

# Report—Perspective and Action Plan 2014

## **1. Introduction: New Times, New Challenges, Greater Equality!**

We have reason to be proud: gender equality has come a long way in Denmark. Gender equality is a fundamental value, a mainstay of a healthy democratic society and—fortunately—part of the DNA of Danish society. However, we cannot rest on our laurels. The Government's position is clear: Gender equality is an ongoing process and not something we can just take for granted. We will never reach the end goal; there will always be hurdles to clear.

One of the areas where a major effort is required is with respect to gender equality in certain ethnic minority communities. The key issue here is social control. In many cases, the modesty of girls and women is considered imperative to their families' honour, and social control is therefore often more prevalent for girls than for boys. For example, this means that some families will control girls and women by restricting whom they may befriend and date, how to dress and how to conduct themselves. In some cases, the social control becomes so comprehensive that it sparks conflict—and in some troublesome cases even leads to violence.

Politically, we must do what we can to create greater gender equality and less social control among immigrants. With this Perspective and Action Plan, we will outline a number of supplementary measures to the Government's National Strategy to Combat Honour-Related Conflicts, which was launched 18 months ago. We are particularly committed to making immigrant girls aware of their rights.

However, politicians cannot solve these problems alone. I therefore challenge everyone to take a stand against social control and gender inequality—clearly and definitively. We cannot let social control restrict individual freedom, hinder integration and create parallel societies. And, fortunately, more and more young immigrants are in fact taking a stand and refuse to conform to those social patterns. Figures show that more and more young immigrants are reaching out for help when exposed to violence or involved in honour-related conflicts. The Government's ambition is to reach out and support young immigrants through, among other things, information and discussions related to gender equality, social control and equal rights. Moreover, we wish to extend a helping hand to parents when they experience difficulties in parenting, and to engage in dialogue with them regarding self-determination and gender equality because we believe that such dialogues can change attitudes.

Another area where gender equality is still lagging behind is within domestic and close relationship violence. It is the women who bear the brunt of such actions but men and adolescents are also exposed to these types of violence. The violence manifests itself in many different ways, for example as stalking and reciprocal violence. We must therefore maintain a steadfast focus on developing and supplementing the effort.

In the 2013 Perspective and Action Plan, we put a fresh spotlight on the gender equality of men. This effort will be continued. It is central for the public authorities to improve their capacity to take into account any differences in conduct, resources and the needs of the sexes. For example, we must improve how we address school dropout rates among boys and the fact that far too many men suffer from lifestyle diseases. Integrating an attention to gender into

public core services can contribute to improved quality, a more efficient use of resources and promote gender equality.

And then there are all the other equally important issues: More women in the top of decision-making bodies in Denmark, equal pay for women and men, gender-segregated educational opportunities and longer parental leave for fathers. If we look beyond our borders, there are multiple challenges looming—in fact, in some countries gender equality is even regressing, not least with respect to women’s basic rights. There, too, we will continue our efforts by spearheading the fight to give women the right to exercise control over their own bodies, for example, how many children they want and with whom.

Our efforts to promote gender equality will have to operate at many levels and at many speeds. To me, it is critical that we never stop debating how we can develop, support and strive for greater gender equality in Danish society.

Enjoy the read!

*Manu Sareen*

*Minister for Children, Gender Equality, Integration and Social Affairs*

## **2. Vision For and Status of the Gender Equality Effort in Denmark**

In Denmark, we have come far with respect to gender equality. In 2013, the European Institute for Gender Equality prepared a new EU member state Gender Equality Index, which confirmed Denmark's position as a gender equality pacesetter within the EU.

Measured across six discrete domains—work, money, knowledge, time, power and health—Denmark achieved an overall ranking of second place, only surpassed by Sweden. Naturally, that is an achievement of which we can be proud.

However, in Denmark we can also learn from the Gender Equality Index. Even though we score above the EU average in all the general domains of the index, Denmark is still facing a number of challenges. For the health domain, we see e.g. that Danish men are still living significantly shorter lives than women. And with respect to the distribution of power, we see that women remain underrepresented in, among other things, local politics and on corporate boards.

The index also shows that Danish women's share of domestic work is significantly higher than that of men. Concomitantly, we also know that, on average, Danish fathers take shorter leaves of absence when they have children than fathers in the other Nordic countries. The Government's ambition remains to have more Danish fathers make greater use of the parental leave scheme. It benefits children, fathers, families and gender equality.

With respect to gender equality efforts within the public sector, the 2013 Gender Equality Reports also showed areas for improvement. The Gender Equality Reports, which provide a status overview of the public sector's gender equality efforts, note—among other things—that most government institutions and many regions and municipalities already have policies in place for their gender equality efforts involving human resources. Of course, this is a very positive development. However, the reports also show that challenges remain when it comes to gender equality and inclusion policies for individual government areas and for public core services. In those areas, both the state, the regions and the municipalities lag behind.

The Government's gender equality efforts over the next year will be based on one overarching vision which charts out the general course for the Government's efforts within four focus areas. A number of targets have been established for each of those areas, which are bolstered by a number of specific activities and initiatives in 2014 and which thus contribute to the general vision.

### Vision for Gender Equality Efforts

No one should experience discrimination based on his or her gender. Barriers must be broken down so that women and men can exercise real influence on and have equal opportunities to affect their own lives and societal participation. This creates a democratic society in which all resources are put in play.



#### Gender Equality as a Fundamental Right

*Everyone should be entitled to decide over their own bodies and lives*

#### Gender Equality in the Public Sector

*Gender and equality must be integrated into public administration, etc.*

#### Theme-Based Gender Equality

*Barriers must be broken down and gender equality promoted in specific areas*

#### Gender Equality in a Global Perspective

*Denmark must work for gender equality globally*

Limiting social control of immigrant girls and boys

Combating domestic and close relationship violence

Combating human trafficking

Improved monitoring of the public sector's gender equality efforts and more knowledge and experience exchange across, among other places, the Nordic countries

Increased focus on gender and gender equality in public services

More women in research and management

Greater gender equality in the labour market

Breaking down gender segregated educational choices

Proactive Danish participation in global gender equality efforts, including in the UN

Developing further the gender equality cooperation within the EU and in a Nordic context

### 3. Gender Equality as a Basic Right

In Danish society, most people by far consider the right over one's own body and life, regardless of gender, to be a natural and fundamental right. No one should be discriminated against on the basis of his or her gender; and everyone—regardless of gender and regardless of ethnicity—should have the right to live a life free of social control, violence and human trafficking.

#### Limiting Social Control of Immigrant Girls and Boys

Social control occurs when a family, in the interest of the family's honour and reputation, attempts to manage and control a young person's behaviour in a manner that may be detrimental to that person's opportunities for self-expression. A study by Als Research<sup>1</sup> notes that young immigrant girls and boys are exposed to a tremendous degree of social control in the contexts of dating, sexuality and gender.<sup>2</sup> Moreover, it appears that young second-generation immigrants experience the same degree of social control as young first-generation immigrants. In other words, there is no indication in the figures that social control diminishes as new generations grow up in Denmark.

Heavy and comprehensive social control of young persons' lives and opportunities for self-expression—for example, if the individual girl or boy behaves in a manner that the family finds dishonourable with respect to choosing whom to date, sexuality or spouses—can trigger conflicts with their families. Families' reactions can range from bans, threats, isolation, mental abuse and forced re-education trips, and in a worst case scenario to actual crimes, e.g. forced marriages, violent attacks and in extreme cases homicide. The number of honour-related cases registered by the Danish National Police has remained more or less constant since 2007.<sup>3</sup>

Social control affects both girls and boys. However, to a much greater degree it is most often girls who are subjected to the coercive measures associated with such control. In many cases, the reason for this is that young women's sexual modesty is considered to be critical to the family's honour.<sup>4</sup>

Young men can also experience social control, e.g. in the contexts of marriage and demands to participate in the social control of family members. There is also much to indicate that a life as a homosexual can have immense consequences for both immigrant women and men.

Data from the Danish National Organization of Shelters for Battered Women and Children (LOKK) show that the number of inquiries related to honour-related conflicts has risen from

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<sup>1</sup> Als Research: "Ung i 2011 – Nydanske unges oplevelse af social kontrol, frihed og grænser" ("Young in 2011 – Immigrant Youths' Experiences With Social Control, Freedom And Restriction"). The report was produced at the behest of the then Ministry of Integration.

<sup>2</sup> Als Research describes social control as a complex social phenomenon that cannot be measured in terms of single questions or variables. Social control is therefore measured as an index, which provides metrics by combining several questions and indicators. For the composite index for relationships, sexuality and gender, five key questions were asked; the more questions were answered in the affirmative, the stronger the indication that the young person had been exposed to social control ("Young In 2011 – Immigrant Youths' Experiences With Social Control, Freedom And Restriction").

<sup>3</sup> The Danish National Police recorded the following figures: 137 in 2007, 160 in 2008, 167 in 2009, 142 in 2010 and 155 in 2011 (figure excerpted from "National strategi mod æresrelaterede konflikter" ["National Strategy To Combat Honour-Related Conflicts"]).

<sup>4</sup> Als Research: "Ung i 2011 – Nydanske unges oplevelse af social kontrol, frihed og grænser" ("Young In 2011 – Immigrant Youths' Experiences With Social Control, Freedom And Restriction").

101 in 2005 to 1,146 in 2013.<sup>5</sup> We see the same trend in figures provided by the Rehabiliteringscenter for Etniske Unge i Danmark (Rehabilitation Centre for Young Persons of Ethnic Origin in Denmark) where inquiries have risen from 64 in 2006 to 227 in 2013.<sup>6</sup> The figures reflect an increased attention being paid to the area and to the access to help, but they also indicate that the problem is not lessening.

There may be many social, cultural and religious explanations for why social control exists in some immigrant families. But there must be no doubt whatsoever that it is fundamentally unacceptable for women and girls—owing to an honour code that is largely linked to their gender—to be restricted in their right to make decisions about their own bodies and in which friendships, leisure activities, dates, sexuality and spouses they wish to pursue.

Gender equality and the right to make decisions about your own body and life are fundamental values in Danish society. And those are values and rights that we should not only insist upon around the world but also throughout Danish society. Honour codes and traditional perceptions of which roles women and men should play in their families and in society should never be an excuse for not letting girls and boys, women and men choose the lives they wish to live.

For the Government, it is crucial that gender equality is promoted and social control combated. Gender equality is one of the keys to integration. That is the reason that strengthening gender equality and combating social control are integral goals in the Government's integration efforts.

In 2014, within the frameworks of the National Strategy to Combat Honour-Related Conflicts and the Strategy to Combat Parallel Conceptions of Law, the Government will therefore continue its efforts to combat social control and honour-related conflicts and remain steadfast in its work to promote integration, gender equality and equal rights.

The Als Research study cited above highlights the following figures in the context of relationships, sexuality and gender:<sup>7</sup>

- 92 pct. of second-generation immigrant girls are experiencing social control, of which 39 pct. are exposed to heavy social control;
- 84 pct. of second-generation immigrant boys are experienced social control, of which 25 pct. are exposed to heavy social control;
- 91 pct. of immigrant girls are experiencing social control, of which 36 pct. are exposed to heavy social control; and
- 79 pct. of immigrant boys are experiencing social control, of which 20 pct. are exposed to heavy social control.

For comparison, none of the study's ethnic Danish young persons are experiencing heavy social control—8 pct. are experienced light social control.<sup>8</sup>

### **Combating Domestic and Close Relationship Violence**

As with social control, we regard the problem of domestic and close relationship violence with great seriousness. It is estimated that each year around 29,000 women and 10,000 men are exposed to violence from a former or current partner, and approx. 28,000 children witness

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<sup>5</sup> Figures provided by LOKK to the Ministry of Children, Gender Equality, Integration and Social Affairs.

<sup>6</sup> Figures from the Rehabilitation Centre for Young Persons of Ethnic Origin in Denmark, 2013.

<sup>7</sup> See Note 2 for a description of how social control is measured.

<sup>8</sup> Als Research: "Ung i 2011 – Nydanske unges oplevelse af social kontrol, frihed og grænser" (Young in 2011 – Immigrant youths' experiences with social control, freedom and restriction).

domestic violence.<sup>9</sup> Children and adolescents from families exposed to domestic violence are at increased risk of becoming batterers and/or battered themselves later in life. Violence is not only costly to the person who is battered and for the children who observe the violence. It is also costly to Danish society.<sup>10</sup>

There are already extensive and preventive treatment and support initiatives in place under the auspices of the various health, social and legal systems, which individually target battered women and their children. However, experience shows the patterns and target groups of violence are constantly changing. For example, men are also affected by close relationship violence—and violence also exists between young dating couples. At the same time, there is growing awareness that close relationship violence can assume many forms, e.g. as reciprocal violence or stalking.

A study from 2013, shows that nearly one in every ten Danes between the ages 18 and 74 years has been exposed to stalking one or more times over the course of his or her life. Over the past year, 2.9 pct., or between 100,000 and 132,000 individuals, have been exposed to stalking.

Women are more exposed than men; the young more exposed than older individuals; and single individuals are more exposed than persons in relationships. Out of the individuals affected by stalking, 28 pct. have been exposed to stalking by someone with whom they had a close relationship. About every tenth individual affected by stalking have experienced the stalking as a very serious event, while more than half have not experienced it as particularly serious.<sup>11</sup>

Irrespective of the form and manifestation of the violence and who is affected by it, everyone is entitled to live a life without violence. The Government has therefore allocated DKK 36 million over a four-year period for a new action plan to combat domestic and close relationship violence in order to strengthen and supplement existing efforts.

### **Combating Human Trafficking**

Human trafficking for prostitution and forced labour occurs in Denmark. The victims who are identified are still largely women trafficked for prostitution. In 2012, 45 of the 66 persons who were formally deemed to have been trafficked were women trafficked for prostitution—and the preliminary figures for 2013 suggest a similar picture.<sup>12</sup> For the Government, there is no doubt: Human trafficking is a serious and unacceptable violation of the individual's right to his or her own body and own life, and prostitution is generally a serious, social problem that must be combated with effective, targeted and coherent initiatives.

The Government will therefore continue the initiative "Exit Prostitution" which endeavours to help prostitutes find ways out of prostitution. In 2014, the Government will also launch a human trafficking awareness campaign, which will focus on the demand for, among other things, paid sex. It is critical to raise awareness about the signs of human trafficking and about the potential harmful effects of a life in prostitution. The current action plan to combat human trafficking will expire in 2014 after which the Government will perform an assessment of and follow-up on the project to date.

In 2014, the following initiatives will be launched under the focus area "Equality as a Basic Right":

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<sup>9</sup> National Institute of Public Health – Denmark (SIF): "Violence In Close Relationships—Scope, Nature, Development and Efforts in Denmark," 2012 (2nd edition).

<sup>10</sup> SIF, University of Southern Denmark and Rockwool Foundation: "The Price of Violence—Social Costs From Violence Against Women," 2010.

<sup>11</sup> Tanja Tambour Jørgensen, Ministry of Justice, Research Office: "Scope and Nature of Stalking," 2013.

<sup>12</sup> Statistics provided by the Danish Centre against Human Trafficking.

**Improved Knowledge about Civil Rights and Gender Equality for Ethnic Minorities:** Knowledge about gender equality, and the civil rights and obligations in Danish society can provide a better framework for escaping the constraints of social control. Within the framework of the nationwide Neighbourhood Mothers (“Bydelmødrene”) there will therefore be conducted an equal rights campaign designed to raise awareness about e.g. the right to maintain separate accounts, domestic violence, marriage and divorce. Moreover, the initiative will examine the need and opportunities for executing the campaign in other forums and to target other groups, such as social workers and teachers. Additionally, an app for mobile phones will be launched relating to gender equality and rights, which will provide easier access to knowledge in the area, particularly to young immigrants.

**Focus on Gender Roles and Social Control:** This initiative will focus on gender roles and social control based on, among other things, a study of the perceived gender roles of immigrant girls and boys and the significance of such roles to their own integration and civic participation. In 2014, follow-up work will be performed for the study, including an examination of how to communicate the findings to the relevant professionals.

**Girl Empowerment Workshops and Mentor Programmes:** As part of the National Strategy to Combat Honour-Related Conflicts, a special educational project will be launched in girls’ clubs in disadvantaged neighbourhoods. The project will focus on empowering girls to be able to stand on their own feet. Additionally, in 2014 a mentoring programme will be continued for young immigrant women between the ages of 18 and 25 who, owing to honour-related conflicts, have broken with their families and in some cases also with their social networks.

**Preparing Educational Materials for Upper Elementary and Middle School:** As part of the National Strategy to Combat Honour-Related Conflicts, educational materials related to honour-related conflicts will be prepared for upper elementary and middle school students. The materials will contain information about and suggestions for how to debate, among other things, individual rights, gender equality, and marriage, etc.

**Promoting Awareness, Debate and Dialogue about Gender Equality, Social Control and Sexuality:** It examines how, for example by means of a pool scheme manners to launch specific initiatives that can raise awareness and dialogue about gender equality, social control and sexuality, e.g. in elementary school and among parents. The activities will support the current debate that is already taking place among young immigrants about gender equality and social control.

**Knowledge about Living Conditions for Immigrants with LGBT Backgrounds:** Lesbian, gay, bisexual and transgender (LGBT) immigrants as well as professionals in the field have noted the particular challenges LGBT immigrants face in reconciling their culture and religion with their sexuality. The Government is therefore launching a study to examine the living conditions for immigrants with LGBT backgrounds, in order to gain more knowledge about their situation and need for support.

**New Action Plan to Combat Domestic and Close Relationship Violence—2014-2017:** The Government will launch a new action plan to combat domestic and close relationship violence in an effort to bolster and supplement the existing initiative. Funds in the amount of DKK 36 million over a four-year period have been allocated to the initiative, which—among other things—will highlight dating violence, target efforts for battered men, and strengthen how various form of violence are addressed, e.g. reciprocal violence and stalking.

**Ratification of the European Council’s Convention on Preventing and Combating Violence Against Women:** The Government will ratify the European Council’s Convention on Preventing and Combating Violence Against Women and Domestic Violence. Follow-up legislation is expected to enter into effect on 1 June 2014.

**Campaign to Combat Human Trafficking:** The Government will launch an awareness campaign on human trafficking in 2014. It will particularly be aimed at the demand side of prostitution and thus contribute to prevent human trafficking by raising awareness and providing information. The campaign will focus on human trafficking for both forced labour and for prostitution, including the harmful effects that result from a life in prostitution.

***EXIT Prostitution:*** In 2014, the development project Exit Prostitution will enter into the testing phase in the four project cities—Copenhagen, Odense, Aarhus and Aalborg. The target group for the project comprises both prostitutes who are ready and willing to leave prostitution and prostitutes who are not ready to leave prostitution but who wish to improve their quality of life. The purpose of the project is to produce a general prostitution strategy and to map out systematic impact metrics for the effort.

***Evaluation of the Action Plan to Combat Human Trafficking—2011–2014:*** The National Action Plan to Combat Human Trafficking for 2011–2014 will be evaluated. Based on, among other things, that assessment, this initiative will explore future efforts related to human trafficking, including the need for a new action plan.

***100th Anniversary for Women's Right to Vote and Stand for Electoral Office for the Danish Parliament:*** In 2014, preparations will be launched to mark the 100th anniversary in 2015 of women's suffrage and women's right to stand for electoral office for the Danish Parliament. The purpose is to generate national attention to such core Danish values as gender equality, democracy and civic engagement. The Government has allocated a total of DKK 7 million in 2014 and 2015 to mark the event.

## 4. Gender Equality In The Public Sector

Women and men are to a large extent formally equal in Denmark. However, in a number of areas, women and men and girls and boys are subjected to different conditions as a result of their gender. And this may impact their opportunities for self-expression and civic participation.

The figures are quite clear: There are more boys than girls in special education classes; boys are doing worse in day care institutions; men live shorter lives and suffer from more lifestyle diseases and more often have problems with substance abuse. Moreover, men generally do not go to the doctor as often as women; and men only take brief parental leave when they become fathers. More women than men take early retirement and receive paid sick leave benefits, and more women are admitted with affective mental disorders.<sup>13</sup> Compared to men, women receive more public sector job activation offers and fewer private sector job offers. In 2010, nearly 39 pct. of activated women found jobs in the public sector with wage subsidies; the corresponding figure for men was nearly 27 pct.<sup>14</sup> At the same time, slightly more men than women were employed six months after completing a benefit programme.<sup>15</sup>

The differences show that, in some areas, it is relevant to integrate gender into the planning of and when launching public benefits so that women and men have equal access to such services. The alternative is that we risk underutilising the skills of individuals and our social resources.

The gender equality assessment methodology—also known as gender mainstreaming—is an approach that is applied internationally. Denmark is internationally obligated, among other things under Articles 2 and 3 of the EU Treaty, to perform such assessments. The international obligation is set out in Section 4 of the Danish Gender Discrimination Act, which states that “[within] their respective areas, government agencies shall incorporate gender equality into all planning and administrative initiatives.”

Generally, the public sector maintains a heavy emphasis on placing the citizen front and centre. Many municipalities and regions are already working on integrating gender into the development of their services, but they are not doing so systematically.

The 2013 gender equality reports show that approx. 61 pct. of all government institutions and approx. 76 pct. of municipalities have not defined gender equality objectives for their core services.

The reports show that when public sector actors work with gender in their core services, they most often do so within the context of communications materials, e.g. campaigns and information materials. However, the reports also highlight that municipalities, regions and the state considers the main effects from integrating gender equality into core services in particular are more focused and community-centered core services, greater user satisfaction, higher perceived quality of core services and greater gender equality and equal opportunities for the citizens.<sup>16</sup> This demonstrates that there is a potential for integrating gender more systematically into the planning of local services.

It is about knowing your target group and drawing on knowledge about women’s and men’s behaviour within specific areas when addressing the issue at hand. Doing so helps target

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<sup>13</sup> Rådgivende Sociologer ApS: “Ligestilling – et overblik over kønsforskelle på udvalgte arenaer” (Gender equality—A Overview of Gender Differences in Select Areas), 2012.

<sup>14</sup> Ministry of Employment: “Women and Men in the Labour Market—2011.”

<sup>15</sup> Slotsholmen: “Analysis of Gender Differences in the Job Initiative,” 2014.

<sup>16</sup> Ministry of Children, Gender Equality, Integration and Social Affairs: Select data extract from 2013 gender equality reports.

services, bring about higher quality and greater efficiencies, and promote gender equality. Sometimes men and women have to be treated differently to gain equal opportunities.

Within the framework of the Strategy for Gender Equality Assessments in the Public Sector, the Government will continue its work towards integrating gender into public sector projects, among other things, through improved knowledge, experience exchange, specific projects and dialogue. It is about gender equality in day-to-day activities as well as strengthening gender equality at multiple levels.

For example, men visit their doctors more rarely than women, but they more frequently suffer from lifestyle diseases. Physicians and other healthcare staff therefore also have a role to play in communicating with men so that men can make better use of the healthcare services offered by the welfare society.

### **Examples of gender equality assessment of citizen-focused services**

#### Gender equality assessment of rehabilitation efforts

Since 2007, Copenhagen Centre for Cancer and Health has received referrals for municipal rehabilitation for individuals of both sexes suffering from cancer. In 2007, only 27 pct. of the referred individuals were men. In spite of a higher number of referrals, the distribution of men and women who are referred to the centre and who are offered rehabilitation remains very lopsided. In 2013, only 33 pct. of the individuals who made use of the centre's offerings were men.

In 2014, the City of Copenhagen will therefore launch a project—with funding from the Ministry of Children, Gender Equality, Integration and Social Affairs—to gather practice-based knowledge about why male cancer patients are not using the Centre's offerings. The initiative will also focus on how offerings can be made more attractive to men. The goal is to increase the number of referred men and to increase men's participation in the Centre's offerings to a level that corresponds to that of women.

#### Gender equality assessment of job activation

In 2014, the City of Aarhus will implement a project funded by the Ministry of Children, Gender Equality, Integration and Social Affairs that focuses on gender, age and ethnicity as these factors relate to job activation efforts:

Among residents of the City of Aarhus, there are a number of immigrant young men and women with little education who stand outside the labour market. In their private lives, the young women are often exposed to social control and isolation while the men risk ending up in drug abuse and crime. The City of Aarhus will work to counteract these tendencies through offers adjusted to the special needs and challenges of this particular group. The goal is to put in place procedures to deal with the target group's personal and social issues and to prepare participants to take part in the labour market or start academic or training programmes.

In many cases, gender cannot be considered on its own but must be seen in the context of other factors. For example, this might be the case for ethnicity and age. Some young immigrant girls may be exposed to such heavy social control that they are precluded from e.g. leisure activities, social events, friendships, and dating, and thus exercising the right to decide over their own bodies. In this context, professionals and others have an important role in considering the various gender-specific conditions for immigrant girls and boys.

In 2014, the following initiatives will be launched under the rubric "Gender Equality in the Public Sector":

**Gender Equality Assessment of Public Services:** The Ministry of Children, Gender Equality, Integration and Social Affairs, the Danish National Association of Local Authorities and a number of vanguard municipalities will work on integrating gender into their public services and, in 2015, will produce recommendations for how to improve gender equality assessments of public services within specific welfare areas (e.g. within the area of elderly care, job activation, prevention as well as within the healthcare area). The initiative will also focus on how authorities communicate with fathers and mothers about children, e.g. with respect to registering with day care institutions and parents' access to information about their child.

**Follow-up on Pool Scheme for the Promotion of Gender Equality in Public Services:** Six specific projects in municipalities have received funding for a study to examine how gender can be integrated into the public sector's core services within the areas of jobs and job activation, prevention and health as well as elementary and middle school. Two of the projects will, for example, emphasise men's special health needs—including having more male cancer patients take advantage of rehabilitation offers—and target healthcare offers to men with lifestyle diseases. All the projects will be completed in 2015. The Ministry of Children, Gender Equality, Integration and Social Affairs will follow the projects on an ongoing basis.

**Strengthening the Effort to Promote Men's Health:** The Rate Adjustment Pool Agreement for 2014–2017 has allocated DKK 6 million to strengthening the effort to promote men's health. Activities will include the project "Er du klar over det, mand?" ("Man, did you know that?") which focuses on promoting the health of men with little-to-no education. Additionally, the project will provide the basis for conducting a qualitative study of men's needs, desires and motives, in order to improve their health and, in doing so, uncover any special factors that may not yet have been examined adequately. The initiative will also explore options for how to organise communications efforts that particularly target men—including especially early school leavers.

**New Knowledge about Men and Women and Welfare Services:** A number of analyses of the differences between women and men in key welfare areas will help shed new light on how women and men utilise public services. Among other things, analyses will focus on areas as job activation and elder care. Moreover, an inter-Nordic study will produce specific examples of gender equality efforts at the national and municipal levels in the Nordic countries. The analyses will be a component in the effort to strengthen gender quality assessments of public services provided in the municipalities.

**Inter-Nordic Conference on Gender Equality Assessments in the Public Sector:** In the autumn of 2014, an inter-Nordic conference will be held on gender equality assessments in the public sector. The conference will provide the framework for exchanging experiences and highlighting ways in which to work with gender equality assessments at the national and municipal levels in the Nordic countries going forward.

**Simplifying and Overhauling Gender Equality Reports:** As part of the increased focus on gender and equality in public services, the gender equality reports have been simplified and strengthened in 2013. This initiative is also intended to generate more knowledge about and improve the basis for the exchange of experiences so that public sector actors can learn from each other's methods and achievements. The findings of the gender equality reports will be published in the spring of 2014 as a new gender equality index, which will be posted at the website [Ligestillingidanmark.dk](http://Ligestillingidanmark.dk).

## 5. Theme-Based Gender Equality

Women and men must have equal opportunities in real terms to express their potential and to gain influence in the society in which they live. In Denmark, we have generally come far with respect to gender equality—but areas with challenges remain. That is why barriers must be broken down and gender equality be promoted wherever there are differences in the opportunities and conditions women and men are offered. Putting both women's and men's competencies and resources in play contributes to social growth and prosperity.

### More Women in Research and Positions of Leadership

An EU study published in 2012, showed that Denmark ranked 23rd out of the 33 countries surveyed with respect to the number of women researchers.<sup>17</sup> In Denmark, women represent only approx. 17 pct. of all university professorships.<sup>18</sup>

Overall, the figures suggest that the potential of women research talents is not being adequately utilised. The Government and the Danish Council for Independent Research (DFF) have therefore launched the YDUN Programme (Young Women Devoted to University Careers). In a special effort to target women researchers, the programme is designed to promote greater gender balance across the research environments in Denmark so that the full talent pool can be put in play.

The YDUN Programme targets women researchers at the associate professor level, who are given the opportunity to lead a research project for a four-year period with a budget of up to DKK 4.5 million (excl. overhead). The programme, which will be implemented in 2014, became a reality as a result of the 2014 Political Allocation Agreement on Research Reserve Capital. The Agreement allocated DKK 70 million to the programme, which—with funding by the Danish Council for Independent Research of DKK 40 million—will make available funding at a total of DKK 110 million. Both women and men are eligible to apply to the programme and funds are awarded based on a quality assessment performed by DFF. By dispensation from the Danish Gender Equality Act, female applicants may be prioritised over male applicants in the event two applicants' qualifications are deemed to be equal.

However, it is not just among university professors and researchers that the gender distribution is lopsided. In 2009, the percentage of women on the boards of Danish public limited companies stood at 18.9 pct. and for the boards of Danish listed companies it was 9.7 pct.<sup>19</sup> In December 2012, the Danish Parliament passed an act that required the 1,100 biggest private and all state-owned enterprises to set gender distribution targets for boards of directors and prepare policies to promote women in leadership positions. In 2013, the percentage of women on the boards of Danish public limited companies stood at 19.3 pct. and 12.8 pct. for the boards of directors of Danish listed companies.<sup>20</sup> Therefore, this area still needs attention.

### Greater Gender Equality in the Labour Market

Generally, the Danish labour market remains highly gender segregated. This particularly applies to management where far more men than women hold executive positions. The segregation extends across industry segments and sectors; for example, half of all female and nearly a quarter of all male wage earners are employed in the public sector.<sup>21</sup>

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<sup>17</sup> European Commission, *She Figures 2012: Gender in Research and Innovation*, Figure 1.6, p. 26. Figures from 2009.

<sup>18</sup> Memorandum "Scientific Staff at Universities—2012" of 15 October 2013 from the Danish Ministry of Science, Innovation and Higher Education.

<sup>19</sup> Committee on Corporate Governance in Denmark, <http://corporategovernance.dk/konsfordeling>.

<sup>20</sup> Committee on Corporate Governance in Denmark, <http://corporategovernance.dk/konsfordeling>.

<sup>21</sup> Ministry of Employment: "Women and Men in the Labour Market—2012."

If we look at professional educators, in 2013, among the members of the Danish National Federation of Early Childhood Teachers and Youth Educators (BUPL), men represented 14.5 pct. of the federation's teachers and educators. Most men by far (47.7 pct.) were employed in clubs, youth and after-school care centres. In nurseries in 2013, the share of men stood at 2.3 pct. and in kindergartens 6.3 pct.<sup>22</sup> Having more male educators in our day care institutions will contribute to greater exposure for our children to a broad range of role models and moreover show that men are also caregivers.

Gender segregation in the labour market not only contributes to producing an inflexible labour market but also to maintaining wage differentials between men and women. New figures from Statistics Denmark show that the average disposable income of women stood at DKK 186,000 in 2012, which is DKK 36,000 lower than that of men. At the same time, the gap between the incomes of men and women has widened by DKK 1,000 since 2011.<sup>23</sup>

In 2011, the average wage gap between women and men in the general labour market stood at 13–17 pct. depending on which wage definition is applied. However, it is also a wage gap that cannot be explained merely by way of differences in jobs or educations, etc. If we take into account that men and women typically have different educations, different jobs and often choose to work in different sectors, the unexplained remaining gap still stands at 4–7 pct. That is the same level as in 2006.<sup>24</sup> Therefore, there must be greater awareness and transparency relating to wage differentials, and improvements must be made to efforts designed to ensure equal pay in individual workplaces. At the same time, the Government's ambition remains for more fathers to make greater use of parental leave. This benefits children, fathers, families and gender equality. On average, fathers took only 36 parental leave days, whereas women took 295 days of leave with maternity allowance in 2011.<sup>25</sup>

### **Reducing Gender Segregated Educational Choices**

When focusing on the gender segregated labour market, we should consider the entire food chain—and here in Denmark, education choices remain highly gender-segregated. Traditional notions of gender—what kinds of education and work boys and girls can and should do—still play a role when choosing an education.

The Government will therefore maintain its focus on breaking down barriers and promoting that both girls and boys can pursue an education and their dreams freely without being limited by expectations based on their gender. As a society, we absolutely cannot afford to ignore the potential of for example having more girls start engineering studies and more boys embark on studies in the so-called care fields. In that regard, it is important to provide professionals, such as e.g. educators and guidance counsellors with the right tools so that they can give girls and boys equal opportunities to develop their interests and competencies irrespective of gender.

For vocational and professional bachelor educations, the percentage of women is particularly high within the fields of design and healthcare (85 pct.) and within the social sciences (80 pct.), while the percentage of men is particularly high in IT (71 pct.) and engineering (80 pct.)<sup>26</sup>.

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<sup>22</sup> Danish National Federation of Early Childhood Teachers and Youth Educators (BUPL), website, 2013, [http://www.bupl.dk/presse/statistik\\_om\\_boern\\_og\\_paedagoger/medlemmer\\_fordelt\\_paa\\_koen\\_og\\_type\\_arbejdsplads\\_2013?OpenDocument](http://www.bupl.dk/presse/statistik_om_boern_og_paedagoger/medlemmer_fordelt_paa_koen_og_type_arbejdsplads_2013?OpenDocument).

<sup>23</sup> News from Statistics Denmark, 17 December 2013, No 682.

<sup>24</sup> Ministry of Employment, Draft bill to amend the Danish Equal Pay Act.

<sup>25</sup> Select data extract from Statistics Denmark, News from Statistics Denmark, No 124, 12 March 2013 as well as the Ministry of Employment's own calculations.

<sup>26</sup> Memorandum from the Ministry of Higher Education and Science: "Admissions 2013—Memorandum on Gender Segregation."

In 2014, the following initiatives will be launched under the focus area “Gender Equality in the Public Sector”:

***Putting More Women Research Talents in Play:*** The so-called YDUN Programme will be launched under the auspices of the Danish Council for Independent Research (DFF) in 2014. It is a programme that is designed to improve the talent utilisation rate in Danish academic research by promoting a more balanced gender composition within Danish research environments. Both men and women are eligible to apply to the programme, and funds are awarded based on quality assessments performed by DFF. However, by dispensation from the Danish Gender Equality Act, female applicants may be prioritised over male applicants in the event two applicants are deemed to have equal qualifications.

***Improved Gender Segregated Wage Statistics:*** Legislation improving gender-segregated wage statistics so that they include more businesses is expected to enter into force on 1 January 2015. The legislation is intended to improve cooperation with respect to equal pay in businesses and to provide better conditions for determining if and when equal pay proceedings should be instituted.

***Following Up on More Women on Boards and in Management:*** The Government will remain focused on gender composition trends in management and on boards and will provide constant follow-up in an effort to ensure that the Danish model is complied with and that more women find their way onto corporate boards. The Danish model entered into force in April 2013 and the first reports related to target figures and policies will be published in 2014.

***Increased Diversity in Day Care Institutions:*** In 2014, the Government will follow up on projects that—in cooperation with the Danish National Federation of Early Childhood Teachers and Youth Educators (BUPL)—have been launched under the auspices of various municipalities and that focus on attracting and retaining more men in day care institutions. Experiences from the projects will be compiled and communicated to the municipalities and day care institutions around the country.

***Knowledge about Gender in Educator Training Programmes:*** The Government’s reform of educator training programmes will strengthen and professionalise competencies relating to gender. The initiative ensures that the gender dimension is incorporated into the relevant knowledge areas in basic academic curriculums. And in the spring of 2014, university colleges will develop a new national curriculum module on, among other things, gender identity, sexuality, gender equality and family forms, which will be offered to new students from the start of their studies in the summer of 2014.

***More Girls in the Natural and Engineering Sciences:*** The Ministry of Children, Gender Equality, Integration and Social Affairs will focus on how girls’ interest in the natural and engineering sciences can be increased so that more girls will pursue advanced studies in those fields. The website [www.fremtidenerdin.dk](http://www.fremtidenerdin.dk) will, among other things, be updated with new role models and a special page providing advice and detailing academic options. The purpose of the website is to inspire young persons and guidance counsellors to look into untraditional educational choices.

## 6. Gender Equality in a Global Perspective

As one of the most gender equal nations in the world, Denmark has a special obligation to work to promote women and men's rights globally and to lead the fight for progress within the field of gender equality. Regrettably, too many women and girls worldwide remain unable to exercise their right over their own bodies and lives and do not have equal opportunities for civic influence and access to societal resources.

### **Proactive Danish Participation in Global Gender Equality Efforts**

The global fight for gender equality is therefore a high priority for the Danish Government. For the Government, it is critical for culture and religion not to be used as an excuse to oppress women and to set back women's rights.

Gender equality is a fundamental value and a right for which the Government will fight both at home and abroad. The Government will take up the fight primarily because women's equality is a human right and therefore a goal in itself but also because women's equality is a critical means to create development and sustainable growth globally.

This year, the session of the UN Commission on the Status of Women will assess "the achievements and implementation of the 2015 Development Goals for women and girls." These global development goals—the so-called UN Millennium Development Goals (MDG) adopted in 2000—pertain, among other things, to the eradication of extreme poverty and hunger, access to universal primary education for all children, both girls and boys, gender equality and women's rights as well as combating maternal mortality.

And progress has fortunately been made. Globally, an equal number of girls and boys are starting school today and fewer women die during pregnancy or childbirth in developing countries. This shows that it pays to fight for women's and girls' rights—and that the development goals are generating clear achievements.

The MDG's are therefore also expected to be substituted by new global goals, the so-called Sustainable Development Goals (SDG)—because major challenges and regional differences in women's rights remain.<sup>27</sup>

In 25 out of 43 countries in Sub-Saharan Africa, the likelihood of boys' completing an elementary education is higher than for girls. Meeting the global need for contraception could prevent 54 million unwanted pregnancies, 26 million abortions and 21 million unplanned births. Every single minute, a new woman is found to be HIV positive. Especially in Sub-Saharan Africa, women between the ages of 15 and 24 are twice as likely as men in the same age group to become HIV infected.<sup>28</sup> This has to change—and it can only be changed if, globally, women gain the right to decide over their own bodies and sexuality and are given access to health services.

Therefore, there is a need for pioneering countries to dedicate their efforts to ensure that clear gender quality goals and perspectives are incorporated into the new global development goals.

### **EU and Nordic Gender Equality Efforts**

If we wish to develop and qualify our local gender equality efforts here in Denmark, we also need to remain open to be inspired by new knowledge from the world around us. Many other

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<sup>27</sup> The World's Best News: [www.verdensbedstenyheder.dk](http://www.verdensbedstenyheder.dk)

<sup>28</sup> OECD Development Assistance Committee, Network on Gender Equality, May 2013.

countries are dedicated to improving gender equality—not least within the EU and in the other Nordic countries.

In 2014, a new partnership programme will be drafted for the Nordic Council of Ministers' gender equality efforts. As Denmark assumes the chairmanship in 2015, it is currently playing an active role in prioritising which central gender equality efforts will be launched in the Nordic countries over the next years. Nordic Forum 2014, which will be convened by a number of Nordic women and gender equality organisations in June, will highlight the ways in which the Nordic countries can remain "gender equality trailblazers" and how they can contribute to raising the bar internationally and within the Nordic countries.

We need a strong, global outlook where we can inspire and be inspired by other countries' thinking, knowledge and initiatives within the gender equality area.

In 2014, the following initiatives will be launched under the focus area "Gender Equality in a Global Perspective":

**Strong Final Declaration from the Session of the UN Commission on the Status of Women:** At the UN Commission on the Status of Women session in March 2014, Denmark will work actively to have the Commission adopt an ambitious final declaration that will contribute to meeting the established development goals by 2015, and to set new and more ambitious but also realistic gender equality goals post-2015. During the UN Commission on the Status of Women session, Denmark will be hosting a side event.

**Ambitious Post-2015 Goals:** In 2014, Denmark will intensify its efforts to exercise influence on the shaping of the post-2015 agenda through the EU, the UN and in collaboration with like-minded partners. This will take place by focusing and clarifying the Government's priorities with respect to active advocacy activities, the forming of alliances and utilising Danish positions of strength and international platforms.

**New Strategic Framework for Denmark's Development Cooperation within the Area of Gender Equality:** The strategy for Denmark's development cooperation—The Right to a Better Life—introduces a human rights-based approach to development cooperation. To follow up on the strategy, a new strategic framework will be prepared to promote gender equality in Danish development cooperation initiatives that highlights the broad framework of women's rights and identify how Denmark can contribute to improve women's access to decision-making forums, to resources and to opportunities. The protection and promotion of LGBTI persons' rights are also covered by the strategic framework.

**Gender Equality Focus of Future EU Chairmanships:** In the coming year, as part of the follow-up on the focus areas defined in the Beijing Platform for Action for Gender Equality, there will be an emphasis on, among other things, women and economy. As always, Denmark will play an active role to promote gender equality efforts in the EU and its member states. The Government tracks and also participates actively in the negotiation of the proposed EU directive to increase the number of women on boards.

**New Programme for Gender Equality Efforts and the Danish Chairmanship of the Nordic Council of Ministers:** Under the Icelandic chairmanship of the Nordic Council of Ministers in 2014, a new cooperation programme for Nordic Council Gender Equality Effort 2015–2018 will be drafted. The findings from the inter-Nordic Conference on Gender Equality in Modern Nordic Welfare Societies which was held in Copenhagen in 2013 will form part of this work. There will also be a focus on preparing Denmark's 2015 chairmanship of the Nordic Council of Ministers with respect to Nordic gender equality efforts.

**Nordic Forum:** A number of voluntary organisations will come together to organise the event Nordic Forum in June 2014. Denmark will provide support for the planning of this very comprehensive Nordic gender equality event. The attendees will, among other things, debate global and regional gender equality challenges.

## Status of Initiatives from the 2013 Perspective and Action Plan

<b>Focus area</b>	<b>Number of initiatives</b>	<b>Completed</b>	<b>Started</b>	<b>Not completed</b>
Theme-based gender equality	9	7	2	
Gender equality assessments	6	4	2	
Gender equality as a basic right	9	7	2	
Gender equality in a global perspective	5	5		