime, including in particular violence, extortion etc.

A wide range of initiatives has been put in hand in the police districts to encourage the public to report biker-related crime, including lectures at schools and other educational institutions.

The public is regularly encouraged to report crime by means of police statements to the press. At the same time, witnesses who may feel threatened will, depending on the circumstances, be allotted a police contact, and the necessary measures are taken by the police districts so that witnesses can feel safe both before and after they have given evidence. More stringent police supervision has in some cases been implemented in connection with main hearings.

The investigation of cases concerned with extortion and “penalties for being stupid” generally receives a high priority in the police districts, and in this context a rapid, active and outreach-oriented response to the injured party is one of the things that is considered important.

4.6. Even more consistent and targeted uniformed-branch effort in all areas where the police encounter biker-related individuals

In the police districts, regular monitoring visits are made to bars etc. frequented by biker-related individuals. As part of this, several police districts have entered into more detailed agreements with the proprietors of establishments such as restaurants and discotheques regarding the admission of biker-related individuals to such premises. Special police units that operate in a number of police districts have also been set up in certain places.

The police districts have undertaken a good deal of patrol supervision and searches of biker groups’ clubhouses etc., in the course of which items such



as narcotics, money, gambling machines, unstamped spirits, weapons and anabolic steroids have been seized.

Targeted initiatives have also been put in hand with reference to the use of motor vehicles by biker-related individuals and motor cycle riding without crash helmets.

In areas near the border, the police also pay special attention to individuals entering and leaving the country who are linked to the biker community.

4.7. Increased preventive and attitude-influencing effort

Within the framework of the crime prevention cooperation between schools, social security authorities and the police (the SSP cooperation), and through crime prevention instruction and lectures in institutions, schools etc., the police districts are seeking to intensify their preventive and attitude-influencing effort, part of which is to prevent young people being attracted by the biker culture.

As part of this, large-scale meetings have been held to warn young people against the biker culture, and in several places this work is part of police cooperation with local authority staff who work on the streets. Special youth groups have also been set up in certain police districts, which concern themselves with matters such as young people's attitudes to the biker culture.

4.8. Assaults and threats against law-enforcement authority personnel

By the National Commissioner of Police's circular of 30 July 2003, systematic police monitoring was instituted, with immediate effect, of violent assaults and threats against employees of the law-enforcement authorities, including the Prison and Probation Service.



As of 1 June 2004, some 120 reports have been received relating to possible threats against police and Prison and Probation Service staff. 23 of these reports are thought to be biker-related.

Systematic police monitoring (to some extent in cooperation with the office of the Director-General of Prisons and Probation) has made it possible to take the measures necessary to prevent possible assaults and to investigate punishable offences connected with assaults and threats against law-enforcement authority staff.

It may be mentioned in particular (see item 4.2 above) that certain disturbances have taken place over a period on the wing housing especially “strong” prisoners with links to the Bandidos at Nyborg State Prison. These culminated on 15 February 2004 in widespread acts of vandalism and arson at Nyborg State Prison.

It may be noted here that on 2 March 2004 the Government decided to implement a clampdown on “negatively strong prisoners”, including bikers. As part of this clampdown, 25 places were created in a highly-secure local prison unit at Copenhagen Police Headquarters. In addition, the Prison and Probation service will promote this work through a general tightening-up of the conditions under which biker-related inmates serve their sentences. One of the objectives of this is to ensure that inmates on the “strong” wings do not receive more visiting privileges than other prisoners.

5. Use of resources

The police districts have reported to the National Police on their use of personnel in work relating to bikers in 2002 and 2003. The districts’ reports have been undertaken on the basis of the proviso that it can be difficult to distinguish use of personnel on biker issues from the overall effort to combat violent and gang-based crime in general.



Bearing this in mind, personnel use in 2003 was estimated as about 300 man-years.

For comparative purposes it may be noted that personnel use in 2002 is estimated to have amounted to between 250 and 260 man-years¹.

6. Cooperation with international authorities and international cooperation in general

As part of international police cooperation (including within the framework of the EU cooperation), specific cooperative projects have been initiated in which the Danish police are participating, and a range of measures has been implemented to prevent and combat biker crime.

Relevant information about the biker groups' activities is collected, analysed and passed on under the auspices of both Interpol and Europol.

Targeted initiatives, including some concerned with the plotting and analysis of biker-related crime, have also been put in hand within the framework of police cooperation in the Baltic Sea area (the Task Force on Organised Crime in the Baltic Sea Area) and the cooperation between police and customs authorities in the Nordic countries (the PTN cooperation).

In addition, the Danish police have set up close cooperation with the police authorities in Sweden, Norway and Germany for the reason that several biker-related individuals have notified change of address from Denmark to these countries. As part of this cooperation, a provisional foundation has been arrived at for the initiation of specific investigations relating to 21 people who have notified change of address from Denmark to Sweden, on

¹ The estimate has been corrected with reference to the particulars in the National Police report of 28 November 2003, which did not include personnel use in the police districts of Horsens, Frederikssund and Copenhagen.



the grounds of suspected tax and duty evasions. Similarly it is expected that further investigations will be carried out of a number of people who have reported change of address from Denmark to Germany.

7. Conclusions

- Information from the police districts and police regions shows that the work relating to the biker community is being carried out in accordance with the action plan of 25 September 2002.
- The police continue to devote substantial resources to their intensified effort to combat biker crime.
- The results of this effort are regularly evident, e.g. in the form of specific criminal cases, tax cases etc.
- It is thought that the intensified effort has put extra pressure on the biker community, the results of which have included a substantial reorganisation of the biker groups, and the departure of individuals linked to the biker culture from Denmark to one of its neighbouring countries.
- The biker groups have largely wound up their visible support groups. Concurrently with this, leading individuals from the support groups have been enrolled in the parent organisations. The circle of people from the discontinued groups are also still thought to have a certain, if less visible, affiliation to the Hells Angels and Bandidos respectively.



- Both the Hells Angels and the Bandidos are expanding internationally, and the Danish police continue to participate actively in steadily expanding international cooperation to combat biker crime.
- Increased supervision and monitoring of specific occasions and events in the biker community are thought to have a clear preventive and reassuring effect. At the same time, police presence at relevant events and gatherings has restricted the biker groups' activities in respect of the planning and implementation of and open participation in special events, and has discouraged people with no or only tenuous links with the biker community from taking part in such events.
- The Ministry of Justice guidelines on the exchange of personal data as part of the coordinated official effort to combat biker crime are operating as intended and have therefore contributed to the expansion, facilitation and reinforcement of cooperation between the authorities.
- In most of the country's police districts a close and often formalised cooperation has been established with bodies such as the social services and customs and tax authorities on efforts to combat crime, including biker crime. As part of this cooperation, a long series of examinations and investigations has been instituted of individuals, companies and associations linked to the biker community. These examinations and investigations will potentially lead to both charges for punishable offences and decisions regarding altered tax assessment, repayment of official fees etc.
- Since the implementation on 30 July 2003 of systematic police monitoring of violent assault and possible threats against the personnel of law-enforcement authorities (including the Prison and Probation Service) some 120 reports have been received, of which 23 must be considered biker-related. The scheme has made it possible to institute coordinated measures with a view to the prevention and investigation of possible punishable offences.



- The police districts regularly implement suitable measures to persuade the public to report biker-related crime, partly by ensuring that witnesses of biker-related crime can feel safe both before and after they have given evidence to the police or in court. Cases concerned with extortion and “penalties for being stupid” generally receive a high priority in the police districts, and this includes rapid, active and outreach-oriented action to assist the injured party.

- The police districts undertake regular monitoring visits to bars etc. frequented by biker-related individuals, and in this context a number of more detailed agreements have been entered into with premises including restaurants and discotheques regarding the admission of biker-related individuals to such premises.

- The police districts carry out regular patrol supervision of the biker groups’ clubhouses etc., and searches of clubhouses have in several cases resulted in the seizure of items including narcotics and weapons.

- A range of specific measures has been undertaken in the police districts as part of the preventive and attitude-influencing effort, one of the purposes of which is to discourage young people from being attracted by the biker culture.

