EGGE – EC’s Expert Group on Gender and Employment

Assessment of the National Action Plans on Social Inclusion from a Gender Perspective

Denmark

2003

EWERC, Manchester School of Management, UMIST

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Grid One: gender mainstreaming and gender issues raised by the Member states under the various objectives

Please cite what is in the NAPs and as close as possible to the way it is written without interpretation or assessment

Definitions

gender mainstreaming = GM: concerns (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies, at all levels and at all stages by the actors normally involved in policy making

Specific measures: with a view to ensuring equality in practice between men and women, Member States may maintain or introduce specific measures to prevent or compensate for disadvantages linked to sex.

Column 1: in italic = extracts from the common NAP’s outline
Columns 2 and 3: Comments made are not exhaustive but highlight some key points to be checked.

<table>
<thead>
<tr>
<th>NAP outline - Major trends and challenges – &quot;including indicators broken down by sex + showing gender characteristics&quot;</th>
<th>Gender mainstreaming (ref. the Danish NAP on social inclusion)</th>
<th>Specific gender issues / specific measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-</td>
<td>Types of stats and indicators disaggregated by sex, and what is missing:</td>
<td>specific stats and indicators about gender issues:</td>
</tr>
<tr>
<td></td>
<td>Economic and social conditions (section 1.1):</td>
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<tr>
<td></td>
<td>- The risk of poverty: 10% for women and 9% for men</td>
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<tr>
<td></td>
<td>- long-term risk of poverty: approx. 5.4% for women and approx. 4.3% for men</td>
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<td></td>
<td>- long-term unemployment: 1% (not disaggregated by sex)</td>
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<td></td>
<td>- extreme long-term unemployment: less than 0.5% (not disaggregated by sex)</td>
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<tr>
<td></td>
<td>- women’s employment rate: 74%</td>
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<td></td>
<td>- total fertility rate: 1.7</td>
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<td>Risk groups, focus areas and targets (section 1.2):</td>
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<td></td>
<td>Marginalised groups:</td>
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<td></td>
<td>- more homeless men than women (no figures given)</td>
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<td></td>
<td>- female drug misusers finance their misuse through prostitution, males with crime (no figures given)</td>
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<td></td>
<td>- more women become unemployed (no figures given)</td>
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<td></td>
<td>- unemployed men find it more difficult to handle unemployment because of their weaker private social relation (no figures given)</td>
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<td></td>
<td>- women as sole providers claiming cash assistance are overrepresented (no figures given)</td>
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</table>

The reintegration efforts for marginalised groups need therefore (according to the

Denmark has an estimated number of 7000 prostitutes. Women are strongly overrepresented (no figures given). Foreign women are a particularly disadvantaged group (percentage of foreign women not given), some of them as victims of trafficking. The government has launched an action plan for supporting the victims of trafficking, preventing trafficking in women and prosecuting the ringleaders.

OBS: Section numbers refer to sections in the Danish NAP.
NAP) to be gender targeted.

The estimation is, that Denmark has 14000 drug misusers who require treatment (the number not disaggregated by sex). 11000 received treatment in 2002 compared with 4500 in 1996 - men constitute approx. 75%.

As alcohol misuse is a major social and health problem (no figures given), the Danish government intends to enhance initiatives aimed at adult alcohol misusers and children from families with alcohol misuse. The target is to reduce the number of heavy alcohol misusers substantially, juvenile alcohol consumption must be reduced and alcohol consumption among children must be eradicated.

Denmark has an estimated number of 22000 mentally ill persons, about 1000 with a double diagnose (mentally ill and drug or alcohol misuse) (numbers not disaggregated by sex). The government's long-term target is to increase the number of residential and day-treatment places and establish new shelters.

Homeless: 8500 persons (not disaggregated by sex) were registered at reception centres during 2001 (the exact number of homeless is difficult to estimate). The government has decided to establish 300 temporary local-authority residential facilities until a sufficient number of ordinary housing offers to homeless have been established.

The government will launch work to combat negative intergenerational transmission and increase social mobility.

Immigrants and their descendants from non EU-countries have a weaker affiliation to the labour market than native Danes do. Activity and employment rates for native Danes, immigrants and their descendants from non EU-countries are disaggregated by sex.

At the same time immigrants and their descendants from non EU-countries have a lower level of education than native Danes do. Data on education for native Danes, immigrants and their descendants from non EU-countries are disaggregated by sex. The Government's target is that non-native Danes in Denmark should be integrated so they can participate in the labour market and social life on a par with native Danes.

Approx. 65000 women aged 18-65 were victims of physical violence or threats of violence from partners or ex-partners in 2000, and 29000 children had to witness their mothers being battered or threatened with physical violence (no figures given of battered or threatened men). In the past years shelters have housed around 2000 women. The percentage of ethnic minority women using the shelters is growing, in 2001 they accounted for 40% (no figures given of the ethnicity of their partners and ex-partners). Furthermore 3473 women contacted shelters for counselling. The government has in 2001 intensified the effort to stop violence against women with a four-target action plan.
The government also intends to prevent forced marriages and forced-like marriages as well as to combat arranged marriages (no figures given on the estimated numbers).

The government's target aimed at disadvantaged elderly people are mainly: quality assurance and the introduction of free choice (no figures given on numbers).

The government will launch initiatives to promote accessibility in society and to the greatest possible extent give disabled people the same opportunities as all others (no figures given on numbers).

The government will reduce the unemployment rate for the long-term unemployed. Figures are given for long-term unemployed in 2001 and 2000 disaggregated by form of benefit and sex and for long-term unemployed recipients of cash benefits for 2001 disaggregated by place of origin ('Denmark', 'More developed countries' and 'Less developed countries') and sex.

### 2- Review of progress during 2002/2003

<table>
<thead>
<tr>
<th>Have some gender gaps have been reduced?</th>
<th>Changes in policies?</th>
<th>New initiatives relating to GM?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Developing the inclusive labour market is still the major overall goal, some measures have however changed simultaneously with change of government in 2001.</td>
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</table>

**Active social policy** (section 2.1) - Change in measures:
From 1. January 2003 the anticipatory pension scheme is reformed with the objective of strengthening the active social policy over passive income support. The target is to create as many jobs as possible on special terms to ensure that anticipatory pension is only awarded to people unable to work. The focus is on the individual's resources and potentials instead of their limitations.

The Danish Council of Organisation of Disabled People and the Ministry of Employment will develop new tool in relation to job seeking and recruitment on the Internet.

Figures already show a development with around 19000 persons (more than 10000 women and nearly 9000 men) in flexible working arrangements in 2002 compared with about 8000 (about 4000 women and 4000 men) in 2000. A new gender gap

### Improvement or deterioration of specific gender problems?

Changes in policies? - New initiatives?

OBS: *Section numbers refer to sections in the Danish NAP.*
seems to emerging. In sheltered working the numbers grew from 5100 in 2000 to 5800 in 2002 (women constitute 56%). There is no GM of this development and the further initiatives.

A new working capacity concept method has been introduced from 2003, where active social policy in the local authorities takes priority over passive income supports in all respects. The individual's strength rather than weakness are highlighted in relation to labour market affiliation.

More service units based on states grants are created to strengthen the employment service effort, 40 units are expected to be established by the end of 2003.

The government wants to reduce long-term sickness absence as this may lead to a risk of losing foothold in the labour market. In general sickness absence must be reduced.

### Working and family life - Change in measures (section 2.2):

Local authorities are given the opportunity to grant parent financial assistance to look after their children for a limited period instead of placing the children in daycare facilities (*no GM mentioned*).

The maternal/parental leave has been extended, and parents can resume work at reduced working hours and thus extend their maternal/paternal leave by the amount of hour worked (*no GM mentioned*).
For the most vulnerable (section 2.6) a large amount (no figure given) was earmarked in 2002 and 2003 for improving the effort aimed at the socially disadvantage groups. Public spending has increased 40%. No GM of the initiatives is mentioned, though the NAP's gender awareness of the problems (see comments above in point 1).

For refugees and immigrants (section 2.6) the government has strengthened the integration effort to ensure that the planned integration effort focuses on employment from June 2002. In July 2002 a waiting period for cash assistance was introduced to ensure that people have an incentive to get a job. People who have not been in Denmark for a period of 7 years within the late eight years receive an introduction benefit, this is lower than the cash assistance but corresponding to the basic income student income (in form of Danish State Grant and Loan Scheme).

As a kind of GM the minister for Gender Equality has spotlighted the need to target integration in a gender perspective. Women and men of non-Danish ethnic background have different integration patterns and problems - women's unemployment rate is higher than men's, and young men are less likely than women to complete an educational programme.

The government wants to strengthen voluntary social work (section 2.7) (no GM discussion).

3 – Strategic approach, main objectives and key targets
"targets should be disaggregated by sex whenever available + if relevant"

Extract on GM - Targets disaggregated by sex?

The governments overall target is to ensure, strengthen and increase welfare. The fight against poverty and exclusion is considered a multidimensional phenomenon including different policy areas. One of the means is to get more people working - involving a special action programme of stepping up the effort to integrate refugees and immigrants in the labour market. Other crucial factors to combat poverty, social exclusion and negative intergenerational transmission are strong hospital service and high-quality educational system.

The government's cross-sectional strategy is to strengthen free choice, and make the private as well as the voluntary sector play a part in the solution process. There is no disaggregation by sex in the overall targets and strategy.

Mention specific measures for disadvantaged sex? - Specific targets for women or men with particular disadvantage?
In the section *The Initiatives aimed at the weakest groups* (3.1) there is no sex disaggregation or gender awareness of targets - nor of possible provides in the idea that “relatives must play a more central role in attempt to ensure socially disadvantaged groups a meaningful and socially anchored life. Relatives have to play the role of assistance, support and care providers…” and in the idea that voluntary work must be strengthened.

There is no sex disaggregation or gender awareness in the section on *combating negative intergenerational transmission* (3.2), the section on the *Action plan concerning disabled people* (3.5), the section on *Cultural policy* (3.8), the section on *Education policy* (3.9), the section on *Urban and housing policy* (3.10) and the section on *Integration policy* (3.11), though the Minister of Equality has drawn attention to the fact, that different measures and targets could be important in some of these areas of politics (see comments above in point 2).

Only the sections on *Employment policy* (3.6) and *Health policy* (3.7) have gender aspects. The PES (Public Employment Service) has been working to gender mainstream its core services, and as a result unemployed women and men have gained more job opportunities. The Minister for Gender Equality's Perspective and action plan includes the health of men and women as a special focus area. The target is that knowledge and awareness of gender differences in health patterns may help improve the health of women and men and prevent diseases.

Besides this there are sections on *Action plan to combat trafficking in women* (3.3) and on *Action plan to stop violence against women* (3.4)

### 4 – Policy measures

<table>
<thead>
<tr>
<th>Approach as presented in the NAP</th>
<th>Dedicated measures and financial resources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>4.1.1 facilitating participation in employment</strong></td>
<td>The government pays great attention to the labour-integration of <em>Ethnic minorities</em> (section 4.8). Measures are among other things: special training courses for family-reunion immigrants and immigrant women, and a campaign &quot;We need all young people&quot; with a focal point on the most disadvantaged groups among young people</td>
</tr>
</tbody>
</table>

OBS: *Section numbers refer to sections in the Danish NAP.*
immigrants and descendants. Young latecomers, unadapted young people and young girls are in the NAP mentioned as special target groups for this campaign.

A special mentor scheme has been set up for young ethnic minority women, who have lost contact to their families and network or face demands and pressure from their families and surroundings. The women are offered support to start an education or to apply for a job.

The Minister for Gender Equality has in her perspective plan for 2003 a special study of older ethnic women's special needs, including home visits and the setting up of special clubs/services for older women of non-Danish ethnic origin.

Another important target group for the government's action plan for the inclusive labour market is *Disabled people* (section 4.10).

The only gender perspective in the measures concerns the very disadvantaged group, battered disable women. Means have been set aside to improve accessibility to some shelters, so that battered disable women can find the help and support they need.

| 4.1.2 Facilitating access to resources | This point is included in other points - in general the gender perspective has not been taken into consideration - although special efforts and action programmes are given to very vulnerable groups of women as: |
|----------------------------------------|• battered women, |
|----------------------------------------|• battered disabled women, |
|----------------------------------------|• ethnic minority women without contact to their families and network or with pressure from their families and surroundings |
|----------------------------------------|• older ethnic women's |
|----------------------------------------|• prostitutes |
|----------------------------------------|• victims of trafficking in women |

| 4.2 Prevent risks of exclusion | The employment reform "more people in work" should also benefit the long-term employed and people with problems other than unemployment (section 4.11). The reform applies a person-centred approach and an intensive contact process between the unemployed and the public authority. The action plan introduced 'on-the-job training' and mentor schemes, and it advocates better-co-ordinated organisation of |
|-----------------------------|No figures on measures and financial resources are given. |

OBS: *Section numbers refer to sections in the Danish NAP.*
general employment efforts. 40 new job-centre units around Denmark should pave the way for closer co-operation between local authorities, job centres and other stakeholders.

However, the government also wants to make work pay and have made changes to the cash-benefit system for clients who have received cash benefit for six month or more. After six month married couples monthly benefit is reduced, and from 2004 there will be a ceiling over public benefit, with the result that public benefits such as housing benefit and special benefit partly or wholly cease after a six month's cash benefit period, unless the benefit claimant has a supplementary wage income.

There is no gender perspective in the NAP's presentation of the employment reform and action programmes.

<table>
<thead>
<tr>
<th>4.2.1. knowledge society, ICT</th>
<th>The gender perspective has not been taken into consideration. IT and Knowledge society is mentioned in connection with disabled - where the governments two action plans ('IT for us all' and 'Disability is no disability!') are mentioned.</th>
</tr>
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<tbody>
<tr>
<td>4.2.2. prevent life crisis</td>
<td>No paragraph on this.</td>
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<tr>
<td>4.2.3. preserve family solidarity</td>
<td>No paragraph on this</td>
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</table>

4.3. help the most vulnerable

No gender perspective in the description of policy measures for Drug misusers (section 4.1), Adults and children from families with alcohol misuse (section 4.2), and Mentally ill people (section 4.3).

In the section The homeless (4.4) it is mentioned, that 75% of the registered users of the residential facilities for the homeless are men. However, the potential gender difference is not elaborated further.

The government wants to provide both social and health service to male and female prostitutes (section 4.5). Some of them are also homeless and have massive misuse problems. Furthermore the government wants to take measures to prevent the most socially marginalised young people and young people in general from becoming

<table>
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<tr>
<th>4.3. help the most vulnerable</th>
<th>No gender broken figures on measures and financial resources are given.</th>
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<tr>
<td></td>
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<tr>
<td></td>
<td>No figures on measures and financial resources are given.</td>
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</tbody>
</table>
Special attention is also given to the group of women being trafficked into Denmark. The action plan includes:

**Victim support:**
1. Model for the prepared return of victims of trafficking;
2. Shelters for victims of trafficking, counselling and coordination of return with their home country;
3. Open counselling for foreign female prostitutes;
4. Cooperation on repatriation between police, social and health authorities, NGOs in Denmark and in the victims' home country;
5. Development of international network of NGOs involved in the work;
6. Information and networks for/with relevant embassies bridge building to the authorities in the victims' home countries.

**Preventing trafficking in women:**
1. Compiling knowledge on monitoring trafficking in women;
2. Conducting a national advertisement campaign aimed at potential customers of foreign prostitutes and with the public as such;
3. Cooperating with Nordic-Baltic countries on experience exchange, cooperation and information;
4. Establishing outreach teams (cultural providers) to participate in information and consultation work as well as developing training programmes for such providers;
5. Conducting training/seminars for Danish authorities, including the police, and NGOs on trafficking in women and cooperation;
6. Setting up a hotline where victims of trafficking in women/foreign prostitutes can find information on their rights and support schemes;
7. Preparing written information material for foreign prostitutes.

From 2002 the government has put special focus on **battered women** (section 4.6) by launching a national action plan against violence.

Activities in the action plan have four overall objectives:
1. Victims should receive the support they need - including the launching of activities targeted at disadvantaged groups such as children and women from No figures on measures and financial resources are given.
2. The relevant authorities must become better at handling domestic violence
3. Domestic violence must be curbed. The cycle of violence must be broken through corrective treatment of the abuser
4. Prevention of violence must be improved and qualified through collection of further data on the causes and the scope of violence. Attitudes towards violence must be changed

In 2003, the following initiatives will be launched, followed by new initiatives in 2004:

- Psychological assistance to children at shelters;
- Preparation of annual statistics on children at shelters;
- Charting survey on battered women;
- Introduction of bill to amend the Act on Social Services to include specific provisions for shelters;
- Nationwide campaign on International Day for the Elimination of Violence against Women, 25 November;
- Establishment of network for battered women, including ethnic women;
- Training of shelter staff to handle battered ethnic women;
- Survey of teaching on violence against women at educational institutions;
- Set-up of database on violence against women, based on the seven EU indicators adopted in 2002; as a follow-up to the Beijing World Conference on Women.

Furthermore, in the period 2003-2006, means will be allocated to increase the capacity and quality at women shelters, with a view to improving, for instance, battered disabled women’s possibilities of utilising the shelters (paragraph 4.10).

The government will ensure, that the necessary public services are available to older people with care needs based on the older person’s wants and needs, Resource-weak older people (section 4.9). The NAP mentions that gender differences in needs and views of life should also figure as an aspect of both ageing policy initiatives and actual offers. However, the NAP does not mention how the gender difference should be dealt with.

No figures on measures and financial resources are given.

4.3.1. those at risk of No special paragraph on this. This point is included in other points - in general the

OBS: Section numbers refer to sections in the Danish NAP.
### persistent poverty

Gender perspective has not been taken into consideration (e.g. among the long time unemployed and the homeless) - special efforts and action programmes are however given to immigrant women.

### 4.3.2. children

The government see public day care as an integral part of general offers for children and specially as preventive, supportive offers for disadvantage children and young people (section 4.7). The government give priority to break negative social legacy, and in the presentation and discussion of political measures the following gender differences are mentioned as objects of special focus:

- While disadvantaged boys have a hard time seeing themselves in a (conventional) support role, socially disadvantaged girls will often have children at an early age to create their own role as provider of the care for which they themselves were deprived. Girls are also more apt to assume the role of care provider in the family when parents fail to do so.
- Girls are more often exposed to sexual abuse than boys.
- Disadvantaged girls tend to react inwardly and self-destructively, displaying symptoms of poor health and low self-esteem. Disadvantaged boys react outwardly and assume risk-oriented behaviour, e.g. crime and drug misuse. Boys also drop out of school more often than girls.

Attention is also given to the presupposition that girls and boys have different lifestyle patterns and risk of ending up as misusers. Thus, the government will integrate a gender perspective in prevention activities for young people in form of further education of professionals and a report on gender-specific differences in children's health behaviour and lifestyle.

### 4.3.3. areas marked by exclusion

This point is included in other points - in general the gender perspective has not been taken into consideration. (e.g. among the long time unemployed) - special efforts and action programmes are however given to immigrant women.

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OBS: *Section numbers refer to sections in the Danish NAP.*
### 5 – Institutional arrangements

#### Involvement of Equality bodies, NGOs, others specific organisations

The Ministry of Social Affairs has coordinated the preparation of the action plan. The Ministry of Gender Equality was part of the steering group, consisting of the ministries that contributed to the action plan. The social partners, representatives of the regional and local authorities and interest groups were consulted before the first draft of the action plan and when the first draft was ready. In total, three consultation rounds have been held with a view to hearing various interest groups. The Nap includes no list of these interest groups.

**Balanced participation of women and men in committees involved in drafting and implementing the NAPs**

According to the Danish act on gender equality, all public authorities must incorporate gender equality in all planning and administration to ensure that decisions promote equality between women and men rather than increase inequality. The mainstreaming strategy entails that all ministries are responsible for gender equality in their own policy areas. The NAP includes no information of the gender balance in the committees.

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Grid two: Assessment of gender mainstreaming

Taking into account the gender perspective in the identification of challenges, the design, implementation and assessment of policies and measures, the selection of indicators and targets and the involvement of stakeholders;

GM = gender mainstreaming

<table>
<thead>
<tr>
<th>Main NAP fields of assessment</th>
<th>Main questions to be raised</th>
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<tbody>
<tr>
<td>Progress made since last NAP</td>
<td>Importance given to gender issues</td>
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<td></td>
<td>The NAP-2003 states that reintegration efforts for marginalised groups need to be gender targeted. It is however not described in the NAP how this should be done. There are only action plans for the very vulnerable groups as battered women, prostitutes and women who are victims of human trafficking.</td>
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<td>In addition the NAP-2003 claims that &quot;Having gender equality as an integrated part of the various activities may render the gender-equality perspective less visible, since it becomes part of a greater whole and not an area of independent focus&quot;. The NAP maintains also that &quot;gender equality is given the greatest focus possible in the various chapters of the action plan as well as in the measures and indicators used.&quot;. However, it causes surprise that there is no gender discussion of poverty, owing to the fact that the figures (given in section 1.1) reveal gender differences in poverty. The NAP concentrates on the very vulnerable groups of women and pays less attention to the facts mentioned in the NAP: that women have higher unemployment rates in most trades, and they are overrepresented among cash assistant clients. Besides this they live longer than men and may thus spent longer time on low pensions and as residents in nursing homes.</td>
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<td></td>
<td>To what extent have they been dealt with and how, compared to the commitment taken by MS in their NAP 2001?</td>
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<td>The main focus for the new government is - as for the former government - the inclusive labour market &quot;More people in work&quot;. The difference is the degree of measures used to include persons in the labour market. The new government has introduced negative incentive as the reduction in cash benefit for unemployed clients who have received cash benefit for six month or more. From 2004 there will furthermore be a ceiling over public benefit. There is no gender assessment in the NAP's presentation of the new measures - and no discussion of the significance of this reform for poverty or a possibility of gender bias. The new government's introduction benefit for refugees and immigrants may in a similar way create new poverty, as it correspond to the basic student income, an income which is not intended for family life. Furthermore, there is no gender assessment for this new negative incentive.</td>
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<td>The new negative incentives mean a break with the principle of universality, which has been the basis of the Danish political system. As the principle of universality was used as a guarantee for equality (at least for formal equality), the break with this principle may on the other hand open for non-equality, which make gender assessment even more necessary.</td>
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OBS: Section numbers refer to sections in the Danish NAP.
### Identification of challenges

**Importance given to GM and Gender issues in the key identified challenges**

The government's major overall goal is to develop the inclusive labour market and have "More people in work". This includes the challenge of creating as many jobs as possible on special terms, of reducing the unemployment rate for the long-term unemployed and of including non-native Danes in the labour market. Figures given within these spheres show gender differences and the NAP pays attention to the different unemployment rate and different integration patterns between non-Danish women and men. The NAP also mentions the general effort by the PES in gender mainstreaming of its core services, which have given unemployed women and men more job opportunities. A new gender gap seems to emerge in flexible working arrangements, of which there is no mention of GM.

**Comment in the light of the other challenges mentioned**

Initiatives aimed at the weakest groups ("Our Collective Responsibility") includes giving them a meaningful life; reflecting and respecting their own needs and wishes, and at the same time strengthening their possibilities of joining and contributing to the community. The government has presented an action programme for concerted action aimed at the most disadvantaged groups in Danish society. By disadvantaged groups, the government means drug misusers, adults and children from families with alcohol misuse, the mentally ill, the homeless and prostitutes.

The government intends to enhance the collective responsibility for the weakest groups and states that "the solution of social problems is not just a matter of appropriations and systems. That is why the Danish government wants to include the voluntary charitable associations to a greater extent in the handling of a number of social tasks.”

The government thus wants to base part of the social obligations on voluntary work. The government is (according to the NAP) preparing a "Charter on reconciliation between the voluntary sector in Denmark/Danish associations and the public authorities". There is however no gender assessment as to who should join this "voluntary sector". Research reveals that voluntary social work mainly is done by persons outside the labour market, that young people are underrepresented among voluntary social workers, and that there is no indication, that they will participate as they grow older (Skov Henriksen et al. 2001). The Red Cross advertises for young men to join their voluntary work because of a lack of young voluntary men in the organisation. The government may thus face a huge challenge to recreate and increase the "voluntary sector" in Denmark - especially because the government at the same time wants to include all people in the labour force.

### Statistics and indicators

**Assess the means for / use of gender analysis**

Gender broken statistics are given but are hardly commented on. Good examples of these are the two tables on long-term unemployed, where figures are given for long-term unemployed in 2001 and 2000 disaggregated by form of benefit and sex and for long-term unemployed recipients of cash benefits for 2001 disaggregated by place of origin (‘Denmark’, ‘More developed countries’ and ‘Less developed countries’) and sex. These figures are not used in the discussion although they reveal important differences between unemployed women and men.
Assess the extent to which statistics and indicators cover the gender issues

There are no gender broken figures given about the disadvantage groups (the drug misusers, the alcohol misusers, the mental ill persons, the homeless and the disadvantaged elderly people). It can of course be difficult to give the exact number of persons in these groups - however, estimates of the size and the gender distribution is important to assess the quantity and contents of effort to help these groups.

Compare with the set of commonly agreed indicators (see Indicators sub-group report)

Most indicators do not give gender broken figures although this should be possible based on national (Danish) statistical information.

Compare with the treatment of gender issues in the identification of challenges

Although statistics are absent, there is a kind of gender awareness in the qualitative description of the challenge - but less gender awareness (both quantitative and qualitative) in description of solutions.

What has been dealt with adequately?

The action plan to stop violence against women seems (according to the information given in the NAP) to be based on quantitative as well as qualitative knowledge of the area.

What is missing?

Other targets and measures lack quantitative information in the NAP, this also applies to the action plan to combat trafficking in women.

Strategic approach and targets

Assess the importance / attention given to GM – assess the resources (financial, human, organisational,…) allocated to it – see also part on ”mobilising all stakeholders

The Ministry of Equality has been part of the group for the preparation of the action plan, and The Ministry of Social Affairs has coordinated the work. This has given the Ministry of Gender Equality the opportunity to influence the work of the NAP and ensure importance and attention to GM. However, The Minister for Social Affairs is also minister for Equality, and this could have given GM and gender awareness a strong position in the NAP. This is however not the case. The GM in the NAP is found mostly in the description of the challenges - not in the description of solutions.

It is difficult to assess the resources allocated to the GM in the Danish NAP.

Assess the importance given to gender in the choice of quantitative ( qualitative ?) targets

Gender is important and most visible in the action plan to stop violence against women and the action plan to combat trafficking in women, even though quantitative targets not are given.

The target to base part of the social obligations on voluntary work will possibly include a gender dimension, which is not at all
Are the targets consistent with the identified challenges?
In general terms yes.

<table>
<thead>
<tr>
<th>Design of policies and measures</th>
<th>Assess importance/attention given to / ability demonstrated for GM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation of policies and measures</td>
<td>Assess the balance between gender mainstreaming and specific measures:</td>
</tr>
<tr>
<td></td>
<td>In what circumstances/ in response to which common objective are specific measures chosen?</td>
</tr>
<tr>
<td></td>
<td>The major overall goal is to develop the inclusive labour market and increase the labour force. At the same time an important political goal is to enhance the collective responsibility for the weakest groups to increase the &quot;voluntary sector&quot; in Denmark. These two objectives may be conflicting, and a gender assessment as well as a GM will be necessary to resolve this problem of a possible conflict.</td>
</tr>
<tr>
<td></td>
<td>Is gender considered/ mainstreamed in measures for vulnerable groups (disability, homelessness,...)</td>
</tr>
<tr>
<td></td>
<td>No, although the reintegration efforts for these groups (according to the NAP) need to be gender targeted, there is no description of gender awareness in implementation of policies and measures for these groups.</td>
</tr>
<tr>
<td></td>
<td>In what circumstances / in response to which common objectives is gender mainstreamed</td>
</tr>
<tr>
<td></td>
<td>As response to unemployment by the PES.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Monitoring and assessment of policies</th>
<th>Assess the means for/ use of / reference to gender impact assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>According to the Danish act on gender equality, all public authorities must incorporate gender equality in all planning and administration to ensure that decisions promote equality between women and men rather than increase inequality! According to the NAP the object of mainstreaming gender and gender-equality perspectives in the social area is to target the initiatives at the disadvantaged groups, thus assuring the quality of public-sector services and policy development, and &quot;...gender equality is given the greatest focus possible in the various chapters of the action plan as well as in the measures and indicators used.&quot;</td>
</tr>
<tr>
<td></td>
<td>Perhaps gender equality has been given the greatest possible focus in this NAP - but greatest under which conditions? As shown earlier a higher degree of gender assessment and GM would have been possible and would have spotlighted problems in the policies and measures.</td>
</tr>
</tbody>
</table>
|                                      | "mobilisation of to what extent have stakeholders for gender issues have been involved (and how relevant are the stakeholders that have been

OBS: Section numbers refer to sections in the Danish NAP.
The Ministry of Equality has been part of the group for the preparation of the action plan, and The Ministry of Social Affairs has coordinated the work. As the Minister for Social Affairs is also minister for Equality, and this could potentially have given GM and gender awareness a strong position in the NAP.

### Overall assessment

**Has gender been mainstreamed consistently across the NAP**

No

**To what extent has it been mainstreamed and how?**

Generally in the presentation and design of policies and measures gender mainstreaming has been more involved than in the implementation of policies and measures, where GM is not so visible. Gender awareness in form of awareness of special problems for women is seen in special action plans for extremely vulnerable women.

**Summarise the strengths and the weaknesses of the approach**

The NAP intends to gender mainstream and take gender equality into consideration - the intentions are thus better than the result.

**Compared it with previous NAP**

The NAP-2003 seems to have more gender awareness and to include GM to a higher extend than the previous NAP.

**Assess the overall balance between GM and specific measures**

It seems that GM plays a less important role in the implementation of general policies and measures than specific gender measures for specially vulnerable groups.
Grid three: gender proofing in good practice presented by Member States

Q - 1: Is there any gender dimension mentioned: Yes/No; if Yes please explain
Q – 2: Has an assessment of the implications for men and women of the good practice been made? Is an assessment planned? Yes/No; if yes, please explain
Q - 3: Does the good practice risk increasing discrimination against men or women? Yes/no/Don't know; if Yes: please explain
Q - 4: Is the good practice likely to reduce gender gaps / sex discrimination? Yes/no/Don't know; if Yes, please explain

OBS - there is inconsistency in the list of Qs above and the use of Qs in the grid - in the answer the Qs in the grid are used.

<table>
<thead>
<tr>
<th>Good practices mentioned</th>
<th>Q 1 Gender dimension</th>
<th>Q 2 gender proofing</th>
<th>Q 3 – positive impact on gender equality</th>
<th>Q 4 : negative impact on gender equality</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1 Integrating socially disadvantaged young people into the labour market – Young People’s Unit in Brøndby local authority</td>
<td>No gender dimension mentioned</td>
<td>No assessment of the implications for men and women of the good practice given</td>
<td>Don't know</td>
<td>Don't know</td>
</tr>
<tr>
<td>6.2 Legal protection of the socially vulnerable – Legal protection project &quot;Reaching out to users&quot;, City of Copenhagen</td>
<td>No gender dimension mentioned</td>
<td>No assessment of the implications for men and women of the good practice given</td>
<td>Don't know</td>
<td>Don't know</td>
</tr>
<tr>
<td>6.3 Social inequality in health, project in Horsens local authority</td>
<td>No gender dimension mentioned</td>
<td>No assessment of the implications for men and women of the good practice given</td>
<td>Don't know</td>
<td>Don't know</td>
</tr>
<tr>
<td>6.4 Violence against women</td>
<td>Yes - it has as special target to combating violence against women</td>
<td>No assessment of the implications for men and women of the good practice given</td>
<td>Yes</td>
<td>No</td>
</tr>
</tbody>
</table>

OBS: Section numbers refer to sections in the Danish NAP.