



Norwegian Armed Forces

MOWIP REPORT 2022

RESULTS OF THE MEASURING OPPORTUNITIES FOR
WOMEN IN PEACE OPERATIONS (MOWIP) ASSESSMENT

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2022

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Disclaimer

The views expressed in this report are those of the authors based on the best available information they have. It does not reflect the views of Global Affairs Canada, the Norwegian Ministry of Foreign Affairs, the Norwegian Armed Forces, Cornell University, DCAF or the Peace Research Institute Oslo (PRIO) as an organization.

The validation process defined by the MOWIP methodology is a robust and comprehensive approach that seeks to ensure the buy-in and participation of key stakeholders, including the security sector institution. In the context of Norway, the validation process was lighter, consisting of an expert-level review of the findings and collected data; corrections and clarifications provided by the Norwegian Armed Forces during the validation workshop provided have been integrated into the present report.

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LIST OF ABBREVIATIONS AND ACRONYMS

DCAF	Geneva Centre for Security Sector Governance
FPH	Forsvarets personelhandbok (Armed Forces Personnel Handbook)
GII	Gender Inequality Index
ISAF	International Security Assistance Force
MOST Survey	Mobbing og Seksuell Trakassering (Survey on Bullying and Sexual Harassment in the Norwegian Armed Forces)
MOWIP	Measuring Opportunities for Women in Peace
NATO	North Atlantic Treaty Organization
NORDEFCO	Nordic Defence Cooperation
PRIO	Peace Research Institute Oslo
UN	United Nations
UNDP	UN Development Programme
UNFICYP	UN Peacekeeping Force in Cyprus
UNTSO	UN Truce Supervision Organization
WPS	Women, Peace and Security

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Introduction

Introduction

In the 2021/22 Women, Peace and Security (WPS) Report, Norway was ranked as the country where women have the highest degree of security, combined with high degrees of political, legal, and economic rights.¹ This is the result of long-term efforts to lessen discrimination and to create equal opportunities for women and men in all aspects of society, including in the Norwegian Armed Forces.² These efforts include goals of increasing the number of women in the Norwegian military and of supporting international efforts to deploy more women to international operations. These goals are underpinned by both national and international expectations that Norway should actively contribute in order to increase the number of military women deployed to United Nations (UN) peace operations (PO) as articulated by the UN's Uniformed Gender Parity Strategy³ and the Security Council resolutions on Women, Peace and Security.⁴

There is much to be learned from Norway's long-term efforts to improve inclusion, diversity, and the deployment of women to UN POs. Norway has deployed female personnel to international POs from the 1980s onwards.⁵ Women have served in a variety of different operations, both as part of units and as individual staff officers or observers. In 2014, Norwegian Major General Kristin Lund became the first female Force Commander of a UN operation, and in March 2021, Major General Ingrid Gjerde became the second Norwegian woman to be appointed UN Force Commander. In the period examined in this report, 2009–20, women accounted for an average of 12% of Norway's military troop contributions across POs. While this figure is on its way to the set target in the UN Uniformed Gender Parity Strategy of 15% to be reached by 2028, there is still some way to go. In the same period, Norwegian deployment of military experts, such as observers or staff officers, averaged 11%, well below the set target of 25% by 2028.⁶ Nationally, Norway also struggles to live up to its internal commitments.

Since mandatory conscription for both women and men was introduced in 2013, there has been a more balanced representation among conscripts. Still, the Armed Forces' target of increasing the number of enlisted women military personnel to 20% by 2020 was not achieved. As of 2020, the proportion reached was 14%.⁷

What can therefore improve Norway's chances of deploying more women military personnel to UN operations and reaching UN targets? When conducting this study, many of the key experts, decision-makers, and Armed Forces personnel we were in contact with believed that barriers existed for women who deploy or want to deploy to international military operations. For example:

1. there are not enough eligible women in the Armed Forces;
2. cultural attitudes make people doubt women's ability to deploy; and
3. women have too many obligations at home or with their families.

Moreover, in the survey we conducted, a majority (73%) of personnel who had served in a PO held the perception that women faced challenges while serving.

But perceptions and reality do not always coincide. In order to move forward, this report draws on an internationally established assessment methodology, the Measuring Opportunities for Women in Peace Operations (MOWIP) methodology, to study developments that could have affected women's deployment to UN operations in the 2009 to 2020 period. This assessment method has been developed by Cornell University and DCAF (Geneva Centre for Security Sector Governance), in a project under the auspices of the Elsie Initiative and supported by Global Affairs Canada and the Ministry for Foreign Affairs in Norway.⁸ In the first roll-out of the MOWIP, seven pilot countries – Bangladesh, Ghana, Jordan, Norway, Senegal, Uruguay, and Zambia – were selected. The piloting of the MOWIP contributed to fine-tuning the methodology. The reason for selecting these particular pilot countries was to maximize diversity of the range of insights. Norway is the only European country included. It is also a North Atlantic Treaty Organization (NATO) member, meaning that competing considerations can exist for the Norwegian Armed Forces and for its personnel when deciding on deployments – a fact that should be considered when reviewing the results on the UN contributions. The focus of this report, however, is on UN POs and deployments. Norway already has a thorough set of legal frameworks in place, as well as organizational and policy initiatives relating to inclusion, diversity, and gender equality. Analysing the effects of these frameworks and initiatives using the MOWIP methodology may help provide insights for other countries seeking to implement or assess the progress of similar measures to increase women's participation in POs.

1 Klugman, J. et al., *Women, Peace, and Security Index 2021/22: Tracking Sustainable Peace through Inclusion, Justice, and Security for Women*.

2 Statistics Norway, *Fakta om likestilling*.

3 United Nations, *Summary Uniformed Gender Parity Strategy 2018–2028*.

4 Gizelis, T.-I. and L. Olsson, *Gender, Peace and Security – Implementing UN Security Council Resolution 1325*.

5 Karamé, K.H., *Women in Military Positions in Peace Operations*.











6 See the section on Norway's deployment of women personnel to UN operations.



7 *White Paper no. 36 (2006–2007)*.

8 To learn more about the international MOWIP assessment methodology developed by Cornell University and DCAF, see www.dcaf.ch/mowip-methodology

Obtaining a 360-degree view of personnel retention and deployment

Figure 1: Overview of the 10 MOWIP issue areas

Pre-deployment stage: including factors that affect force generation				Cross-cutting issue areas	
	1	ELIGIBLE POOL Are there enough women in national institutions?			
	2	DEPLOYMENT CRITERIA Do criteria match the skills needed in peace operations?)		9	10
	3	DEPLOYMENT SELECTION Does everyone have a fair chance for deployment?		GENDER ROLES Do preconceived attitudes about women preclude their ability to deploy?	SOCIAL EXCLUSION Are women treated as equal members of the team?
	4	HOUSEHOLD CONSTRAINTS Are there arrangements for families of deployed women?			
Deployment stage: including conditions for women during peace operations					
	5	PEACE OPERATIONS INFRASTRUCTURE Are accommodation and equipment designed to meet women's needs?			
	6	PEACE OPERATIONS EXPERIENCES Do positive and negative experiences in peace operations affect women's deployment decisions?			
Post-deployment stage: including factors that affect redeployment					
	7	CAREER VALUE Do deployments advance women's careers?			
All stages					
	8	TOP-DOWN LEADERSHIP Do leaders at all levels support women's deployment?			

 INSTITUTIONAL ISSUE AREAS
  CROSS-CUTTING ISSUE AREAS

When utilized fully, the MOWIP methodology allows for obtaining a 360-degree view of existing conditions affecting women's participation and deployment. In order to obtain this full and granular view, the MOWIP assessment considers ten issue areas as seen in Figure 1. These capture institutional issue areas that assess policies and structural aspects in the Norwegian Armed Forces, such as having an eligible pool, deployment selection processes, and peace operations infrastructure, and broader cultural aspects, such as gender roles and social exclusion. The latter concerns issues relating to expectations and roles of men and women, as well as in-group out-group dynamics of exclusion and the ability of personnel to perform their tasks. As all material compares men's and women's working conditions, using the MOWIP assessment also makes it possible to highlight a range of critical personnel issues.

Based on the MOWIP assessment, the Norwegian Armed Forces should be able to target the most relevant problems when seeking to improve inclusion and cohesion and to increase the number of women and deploy them more effectively in POs. To facilitate this, the MOWIP collects systematic and detailed information through a fact-finding form, a survey of personnel, and interviews experts and key decision-makers.

Conducting the study in Norway and its limitations

In consultation with the Norwegian Ministry of Foreign Affairs, DCAF decided to conduct a MOWIP Assessment of the Norwegian Armed Forces. The Peace Research Institute Oslo (PRIO) was then tasked to carry out the study. A substantive localization process was first conducted to adapt the international MOWIP assessment methodology to Norwegian conditions. To do this, PRIO drew on the expertise of a reference group consisting of leading practitioners and scholars in Norway. When developing the project, those involved also considered it central that the project should relate to the Norwegian Armed Forces' internal work to assist ongoing efforts on gender equality and diversity. In carrying out the project, PRIO ensured that it obtained all the required ethical and data protection approvals, as well as the support of the Norwegian Armed Forces.

That said, due to limitations in access to information and statistics when the project was rolled out, the method and approach to the project had to be continuously adapted. Firstly, secondary sources and the MOWIP fact-finding form were both used to collect and systematize publicly available statistics and information. While providing interesting insights, this material did not capture the level of detail required to fully assess the ten issue areas in the MOWIP methodology. Secondly, we interviewed key personnel to obtain the perspectives of key decision-makers and experts involved in peacekeeping, the recruitment of personnel, and training. This was important for substituting some of the missing statistics and information, and for providing key information on ongoing work in the Norwegian Armed Forces. Thirdly, we conducted the MOWIP survey of Armed Forces' personnel to understand how issues were being perceived and experienced by men and women participating in POs. The survey had to be conducted online due to the COVID-19 pandemic, resulting in a rather low response rate. In total, we received 622 responses (approximately 50% men and 50% women)⁹, but only 138 individuals reported having been deployed to a UN peace operation (22% of survey respondents). This small number limits what can be deduced from the responses, as this sample cannot be assumed to represent the general sentiments, experiences, or perceptions in the organization. The numbers of respondents for each question also vary. This means that the survey results should be understood only as capturing the views of the respondents. Still, of these, a significant percentage of the individuals who have deployed to UN POs have substantial military experience: 42% had served more than five years in the military, whereas 24% had served one year or less in the military and 32% had served between one and five years. Of those who reported deploying to POs, 9% were OR1-OR4, 15% were OR5-OR9, 56% were OF1-OF4, and 16% were OF5-OF9.¹⁰ Where relevant, survey responses from those who have deployed to a PO are compared with those who have not. This allows us to understand what is specific to international operations. Hence, while the responses are too few to draw definite conclusions, they can allow for identifying important points to discuss in the Norwegian context.

A validation workshop with key experts from the Ministry of Foreign Affairs and the Armed Forces was convened to discuss key findings and recommendations of the report and provided further. The validation process defined by the MOWIP methodology is a robust and comprehensive approach that seeks to ensure the buy-in and participation of key stakeholders, including of the security sector institution. In the context of Norway, the validation workshop consisted of an expert-level review of the findings and collected data, and an opportunity to clarify and analyse the data collected through the MOWIP fact-finding form, interviews, and the survey.

9 The completion rate of the full survey was 42%, indicating that not every respondent who began the survey answered every question. This is, in part, why the numbers of respondents can vary from question to question in this report.

10 'OR' rankings are for non-commissioned officers and "soldiers", while 'OF' rankings are for commissioned officers.

How to read the report and understand the results

Many important lessons on how the MOWIP assessment methodology could be used and fine-tuned can be drawn from Norway. However, as indicated, the limitations mentioned in the previous section also affect how the results should be understood. These challenges led to an adapted report, which describes ongoing work and suggestions from the survey but does not assess or rank the issue areas by priority as in the MOWIP reports from other pilot countries. In other words, we are unable to specify which of the issue areas constitute the most significant barriers to women's meaningful participation.

The report begins with a brief description of Norway's deployments of women personnel to UN POs in the 2009-20 period. Then, the report presents information and key points on each of the ten issue areas. Each issue area section first outlines examples of ongoing efforts based on secondary sources and interview material. To ensure that it contributes to ongoing efforts, this section also includes examples of progress made after 2020. Thereafter, the section presents findings and suggestions from the survey. Notably, we mainly focus here on describing outcomes relating to similarities and differences in the responses between men and women (note that these are merely descriptive differences). The aim is to detect potential opportunities and barriers and issues to examine further. In both of these sections, the subheadings are formulated as key points to provide an easy overview for the reader.

We conclude the report by suggesting preliminary overarching recommendations, which are informed by all three sources and discussions on all issue areas. This section includes suggested recommendations to leverage opportunities and overcome barriers and links recommendations to ongoing work by the Armed Forces.

Norwegian Armed Forces' contributions to UN POs

The first personnel contribution Norway made to the UN POs was in the context of the Special Committee on the Balkans in 1947.¹¹ During the Cold War period, Norway took part in 11 UN POs, including the UN Emergency Force (1956-67), UN Truce Supervision Organization (1956-ongoing), and UN Interim Force in Lebanon (1978-98, 2006-07, 2008-09). The contribution to Lebanon involved the deployment of considerable numbers of personnel.

In recent years, however, the size of personnel contributions to UN POs has shrunk. In the period examined in this report, 2009-20, Norway contributed an average of 56 individuals per month to UN POs.¹² Since 2005, when Norway shifted its focus to prioritize larger personnel contributions to NATO, UN contributions have been focused on smaller, niche deployments across a greater number of UN POs, leading to an overall decrease in personnel contributions to the UN. The shift in focus to NATO can be estimated to also affect some of the issue areas in the MOWIP methodology, such as personnel perceptions of the career value of UN POs in comparison with NATO operations. Still, during the 2009-20 period, Norway made personnel contributions to 14 UN operations, including the Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), the UN Mission in the Republic of South Sudan (UNMISS), and the UN Peacekeeping Force in Cyprus (UNFICYP).

Norway's deployment of women personnel to UN POs

Overall, women's participation in the labour market in Norway is substantial and is nearly on a par with the participation of men.¹³ That said, the labour market in Norway is relatively segregated in terms of labour roles, and the military remains male-dominated.¹⁴ This has persisted despite the long-term political aims and internal goals of the Norwegian Armed Forces and the efforts made to not only increase the recruitment of women to the Armed Forces and their international operations, but also to improve women's career opportunities in military deployments.

Both at the unit and expert level, however, Norway has deployed women military personnel to UN POs since the 1980s. The Norwegian Armed Forces have consistently deployed more women personnel to UN POs than the global average, as shown in Figure 2. As part of the UN Mission in the Central African Republic and Chad (MINURCAT), for instance, women made up 23% of the Norwegian troop contribution at one point. Overall, however, women, on average, accounted for 12% of Norway's troop contributions across operations between 2009-20. It should also be noted that the number deployed is limited. During this period, Norway's contributions of women personnel ranged between 0 and 42 soldiers, as shown in Figure 3.

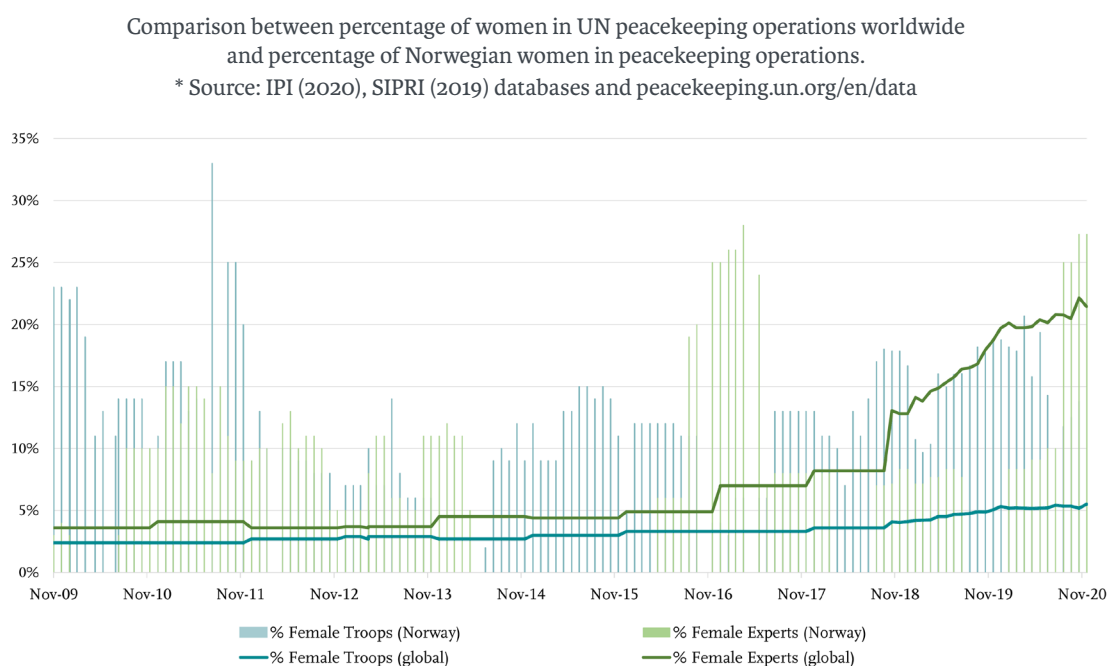
¹¹ Leraand, D., *Norsk deltakelse i internasjonale operasjoner*.

¹² The United Nations Peacekeeping database is available at: peacekeeping.un.org/en/data

¹³ Statistics Norway, *Indikatorer for kjønnslikestilling i kommunene*.

¹⁴ Kronsell, A. and E. Svedberg, *Making Gender, Making War: Violence, Military and Peacekeeping Practices*.

Figure 2: Percentage of military female personnel in UN Peace Operations 2009-20



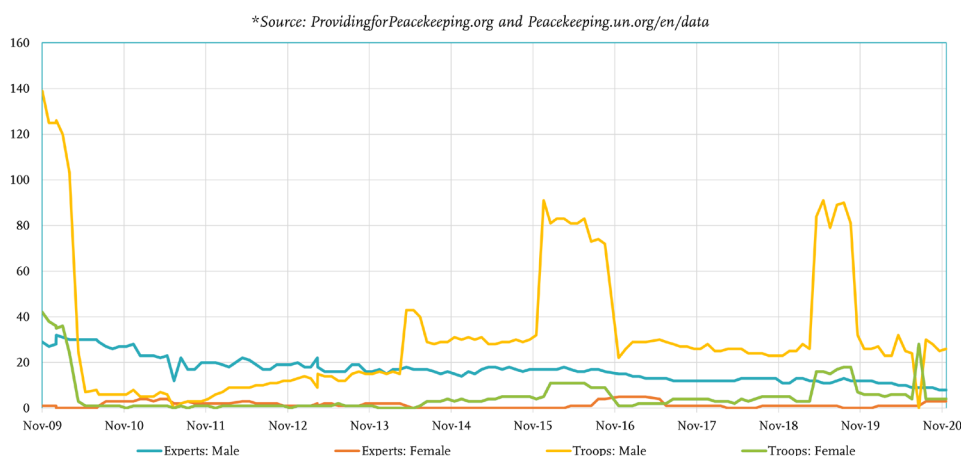
Note: Comparison between the average percentage of military women in UN POs worldwide and average percentage of female military personnel as a proportion of Norwegian deployments to UN POs. Source: IPI (2020), SIPRI (2019) databases and [Peacekeeping.un.org/en/data](https://peacekeeping.un.org/en/data)

As visible in Figure 2, composition of the Norwegian troops has varied significantly between months, fluctuating between 0% and 30% female personnel. For example, no women were deployed in 2014 between January and June, while, in contrast, Norway contributed on average 25 men in the same period.

Similar patterns are found when looking at Norway's deployment of military experts, such as observers and staff officers. Here, between 2009-20, an average of 11% of Norwegian observers and staff officers deployed to UN missions were women. For this category of personnel, the composition has also varied significantly between months. Notably, between June 2014 and April 2016, not a single woman was deployed as a military expert to any UN PO.

That said, Norway has made substantial contributions to promoting women in leadership. The year 2014 marked an important milestone when Norwegian Major General Kristin Lund was appointed Force Commander of the UN operation in Cyprus – the first time in history that a woman served as a UN Force Commander. In 2017, Major General Lund was appointed Head of Mission and Chief of Staff of the United Nations Truce Supervision Organization (UNTSO).¹⁵ In March 2021, Major General Ingrid Gjerde was the second Norwegian woman to be appointed UN Force Commander, serving in the UNFICYP.¹⁶

Figure 3: Number of Norwegian military contributions to UN peace operations 2009-20



¹⁵ United Nations, Major General Kristin Lund of Norway - Head of Mission and Chief of Staff of the United Nations Truce Supervision Organization (UNTSO).

¹⁶ United Nations, Major General Ingrid Gjerde of Norway - Force Commander of the United Nations Peacekeeping Force in Cyprus (UNFICYP).

02

The ten issue areas
shaping women's
participation in
peace operations
in the Norwegian
Armed Forces

The ten issue areas shaping women's participation in peace operations in the Norwegian Armed Forces



ISSUE AREA 1: Eligible Pool

In the first issue area, the MOWIP methodology seeks to better understand if Norway has a sufficient pool of eligible women personnel in place from which to deploy in military operations. This issue area also considers motivation for joining and training experiences.¹⁷

Ongoing efforts and progress relating to eligibility

The Norwegian Armed Forces were established in 1814 and come under the authority of the Ministry of Defence. The Norwegian Armed Forces consist of four branches: the Norwegian Army, the Royal Norwegian Navy, the Royal Norwegian Air Force, and the Home Guard. In addition, there are several joint departments, including the Cyber Defence Force. As of 2020, the Norwegian Armed Forces maintained approximately 16,220 personnel, including commandant and civil employees.¹⁸ At full mobilization, the Armed Forces consist of approximately 60,000 total personnel, including military staff, conscripts, and the Home Guard.¹⁹ The Army accounts for 8,201 personnel in several different structural entities and command structures, including the Army Staff, and His Majesty the King's Guard.²⁰ The Navy consists of approximately 4,510 personnel, and the Air Force of 4,207.²¹ The Home Guard consists of a rapid mobilization force of 40,000 soldiers, made up of volunteers and conscript personnel from all branches of the Armed Forces. As we will discuss in this section, different branches have varying numbers of women personnel.

In terms of its mandate, it is important to note that in the period captured in this report, 2009-20, the emphasis placed on international operations varied. The period includes a transition to an increased focus on international operations and reductions to the number of personnel in the first half of the period,²² and then a return to a focus on national defence and military operations as part of NATO's collective defence (primarily Northern Europe). The latter period involved an increase in the number of personnel and resources, including a focus on recruiting women personnel.²³

Women personnel do not constitute a substantial portion of military personnel overall

Following a Parliamentary decision in 1976, women were permitted to hold non-combat military roles on a voluntary basis in the Armed Forces, as shown in Figure 5.²⁴ In 1984, all restrictions were removed, as Parliament ruled that laws on occupational equality included the Armed Forces. As a result, women were allowed to serve in combat positions, making Norway among the first countries to open all positions to women, including in special forces units, submarines, and as fighter pilots.²⁵ Equal responsibility for national defence was established in 2013 when universal conscription was introduced, at which point both women and men were eligible for the draft.²⁶

¹⁷ Karim, S. et al., *MOWIP Methodology*, p. 26.

¹⁸ The Armed Forces, *Forsvaret i tall*.

¹⁹ Ibid.

²⁰ Ibid.

²¹ Ibid.

²² See *St.prp. nr. 48 (2007-2008)* and *Riksrevisjonen, Riksrevisjonens undersøkelse av omstilling i forsvarssektoren*.

²³ See *Prop. 14 S (2020-2021)*.

²⁴ Steder, F.B., *Is it possible to increase the share of military women in the Norwegian Armed Forces?*

²⁵ Ibid.

²⁶ The Armed Forces, *Forsvaret i tall*.

Figure 4: Overview of key events in the Norwegian Armed Forces

1814	Norwegian military established
1897	Male conscription instituted
1938	Women start to serve in the Armed Forces, a process accelerated due to events during WWII
1947	Women's service is reduced to civilian posts
1949	Norway becomes founding member of NATO
1953	Norwegian Parliament debates but disallows women from holding military positions in the Armed Forces
1953	Armed Forces' Women's Committee established (Forsvarets kvinnenemnd)
1959	Women are permitted to serve as reservists on a voluntary basis
1976	Parliament decides to allow women to serve in military non-combat roles in the Armed Forces
1977	First woman enrolled in officer training
1984-85	Military occupational equality instituted by Parliament
1984	First military women deployed to UN peace operation (Lebanon)
1992	First female submarine commander appointed
1999	First female Minister of Defence appointed
1999	First female colonel appointed
2007	Goal set to reach 20% female personnel in the Armed Forces by 2020
2013	Parliament passes a law applying military conscription to men and women
2014	Major General Kristin Lund appointed Force Commander of the UN operation in Cyprus
2016	Conscription for both men and women is put into practice
2017	Major General Kristin Lund appointed Head of Mission/Chief of Staff of the United Nations Truce Supervision Organization
2020	Vice Admiral Louise K. Dedichen appointed Norwegian Military Representative to NATO
2021	Major General Ingrid Gjerde appointed Force Commander of the UN operation in Cyprus
2021	The number of women conscripted reaches over 30%

Despite these legal and political decisions, the increase in numbers of women in the military has been slow, reaching 19% of military personnel in 2020. Practical steps have been taken to increase the numbers. Over time, according to the Norwegian Ministry of Defence, 'there have been approximately 200 different measures intended to increase the number of women in the military'.²⁷ Efforts have reportedly involved 'creating a network of potential female applicants, creating differentiated admission requirements within various functions and roles, more nuanced requirements for jobs, awareness-raising, mentoring for female military staff with leadership potential, research, improved family policies, and promotion within the military that appeals to both sexes'.²⁸ In addition, efforts have been made to reduce discrimination in hiring and promotion practices, allowing women the opportunity to serve in high-level positions.

²⁷ Interview with Paal Krokeide, Permanent Mission of Norway, 19 December 2012, quoted in Dharmapuri, S., *Not Just a Numbers Game: Increasing Women's Participation in UN Peacekeeping*.

²⁸ Ibid.

Figure 5: Overview of women personnel in the Norwegian Armed Forces 2009-20²⁹

Year	Total % including civilians*	Total including civilians*	Colonel/ Commander level or higher %	Colonel/ Commander level or higher	Officers %	Specialist %
2020 ³⁰	19% ³¹	3,071 ³²	13%	Not available	11%	16%
2019 ³³	19%	2,968	13%	Not available	11%	16%
2018 ³⁴	18.2%	2,879	11% ³⁵	Not available	11%	14%
2017 ³⁶	17%	2,760	Not available	21	10%	13%
2016 ³⁷	17%	2,791	Not available	20	10%	13%
2015 ³⁸	17%	2,996	Not available	14	Not available	Not available
2014 ³⁹	17%	3,001	Not available	Not available	Not available	Not available
2013 ⁴⁰	17%	2,888	Not available	9	Not available	Not available
2012 ⁴¹	16.7%	2,773	Not available	10	Not available	Not available
2011 ⁴²	15.7%	2,695	Not available	Not available	Not available	Not available
2010 ⁴³	15.7%	2,699	Not available	4 ⁴⁴	Not available	Not available
2009 ⁴⁵	15.7%	2,684	Not available	Not reported	Not available	Not available

Note: The total numbers of Norwegian female personnel include both military and civilian employees. Information is taken from the yearly reports from the Norwegian Armed Forces. The missing data is due to the fact that data on women military personnel was not publicly available.

²⁹ *Note: Some categories differ between the years due to the implementation of an Operations Management Team (OMT) in 2015. Military personnel serving in other agencies in the sector and the Ministry of Defence are not included in these figures. The totals represent civilian employees and military employees. 'Colonel/Commander level or higher' includes what is today regarded as OF5-9. 'Officers' refers to OF1-9, while 'Specialists' refers to OR1-OR9.*

³⁰ The Armed Forces, *Forsvarets årsrapport 2020*.

³¹ The Armed Forces, *Personell*.

³² Ibid.

³³ The Armed Forces, *Forsvarets årsrapport 2019*.

³⁴ The Armed Forces, *Forsvarets årsrapport 2018*.

³⁵ The Armed Forces, *Forsvarets årsrapport 2019*.

³⁶ The Armed Forces, *Forsvarets årsrapport 2017*.

³⁷ The Armed Forces, *Forsvarets årsrapport 2016*.

³⁸ The Armed Forces, *Forsvarets årsrapport 2015*.

³⁹ The Armed Forces, *Forsvarets årsrapport 2014*.

⁴⁰ Ibid.

⁴¹ Ibid.

⁴² The Armed Forces, *Forsvarets årsrapport 2012*.

⁴³ Ibid.

⁴⁴ The Armed Forces, *Forsvarets årsrapport 2010*.

⁴⁵ Ibid.

Conscription might lead to expansion of the eligibility pool

While progress has been slow, statistics for the 2009 to 2020 period indicate that the Norwegian Armed Forces are moving towards increased representation of women (see Figure 5). During this period, the total proportion of female employees, including civilian personnel, increased gradually from 15.7 % in 2009⁴⁶ to 19% at the end of 2020. This included an increase of women military personnel, which constituted 13% in 2019 and 14% in 2020.⁴⁷ The decisions on universal conscription, in particular, for both men and women, appear to have created the potential for expanding the eligibility pool. Logically, following the expansion of conscription to include women, the number of women who completed conscription increased. In 2009, the share of women who completed basic military training was 8%⁴⁸ as opposed to 33% in 2020.⁴⁹ The figures are promising and mean it may be possible to deploy more women over time.

The number of women in top positions is substantial

As of 2020, women occupied 5 out of 16 of the highest leadership positions in the Norwegian Armed Forces, including the Head of the Defence Staff, held by Vice Admiral Elisabeth Natvig, and Head of the Military Mission in Brussels, held by Vice Admiral Louise K. Dedichen.⁵⁰ This fact could make it possible for Norway to continue to deploy senior women to UN peacekeeping.

Still, few women advance to officer training after completing their conscription service. Although there has been an increase from the baseline of 8.3% in 2009,⁵¹ the Armed Forces are far from the government goal of achieving at least 30% women.⁵² Similarly, the proportion of female officers of higher ranks at the Colonel/Commander level or above has remained at a steady 13%.⁵³ Validation workshop participants noted that while there is representation of women in senior ranks and among conscriptions, there is a need to particularly consider the representation of women in mid-level positions, including for ensuring future participation in UN operations.

There are formal networks for military women

Formal networks such as *Militært kvinnelig nettverk* have been established for women military personnel in Norway. They focus primarily on women in leadership but are networks where all women military employees are members unless they actively ask to be removed.⁵⁴ Depending on how they are used and viewed by leadership, such networks could be important both for improving the retention of women in the Armed Forces as well as for promoting the deployment of women in international operations.

SURVEY RESPONSES

Perspectives on eligibility of peace operations personnel

In this section, we present our original survey findings as described earlier in the report. Unless otherwise noted, this section primarily draws from survey responses of the 138 individuals who reported having been deployed to a UN peace operation (22% of survey respondents) and is hence not representative. It should also be remembered that the survey was conducted online, meaning that some participants opted out of answering certain questions. As a result, the numbers of survey respondents can vary somewhat by question.

Women serve in fewer leadership roles in the Norwegian Armed Forces

Of the respondents in the survey, women served in fewer leadership roles than men did. 27% of women reported serving in at least one leadership position in the Armed Forces, compared with 40% of male respondents.

Men are more likely to deploy to UN peace operations than women

Men (60%) reported having been deployed to more UN peace operations than women (27%).

46 The Armed Forces, *Forsvarets årsrapport 2012*, p. 134.

47 The Armed Forces, *Personell*.

48 The Armed Forces, *Forsvarets årsrapport 2012*, p. 124.

49 The Armed Forces, *Forsvarets årsrapport 2020*, p. 58.

50 The Armed Forces, *Forsvarets årsrapport 2020*.

51 The Armed Forces, *Forsvarets årsrapport 2012*, p. 134.

52 The Ministry of Defence, *Vil ha flere kvinner i Forsvaret*.

53 Ibid.

54 See Norsk totalforsvarsforum, *Medlemsorganisasjoner and Militært kvinnelig nettverk* on Facebook, www.facebook.com/milkvinnelignettverk/?fref=ts

More men than women volunteer for UN peacekeeping, but this is explained by rank

When looking at all survey respondents (622 individuals), 33% said they had volunteered to serve with a UN PO. Of these respondents who had served in UN operations, 54% reported applying voluntarily, while 15% said they were selected by superiors without applying. This indicates that sizeable numbers of personnel are motivated to deploy to POs.

A lower percentage of women (27%) reported volunteering than men (38%). However, there was no difference between men and women when controlling for rank, meaning that rank was more important than gender in determining who was more likely to volunteer for UN POs.⁵⁵ It was noted by the validation workshop participants that the high level of volunteering could be related to the fact that UN operations, in general, rely on volunteer personnel, compared with NATO operations where personnel are more often ordered to deploy.

Personnel apply because they seek a dynamic work environment and wish to learn new skills

The survey reveals interesting similarities in why men and women apply to serve in POs. The top two reasons why men and women reported applying are for adventure and to learn new skills. Women also responded that they apply in order to travel, and men responded that they apply in order to help people. The results suggest that, when recruiting individuals to serve, it may be beneficial to highlight the new skills and experiences gained when deploying to POs.

Fewer women than men want to redeploy

Of those who had been deployed to a PO, 30% said they wanted to be deployed to another UN operation in the future. A smaller percentage of women wanted to redeploy to a UN operation – 26% of women versus 33% of men.⁵⁶

Personnel report variation in workplace conditions

69% of men and 17% of women said that the uniforms provided by the Norwegian Armed Forces fit their body. 48% of men and 52% of women felt that uniforms accommodate religious/traditional clothing.

When asked about adequateness of different facilities, men and women reported differences in how adequate the facilities were. 63% of men and 37% of women said the dining facilities were inadequate, 26% of men and 73% of women said the recreational facilities were inadequate, and 30% of men and 35% of women said the equipment was inadequate.

Men report more access to training

Only 27% of men said they had not received international military training, compared with 43% of women. This may have implications for unit cohesion and effectiveness since women may have less awareness of opportunities or fewer opportunities to participate in training with peers.

Men and women have partaken in at least four in-service training sessions and modules relating to career advancement. Men, however, are more likely to experience a greater number of training sessions; 51% of men and 32% of women have taken part in at least seven in-service training sessions and modules.

Low numbers of Norwegian Armed Forces personnel think they will redeploy to a UN peace operation

Of those that responded to the survey:

- 44% of men and 50% of women have had at least one extension to their UN PO. However, only 10% of personnel think that they will be deployed to a (another) UN PO.
- 35% of personnel (38% of men and 29% of women) think that there is a formal programme for redeployment.
- 32% of men and 19% of women think it is very easy or easy to move from one specialism to another within the Norwegian Armed Forces.
- 63% of men and 75% of women have thought about leaving the Norwegian Armed Forces.

⁵⁵ There is a disparity in gender equity particularly among higher ranks. Of the 541 people who responded to the 'rank' and 'gender' questions, 23 men and 29 women were junior specialists (OR1-OR4); 72 men and 88 women were senior specialists (OR5-OR9); 116 men and 126 women were junior officers (OF1-OF4); 64 men and 5 women were senior officers (OF5-OF9), and 5 men were sjefssersjant/sjefsmester (Chief master/highest rank).

⁵⁶ The majority of respondents who answered (37%) did not specify the number of extensions they had been assigned to on their UN operation. Of the 91 individuals who responded, 44 (32% of those who had deployed) had received at least one extension to their PO deployment. 22% had received one extension and 12% had two extensions, while 15% had no extensions. Only one individual reported having their request for an extension to their PO deployment denied.

ISSUE AREA 2: Deployment Criteria

According to MOWIP, the deployment criteria issue area seeks to capture ‘the skills and criteria necessary and prioritized for deployment, whether men or women are more likely to have these skills, and whether the criteria are more likely to favour men for deployment than women’. Moreover, this issue area’s focus is ‘the skills that are required match what is needed on the ground’.⁵⁷

Ongoing efforts and progress relating to criteria

Norway deploys both units and individual experts, such as staff officers and observers, to UN POs. This means that deployment criteria can differ between these two categories. In this section we mainly consider overarching issues relating to gender while also noting relevant differences between the categories.

The Armed Forces have established regulations governing deployments

Personnel issues are outlined in the Armed Forces Personnel Handbook (*Forsvarets Personellhåndbok*), which is currently under revision.⁵⁸ As an overarching principle, the current iteration of the Handbook Part E concerning international operations states that deployment assessments should be based on the position’s requirements assessed against military service certificates, service statements, diplomas, military records, civil competence and certificates, and security-related matters in relation to physical and health safety. The assessment also includes evaluations of past length of service, and the strain deployment could induce, as well as home-time provision following previously completed deployments. Candidates for international operations are selected based on an overall assessment of the aforementioned criteria. Other abilities such as communication skills, conflict management, or the ability to listen are not formally tested before deployment.⁵⁹ However, one interviewee indicated that these skills are indirectly assessed by taking service statements into consideration.⁶⁰ Established rules, procedures, and protocols can provide the foundation for a systematic approach to promoting diversity and the deployment of women.

Improvements on how to advance diversity should be made in the Personnel Handbook

Limited support is provided in the current version of the Armed Forces Personnel Handbook on how to promote the inclusion of women personnel in deployment to POs. Specific conditions could affect selection, but these relate to expanding the pool. For example, it is noted that if there are several candidates with the same qualification for a single position, the Handbook specifies that the candidate who has not previously served in international operations should be preferred. This could assist in addressing issues relating to age but less likely gender. Moreover, when new operations are launched, personnel with previous experience may be preferred in key positions. Hence, while the Handbook provides an overarching direction that gender equality is important, it provides limited practical guidelines for the recruitment of women to international deployments.⁶¹ Notably, the section on gender equality and diversity in the Personnel Handbook does not mention international operations.⁶²

Regarding this point, participants in the validation workshop noted that the Personnel Handbook is currently under revision. This revision will ensure that policies regarding gender equality will be rewritten to focus on ‘diversity’ more broadly rather than just ‘gender’. The goal of the revisions in progress is to modernize the Armed Forces’ approach to diversity, establish new goals, and write an action plan to operationalize those goals. These revisions are expected to be completed by 2023.

The composition of deployed units matters

The deployment of women appears to be affected by the composition of deployed units. Improving women’s inclusion in POs, however, appears not to be a conscious consideration in the selection process. Several of the interviewees suggested that the selection process, which takes place at the Ministry of Defence and the strategic and operational headquarter levels of the Armed Forces, had an effect on the numbers of women but that the gender balance of existing units was not considered when determining which unit to deploy to.⁶³ As already

57 Karim, S. et al., *MOWIP Methodology*, p. 27.

58 As a general rule, the Handbook states that the Armed Forces have both a legal and moral responsibility to their personnel. In the case of deployment of personnel to international operations, the Handbook states that issues such as safety, loyalty, and integrity, in terms of the person, department, mission, and Norway as a participating nation, are important focal points for the Armed Forces in the deployment process.

59 Simonsen, T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

60 Interview #6.

61 Simonsen T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

62 The Armed Forces, *Forsvarets personellhåndbok (FPH) (del A – F Forsvarsstaben)*.

63 Interviews #1; #3; #5; #9.

stated, in this part of the process, the objective is to identify the unit that hosts personnel with the appropriate mission-specific competence, independent of the gender and other identity aspects of personnel within the unit.⁶⁴ While competence should be the dominant criteria, it is still important to make an explicit and conscious assessment in terms of how choices of which units to deploy have an effect on other political goals, such as increasing the number of women in POs.

Deployment criteria is partially age- and gender-specific and varies per unit

The Armed Forces' Handbook for International Operations states that the minimum age requirement for deployment is 'legal age' (18 years old). The maximum age is 60. There are several formal deployment criteria, including fitness and medical tests.⁶⁵ For deployment to international operations all personnel must pass an annual physical test. Requirements may vary depending on the unit, and what is considered a passing grade is adapted to gender and age.⁶⁶ A driving licence is often required for deployment, something which is held to an equal degree by men and women in Norway.⁶⁷ Finally, the Armed Forces' Handbook for International Operations states that all personnel in international operations should be proficient in both oral and written English. For context, English is currently taught in Norwegian public schools to both girls and boys from the age of seven.⁶⁸ Softer skills such as communications and cultural understanding are not formal criteria, but an interviewee working in recruitment suggested it was indirectly captured, as previous service statements and evaluations are considered in the recruitment process.⁶⁹

Disciplinary records factor into deployment decisions

The Armed Forces' Handbook on International Operations states that disciplinary records including civilian sentences and/or military reprimands (such as for drug use or failure to report for duty) disqualify personnel from deploying to international operations. This also includes personnel who are suspected of, charged with, or under investigation of criminal offences. As a general rule, all personnel participating in international POs must have a clean criminal record. Special emphasis is placed on the last five years of the record. If a criminal offence took place under a previous deployment, however, the individual is automatically disqualified despite the incident taking place longer than five years ago.⁷⁰

SURVEY RESPONSES

Perceptions of the deployment criteria by personnel

In this section, we present our original survey findings. The survey was conducted online, meaning that some participants opted out of answering certain questions. As a result, the numbers of survey respondents vary by question and the findings are not based on a representative sample of the Norwegian Armed Forces.

Physical fitness tests are the most frequently mentioned criteria

When respondents were asked about the required deployment criteria for formed units, the most frequent responses were a physical fitness test (with 32% of respondents selecting), a medical test (with 27% of respondents selecting), and an English test (with 23% of respondents selecting). Similarly, when respondents were asked about the deployment criteria for military observers, the most frequent responses were a physical fitness test (with 37% of respondents selecting), a medical test (with 35% of respondents selecting), and an English test (with 33% of respondents selecting). There were no significant differences between men's and women's responses to these questions. However, such expectations could potentially affect men's and women's interest in applying in different ways.

Communication and cooperation skills are perceived as key during deployments

Softer skills were perceived as key by personnel during deployments. Communication skills (with 34% of respondents selecting), the ability to work with personnel from other countries (27%), and the ability to work with the population in the host country (24%) were the skills survey respondents perceived as most necessary for serving in UN POs. Men and women gave similar responses. Physical fitness and combat/tactical skills were perceived as necessary skills at far lower levels by survey respondents.

64 Interview #3.

65 Simonsen, T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*, p. 22.

66 Frantzen, H.A., *Reglement for fysisk test*.

67 Statistics Norway, *Førerkort, etter klasse og innehavernes kjønn og alder*.

68 Simonsen T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

69 Interview #5.

70 Simonsen T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*, pp. 19–20.



ISSUE AREA 3: Deployment Selection

The deployment selection issue area assesses the processes in place for selecting personnel and force generation in Norway. This issue area focuses on whether male and female personnel have equal access to information, the fairness and inclusiveness of the selection process, and ‘whether the process itself is inhibitive for women’.⁷¹

Ongoing efforts and progress relating to selection

Norway deploys both units and individual experts, such as staff officers and observers, to UN POs. This means that the deployment selection processes differ between these two categories. Recruitment procedures to international operations are also adapted according to the mandate and composition of personnel required by the UN operations.⁷² When the Norwegian Armed Forces deploy units, the head of the branch under which the unit belongs is responsible for staffing. For the recruitment of individual staff officers and observer positions, staffing is handled by the Armed Forces Personnel and Conscription Centre. In this section we mainly speak about overarching issues relating to gender while also noting relevant differences between the categories.

Recruitment procedures should consider gender

According to Norwegian law, recruitment procedures should consider gender and other forms of identity to ensure non-discrimination and improve diversity. This law was strengthened in 2019 and applies to the Armed Forces.⁷³ According to the Armed Forces’ own reporting on their gender equality efforts, considering equality should be part of the recruitment procedure, including the dissemination of information regarding employment or advertisements for vacant/new positions.⁷⁴ That said, support to personnel working in recruitment could be further strengthened by providing concrete formulations and suggestions in the ongoing revisions of the Handbook.⁷⁵

How roles are advertised depends on the form of deployment

When units are deployed, the individual roles in the unit are not advertised, nor are specialized recruitment procedures set up. Rather, interviewees suggested that personnel who are part of a unit are expected to deploy with their colleagues if they fulfil the deployment criteria.⁷⁶ For individual positions, the selection process varies depending on the nature of the operation and the roles in question.⁷⁷ An individual branch chief may be tasked with staffing contributions to an international operation with members of their own department. When a role falls under the responsibility of the Armed Forces Personnel and Conscription Centre, it may be advertised both internally and externally. According to one interviewee, roles can also be communicated informally person to person in addition to being announced within the Armed Forces.⁷⁸

SURVEY RESPONSES

How do personnel perceive the selection process?

This section draws both on answers from all respondents and the subsample of those that have served in POs. As respondents could choose which questions to answer, the numbers of survey respondents vary by question and the results are not based on a representative sample of the Norwegian Armed Forces.

Fewer women than men volunteer for UN peacekeeping

As discussed in issue area 1, several respondents (33%) said they had volunteered to serve with a UN PO. Of those who did volunteer, 64% were men, compared with 36% women. Of those who gave a reason why they did not apply for a UN PO, the top answer was ‘family considerations’. Several respondents also said they did not know about the opportunity. Given that women reported being less likely than men to volunteer, it is worth considering how caregiving roles and the lack of information about them contribute to fewer women volunteering and participating in POs. Also worth considering is that women feel less prepared to serve in POs despite pre-deployment training (see issue area 6).

⁷¹ Karim, S. et al., *MOWIP Methodology*, p. 28.

⁷² Simonsen T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

⁷³ Likestillings- og diskrimineringsombudet, *Likestilt rekruttering*.

⁷⁴ The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

⁷⁵ The Armed Forces, *Forsvarets Personellhåndbok (FPH) (del A – F Forsvarsstaben)*.

⁷⁶ Interview #3.

⁷⁷ Simonsen T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

⁷⁸ Interview #6.

Access to information about deployment opportunities is limited

Survey respondents indicated that access to information is a problem for personnel, especially regarding how personnel learn about deployment opportunities. When asked to name how they best obtain information about opportunities within the Norwegian Armed Forces, the top three answers (all similar between men and women) were through a magazine/newsletter, word of mouth, and social media. Internal job boards and professional associations were also named as useful sources of information. It is positive that with regards to how information about UN POs is distributed, the most frequent responses gave the same sources of information. To help individuals learn more about opportunities to serve in UN operations, continuing to provide information through these sources may be most effective, although existing efforts may be amplified.

Men and women do not agree on how fair the selection process is

The majority of respondents think the process for selecting individuals to serve in UN POs is fair, though the survey indicates a lack of information about the process. Of the 284 respondents who answered the question, 53% said the recruitment process into UN POs conducted by the Norwegian Armed Forces is either 'very fair' or 'fair'. However, 25% of respondents said they did not know how fair the process is, indicating a lack of information. There is also a disparity in how the fairness of the recruitment process is perceived among men and women.⁷⁹ Only 13% of female respondents said the process is 'very fair', compared with 35% of male respondents. More female (30%) than male (21%) respondents said they did not know how fair the process is. Finally, a larger percentage of respondents who have deployed to a PO believe the selection process is fair (66% 'strongly agree' or 'agree').

There do not seem to be strong perceptions that certain individuals are favoured for UN POs. When asked 'Which of the following people are favoured for UN PO deployments?', the most frequent response was 'no one' (97 responses), followed by 'I don't know' (81 responses), and 'senior official' (75 responses).

Superiors play a significant role for both male and female personnel

Of the respondents, 49% said they had a mentor within the Norwegian Armed Forces who provided information about their career. A higher percentage of men than women said they did not have a mentor (40% compared with 31%). A small percentage of respondents said that their mentor had served with a UN PO, indicating that relying on information about UN POs being shared through existing mentorship networks may not be an effective means of disseminating information about UN deployments.

In-service training and mentoring are important

Many members of the Norwegian military have had the opportunity to attend in-service training. At least 83% of survey respondents who answered the question said they had attended in-service training relating to their career advancement, and 25% attended ten or more such training sessions. A promising sign from the survey is that respondents are willing to approach their superiors to discuss additional training to advance their careers. Most respondents (79%) said they would be 'willing' (44%) or 'very willing' (35%) to approach a superior to ask for more training to better fulfil their duties. An equivalent proportion of men and women reported feeling comfortable when discussing training requests with senior officers. These responses indicate that members of the Armed Forces are willing to be mentored, and that mentoring can potentially be an effective tool for increasing information about and participation in POs, if mentors are empowered and motivated to share such information.



ISSUE AREA 4: Household Constraints

In accordance with the MOWIP methodology, the household constraints issue area seeks to capture if there exist 'pressures in the home and the community that limit women's ability to deploy on peace operations' in Norway. This means that the focus is placed on understanding if 'women and men who play caregiving roles for their households have equitable opportunities to be able to deploy'. Therefore, this area considers the role of family-friendly policies and financial support relating to childcare and care for older people as well as cultures and assumptions relating to family roles.⁸⁰

Ongoing efforts and progress relating to household constraints

While there can exist some potential differences among the various operational categories, household constraints and caregiving duties are likely to be affected by deployment regardless of role. Overall, however, this is also an issue area with substantive regulations, state support, and ongoing work in the Norwegian Armed Forces, in which there can be variations in terms of family support to deployed individual personnel versus if you are deployed as a unit, as noted at a validation workshop. Finally, it should be noted that few individual postings to which Norway contributes personnel make it possible to bring family, and none of the unit deployments allow for bringing family, largely due to security reasons.

Pregnant soldiers maintain their roles

Dismissing an employee because of pregnancy is prohibited by the Norwegian Working Environment Act.⁸¹ Salary should remain the same during pregnancy and parental leave, and employees have a right to return to the same role or equivalent after their leave period has ended.⁸² According to the same Act, mothers also have a right to breastfeed/use a breast pump while on duty, for a maximum of two hours per day, plus travel time.⁸³

Parental leave and childcare are provided by the state

Norway scored as the fifth most equal state globally in 2019 on the UNDP's Gender Inequality Index (GII). This index captures a combination of factors relating to reproductive health, empowerment, and labour participation. About 60% of all women and 67% of all men participate in the labour force.⁸⁴ The distribution of unpaid household work has also become increasingly evenly distributed among men and women over time.⁸⁵ In addition, care for older people, parental leave, and childcare are provided by the state and the municipality (commune) in Norway. In 2021, 92.7% of all children between one and five years of age had access to childcare in Norway.⁸⁶

In terms of parental leave, each couple is entitled to 49 weeks of paid parental leave (100% coverage of salary) of which 10 weeks each are reserved for the father and the mother and 26 weeks are shared between the parents.⁸⁷ About 60% of all fathers take the full quota or more of parental leave.⁸⁸ In one 2017 assessment, findings indicated that approximately 75% of fathers took at least part of the parental leave, compared with about 80% of mothers. This means that women take more parental leave than men.⁸⁹ As noted by Statistics Norway, there is also a substantial variation between labour groups in terms of if they take parental leave and how much they take.⁹⁰ For example, in 2021, more male personnel in the Norwegian Armed Forces took parental leave, 208 women compared with 688 men. However, if this is measured in average parental leave days taken by male and female personnel, women take on average 146 days compared with 73 days for male personnel.⁹¹

⁸⁰ Karim, S. et al., *MOWIP Methodology*, p. 29.

⁸¹ Working Environment Act § 15-9 (1).

⁸² Equality and Anti-Discrimination Act §33.

⁸³ Ibid., §10.

⁸⁴ UNDP, *Gender inequality index (GII)*.

⁸⁵ Statistics Norway, *Sustainable Development Goal 5 Gender equality*.

⁸⁶ Statistics Norway, *Fakta om likestilling*.

⁸⁷ In addition, the mother is entitled to take three weeks off on paid leave prior to giving birth.

⁸⁸ Statistics Norway, *Indikatorer for kjønnslikestilling i kommunene*.

⁸⁹ Statistics Norway, *Fedrekvoten—mer populær enn noen gang*.

⁹⁰ Ibid.

⁹¹ The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

Flexible work hours are standard

Flexible hours are standard in the Armed Forces, with core hours for the first part of the day (usually 09.00-14.30) during which you must be present. Outside of those hours most personnel may be able to work flexibly. Exceptions are if you work specific shifts or a set rotation system.⁹² That said, more women than men have been found to work part-time, which, it is argued, negatively affects gender equality and career opportunities. For that reason, the government has asked all employers in Norway, including the Armed Forces, to address and report on the use of part-time positions on a yearly basis.⁹³ During the validation workshop, however, participants noted that working part-time is uncommon in the Armed Forces and full-time is the standard: 'One has to fight for the right to work part-time.' Permission to work part-time is rare even though more personnel wish to be able to during certain periods, according to participants in the validation workshop.

Norwegian Armed Forces follow up and report on household constraints regularly

Since the end of the 1990s, the Norwegian Armed Forces have made concrete efforts to assist personnel in balancing household work and responsibilities. To that end, a survey of personnel is conducted regularly to provide a foundation for decision-making. Developments relating to household responsibilities are also followed up on yearly by reporting to the state and the general public.⁹⁴

Deployment has previously been found to place a strain on relations at home

An earlier study found that deployment appeared as a more integral part of Armed Forces' duties by 2011.⁹⁵ A total of 57% of officers who participated in the studies had been deployed. Deployment was perceived as a significant burden for spouses/cohabitants and children. And for those deployed, concern for those left at home was reported as the most significant burden when deploying. Officer respondents were found to be more positive about deployment than their partners were. The study also found a connection between marital breakdown and the number of deployments.⁹⁶

There is an awareness of the importance of equal division of labour, but gender roles remain

According to the regular Armed Forces survey, last conducted by the Norwegian Armed Forces in 2011,⁹⁷ findings outline potentially important indications on the role of household constraints. Results show that both officers and partners are aware of the gendered division of labour, in that they believe the ideal family has an equal distribution of responsibilities at home between spouses. When describing the actual division of labour in the household, however, this is more traditional than the level of awareness would suggest. Male officers tend to do less housework and care work than their partners do, whereas female officers do more. More of both male and female partners work full-time than the rest of the Norwegian population, but around 40% of female partners work part-time. Considerable demands are also placed on partners in officer families. They must, to a considerable extent, be able to manage on their own and take on daily responsibilities for the house and children. These findings demonstrate that it is especially important that partners have a positive attitude towards the Armed Forces, and this is especially important in families with female officers. This is probably related to the fact that a positive attitude constitutes a 'benevolent resource', necessary to accept the burdens that come with being a member of the defence family.⁹⁸

There are efforts to support personnel in handling household responsibilities

The Norwegian Armed Forces has sought to enable private and public responsibilities to be combined since the late 1990s. To that end, the Norwegian Armed Forces has adopted and updated so-called 'Family Directives' (signed by the Chief of Defence), which set a common standard for practice of the Armed Forces' family policy. The main principle of the family policy is that employees should be able to combine a career in the Armed Forces with a good family life.⁹⁹

At the same time, the Directive expresses that several challenges relating to service patterns in the military are considered an unavoidable part of the profession.¹⁰⁰ Notably, it is still expected that a large proportion of the employees will change their service role and location every three to five years. In addition, shifts, exercises, and

92 The Armed Forces, *Arbeidstid og ferie*.

93 As an example, see the Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

94 The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

95 Heen, H., *Samliv i Forsvaret 2011*.

96 Ibid.

97 The Norwegian Armed Forces were in the process of conducting the next regular survey at the time of writing in June 2022.

98 Heen, H., *Samliv i Forsvaret 2011*.

99 Departementene, *I tjeneste for Norge. Regjeringens handlingsplan for ivaretagelse av personell før, under og etter utenlandstjeneste*; Diesen, S., *Direktiv for ivaretagelse av familier i Forsvaret. «Familedirektivet»*.

100 The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

long-term international service, in particular, are less family friendly. Here, the Armed Forces state that, they seek to ensure that family members have the opportunity to maintain contact, and that the Armed Forces will take measures to reduce the burden on the family as a result of the Armed Forces' activities.¹⁰¹ This is particularly the case when personnel are ordered to serve in deployments abroad or in service to international staff.¹⁰² According to the Ministry of Defence, vital aspects of reducing such a strain include improving information given to family members about the military operation as well as communication between family members and the individual abroad.¹⁰³ The importance of knowledge about the rights of family members and information about possible worst-case scenarios which the mission can entail are also stressed.

The role of implementing the family support policy should be clarified¹⁰⁴

To support families, an organizational support function has been established to amplify the work of the Norwegian Armed Forces. The Section for International Operations is the point of contact for the next of kin to an individual serving in an international operation.¹⁰⁵ Another part of this work is the role of family coordinator, which was established to ensure the follow-up of next of kin and family, especially in relation to employees deployed to foreign operations.¹⁰⁶ That said, one expert interviewee stated that despite the important role of family coordinators, the number of positions was drastically reduced during the reform of the Armed Forces' human resources strategy in 2016, even though the reforms stated that the level of ambition for the welfare service should not change in the Armed Forces.¹⁰⁷ The validation workshop also noted that family support can be provided to personnel in different ways based on their deployment status. Support is provided to individuals centrally via the Norwegian Armed Forces, whereas personnel deployed with units are provided with this support locally by their regiments. In larger regiments with more infrastructure capacity, there may be a family coordinator to provide centralized support, but in other smaller units the individual serving that role may also serve other roles. Further, this family support role is dependent on unit resources and may be eliminated with budget cuts. As a result, the status and quality of unit-provided family support varies, whereas family support provided by the Armed Forces to individually deployed personnel is more centralized.

SURVEY RESPONSES

How do household conditions affect personnel deployment?

This section draws on answers from all respondents and the subsample of those who have served in POs. As respondents could choose which questions to answer, the numbers of survey respondents vary by question and the results are not based on a representative sample of the Norwegian Armed Forces.

Need to improve conditions for new mothers

Of those who responded, 19% of respondents said that they thought women in the Norwegian Armed Forces felt comfortable breastfeeding or using a breast pump at work, while 22% thought that women did not feel comfortable. Given the significant percentage of respondents who said that women did not feel comfortable, this may be a barrier to women's inclusion in the Armed Forces while breastfeeding, especially if services are not available to properly store or transport breast milk.¹⁰⁸

There is a perception of cultural stigma surrounding women who deploy, but minor risk of backlash

Respondents hold strong beliefs that participating in POs can be balanced with parenting. 94% of respondents 'disagree' or 'strongly disagree' with both of the statements: 1) men who deploy on peace operations cannot be good fathers; and 2) women who deploy on peace operations cannot be good mothers. The majority of respondents (51%) also did not fear judgement or stigma from their families for deploying, though a small percentage (10%) reported having such fears. Women did not report being more afraid of judgement from their family than men did.

Still, more respondents believed that women faced more social stigma for serving in a UN PO compared with men. 8% of respondents said there is 'a lot' or 'some' stigma for men compared with 26% of respondents who said there is 'a lot' or 'some' stigma for women. The perception that women faced stigma for serving in a PO is greater among women (36% 'agree' or 'strongly agree') compared with men (20% 'agree' or 'strongly agree').

101 Diesen, S., *Direktiv for ivaretagelse av familier i Forsvaret. «Familedirektivet»*.

102 Heen, H. and S. Halrynjo, *Samliv i Forsvaret. En kvantitativ studie av forholdet mellom familie og arbeid i befalsfamilier*.

103 Departementene, *I tjeneste for Norge. Regjeringens handlingsplan for ivaretagelse av personell før, under og etter utenlandstjeneste*.

104 See also Hanson, T., et al. *Slik får Forsvaret flere kvinner*.

105 The Armed Forces, *Familiestøtte*.

106 The Armed Forces, *Forsvarets årsrapport 2011*.

107 Interview #6.

108 Interviewee #13 indicated that shift work, for example one week on and two weeks off, presents problems for parents who breastfeed.

This finding concurs with the finding that respondents believed one of the greatest challenges for women who serve in peace operations is a cultural barrier.

Given that family and parental considerations did not seem to conflict with respondents' beliefs in the ability to deploy, it seems that cultural norms regarding women's participation do not stem from concerns about women being good mothers. Instead, concerns about stigma seem to stem from broader societal and cultural considerations. Only two respondents who had been deployed to a PO reported having experienced stigma when they returned, so the perception of social stigma is perhaps greater than what is reported. However, these findings may be a result of response bias.¹⁰⁹

Women and men worry about caregiving roles in the household while deployed

62% of respondents had at least one child. A similar percentage of respondents who had deployed to POs also had at least one child, and 51% of respondents were married. Approximately 50% of respondents 'agree' or 'strongly agree' that they have family members who can take care of their households (including older relatives and children) while they deploy to a PO. However, 21% 'disagree' or 'strongly disagree,' indicating that caregiving during deployment is a concern. A slightly higher percentage of women (25%) 'disagree' or 'strongly disagree,' suggesting that caregiving during deployment is more of a concern for women.

Both men and women are willing to seek support from senior officers

A majority of respondents (77%) reported that they would be 'willing' or 'very willing' to approach a senior officer to discuss family issues affecting their ability to fulfil their duties. An equivalent proportion of men and women reported feeling comfortable discussing family issues with senior officers.

UN deployments do not create financial stress for families¹¹⁰

Concern over the ability to support their families financially did not seem to be a pressing concern for personnel who deploy to POs. The majority of respondents (54%) 'agree' or 'strongly agree' that payment for UN POs is sufficient for managing their household, while 14% 'disagree' or 'strongly disagree.' A higher percentage of men (57%) 'agree' that the pay is sufficient compared with women (47%), though similar percentages disagree.

¹⁰⁹ Response bias leads respondents to say what they think the questioners, in this case, the PRIO researchers, want to hear. Response bias may lead to fewer responses that indicate dissatisfaction or fewer potentially controversial responses.

¹¹⁰ Families of deceased UN peacekeepers are also automatically covered by a special compensation scheme within the Norwegian Public Service Pension Fund. Families receive a max. of 65 x Basic Amount ('G', a standard amount used to calculate pension/benefits yearly). This amounts to NOK 6,588,000, an estimated US\$776,720 (2020). They are also entitled to UN compensation. See Statens Pensjonskasse, *Yrkesskadeforsikring for deg som jobber i staten*.

ISSUE AREA 5: Peace Operations Infrastructure

*The peace operations infrastructure issue area in the MOWIP methodology looks into whether Norway 'is able to provide the specific equipment, infrastructure, and services necessary' to meet both men's and women's needs 'before they deploy, during deployment, and when they return'. This includes accommodation and services, such as bathrooms, dormitories, and access to health services, as well as equipment and uniforms that fit diverse needs of personnel.*¹¹¹

Ongoing efforts and progress relating to infrastructure

Norway deploys units as well as individual experts such as staff officers and observers to UN POs, as discussed earlier in the report. This means that issues relating to infrastructure in part differ between units and individual experts. Like previous sections on criteria and selection, we seek here to bring out more overarching examples relating to units and experts as well as gender dynamics. Moreover, it is important to note that this is an area that the Norwegian Armed Forces can affect only in part, as some aspects fall under the control of the UN operations or other contributing states when Norwegian personnel are deployed.

There is a system for pre-deployment training of personnel

The Norwegian Armed Forces' training model for deploying personnel to international operations can be broken down into two main categories: 1) training for the deployment of staff officers or observers, which contains a high degree of similarities to UN staff officer training in terms of basic training, and 2) training relating to the deployment of units, which is guided more specifically by the criteria and demands set up by the UN or a specific operational context. Established and transparent processes for pre-deployment training can provide the basis for promoting women's inclusion and diversity.

Pre-deployment training is conducted in Elverum by a department of the Armed Forces Personnel and Conscription Centre for staff officers and observers.¹¹² Prior to deployment, personnel attend a three-week course, as well as some additional courses depending on the requirements of the PO.¹¹³ In addition, the Norwegian Defence International Centre provides competency and support to the Armed Forces Personnel and Conscription Centre in cases involving special officer assignments and/or where adequate competency is lacking.¹¹⁴ Civilian personnel who have not previously completed basic military training must attend a military course for civilian staff in international operations.¹¹⁵

The training model for large units operates on a 'self-administered' principle, where each branch or department unit is responsible for pre-deployment training.¹¹⁶ While all personnel deploying to international operations must undergo pre-deployment training, each branch and/or department determines the scope and magnitude of this training based on the information or requirements provided by the UN and centrally by the Norwegian Armed Forces.¹¹⁷

A module on gender should be included in pre-deployment training

According to the Personnel Handbook's section on international operations, all personnel should receive training on the UN resolutions on Women, Peace and Security.¹¹⁸ One interviewee reported that pre-deployment training includes a module on gender and cultural awareness, particularly for individual personnel.¹¹⁹ In this way, and according to multiple interviewees, pre-deployment training stands out from regular military training, where gender training occurs only sporadically. Very little is institutionalized in the Armed Forces' training and education systems.¹²⁰ Still, participants from the Armed Forces in the validation workshop stated that while a systematic approach to gender training is in place, it is difficult to establish who is responsible for

¹¹¹ Karim, S. et al., *MOWIP Methodology*, p. 30.

¹¹² Simonsen, T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

¹¹³ The Armed Forces, *Internasjonale operasjoner*.

¹¹⁴ The Armed Forces, *Norwegian Defence International Centre*. This includes a United Nations Orientation Course (UNOC) 5-days training in Oslo, Norway, for rank level OF1/OR5 – OF5/OR9 or equivalent. Logistics online digital training is also available from NODEFIC directed towards OF2/OR5 – OF4/OR9.

¹¹⁵ Simonsen, T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

¹¹⁶ Personal communication via e-mail exchange (2021).

¹¹⁷ Ibid.

¹¹⁸ Simonsen, T., *Forsvarets personellhåndbok (del E – Internasjonale operasjoner)*.

¹¹⁹ Interview #4.

¹²⁰ Interviews #2; #6.

implementing it. There is a regulation stating that personnel should be trained in the WPS agenda and gender perspectives, but there is a lack of clarity regarding how it should be implemented. Further, one individual noted that there is no clear understanding of what gender is and how war impacts women, men, girls, boys, and people of diverse sexual orientation and gender identity or expression differently. Training should communicate a clear definition of gender as well as the value of including women in operational planning processes.

Gender is taken into account when providing accommodation for personnel who are training

When taking part in pre-deployment training for staff officers or military observers, personnel have their own en-suite rooms. If there is a shortage of available rooms, the participants are placed in a hotel (also private rooms).¹²¹

Soldiers are provided with equipment and services by the Norwegian Armed Forces

The equipment needed for deployment should be provided by the Norwegian Armed Forces prior to going on a PO. This includes a beret, handkerchief, vest, uniform for warm/cold conditions, sleeping bag, sleeping pad, bottle, combat vest, first-aid kit, a pair of flip-flops and trainers, a backpack, duffle bag, and tourniquet, and underwear and swimwear. At the time of writing (June 2022) a new uniform is reportedly being designed and should better accommodate both male and female personnel, which has not been the case with the current and previous uniforms.¹²² In accordance with the Armed Forces report on ongoing efforts to improve gender equality, the plan is to provide women with sanitary pads when in the field.¹²³ Healthcare is also provided for soldiers, both by the Norwegian Armed Forces and by the state. This includes reproductive health care¹²⁴ and mental health care, the latter supported by the *Militær psykiatrisk poliklinikk eller Institutt for militærpsykiatri og stressmestring* (military psychiatric outpatient clinic or institute for military psychiatry and stress management).¹²⁵

Efforts are made to improve equal access to equipment

Equitable access to equipment, services, and materials for men and women has been a longstanding issue in the Norwegian Armed Forces. In their yearly reporting to the government and the general public, the Armed Forces declare that they are working to ensure improved access to sufficient equipment. There are ongoing efforts to provide sanitary equipment, such as pads, for conscripted personnel while in the field, as well as to adapt accommodation, toilet facilities, and uniforms.¹²⁶ Joint uniforms are being designed as part of the joint Nordic Combat Uniform, a project undertaken together with Sweden and Denmark in the Nordic Defence Cooperation (NORDEFECO). Here, Sweden has pushed for the uniforms to be better adapted to both men and women, as women have, on average, reportedly felt that the uniforms are less adapted to their bodies than they are to the male body.¹²⁷ The Norwegian Armed Forces have also developed specific uniforms for pregnant personnel.¹²⁸

Ongoing discussions on the sex-specific uniform rules

The concrete rules and regulations on the wearing of uniforms for men and women are captured in the Armed Forces' guide *Veiledning i skikk og bruk for Forsvaret*.¹²⁹ These sex-specific uniform rules are starting to be called into question. For example, when the Navy revised its rules on uniforms in 2021, the head of the Military women network (*Militært kvinnelig nettverk*) suggested a gender-neutral approach to uniforms (which was not recognized). There are also legal limitations as to the extent to which the Norwegian Armed Forces can demand sex-specific uniform rules, as such issues fall under the laws on equality, for example, if male personnel wish to wear uniform skirts or female employees wish to wear trousers as part of expressing their gender identity.¹³⁰

121 Interview 5.

122 Interview #4. See also NORDEFECO, *Testing the Nordic Combat Uniform (NCU) System*.

123 The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

124 In addition, birth control is legal and free in Norway.

125 The Armed Forces, *Nasjonal militærmedisinsk poliklinikk*.

126 The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

127 Hem, M., *Slik blir Forsvarets fremtidige uniformer*, 8 February 2022.

128 The Armed Forces, *Informasjon om gravideuniformer i forsvaret*.

129 The Armed Forces, *Veiledning i skikk og bruk for Forsvaret*.

130 NRK, *Fjerner krav om skjørt, beige strømpebukse og høye hæler*.

SURVEY RESPONSES

How do personnel perceive access to training and equipment?

Unless otherwise noted, in this section we consider only the answers provided by individuals who have been deployed to UN POs. As respondents could choose which questions to answer, the numbers of survey respondents vary by question and the results are not based on a representative sample of the Norwegian Armed Forces.

Reasonably good access to equipment and facilities

Bathroom facilities are commonly available for both men and women while on UN deployments. 89% of men and 92%¹³¹ of women stated that either male-/female-only bathrooms or unisex/gender-neutral bathrooms were available. In terms of sleeping arrangements, survey respondents indicated that it differed from PO to PO and at times Norwegian personnel had individual sleeping cabins/private accommodation. However, 28% of respondents indicated there were only same-sex sleeping facilities, 22% said there were only unisex sleeping facilities, 21% indicated there were both same-sex and unisex sleeping facilities, while 18% said they were able to choose their own living arrangements, such as renting an apartment.¹³²

When asked if any of the facilities or equipment were inadequate, 38% of respondents indicated that nothing was inadequate. Of the respondents who felt that nothing was inadequate, 60% were men. Other respondents indicated that the bathrooms (18%), equipment (12%), and dining (12%) were inadequate. Of those who indicated inadequate facilities or equipment, there were no significant differences between men's and women's responses.

Uniforms do not adequately fit women personnel

When asked about uniforms while on a PO, most respondents indicated that female-specific uniforms were available and provided by the Norwegian Armed Forces. However, despite the provision of sex-specific uniforms, only 17% of female respondents¹³³ stated that their uniforms 'always' fit their body, compared with 68% of male respondents. Correspondingly, 67% of female respondents stated that their uniforms 'sometimes' fit their body compared with 28% of men. Only 1% of male respondents stated that their uniforms 'never' fit their body compared with 16% of female respondents.

Efforts are being made to better adapt uniforms for religious/traditional purposes

In terms of adapting uniforms for religious/traditional purposes, 49% of respondents indicated that such adaptations were provided by the Norwegian Armed Forces. Only 13% responded that adaptations were not provided whereas 36% were unsure if uniform adaptations were provided. In July 2012, the Ministry of Defence introduced a policy¹³⁴ that allowed for the use of religious symbols or clothing within the Armed Forces' uniforms. Among other allowances, this policy allows personnel to wear hijabs and/or bracelets with an engraved or mounted religious symbol.

The safety of sleeping quarters needs to be reviewed

It is worrying that 25% of respondents indicated that they could not lock the door to their sleeping quarters while on UN POs. Responses to this question were relatively similar between men and women. As previously stated, sleeping quarters varied from PO to PO, but in cases where private accommodation is available, locks should be made available for safety reasons as needed.

¹³¹ Respondents included 62 men and 39 women.

¹³² For more information about sleeping arrangements, see Dahl G.B., A. Kotsadam, and D-O Rooth, *Does integration change gender attitudes? The effect of randomly assigning women to traditionally male teams*. In their study of the integration of women into a traditionally male-dominated environment in the Norwegian military context, the authors found that living and working with women for eight weeks causes men to have more egalitarian attitudes. However, these effects do not persist after the practice ends, and there is no long-term effect on women's choice of fields of study or jobs after military service.

¹³³ N=115 female respondents, 157 male respondents.

¹³⁴ NRK, *Hijab og turban blir tillatt i Forsvaret*; Natvig, E., *Bestemmelse om uniformer*.

Women and men access different types of formal pre-deployment training

Of those surveyed, 94 individuals indicated they received pre-deployment training before departing to their most recent UN PO deployment, more than one third of whom were women. Of the women who attended one training session or multiple pre-deployment training sessions, 89% did so through the Norwegian Armed Forces within Norway, 20% of women attended pre-deployment training at a peacekeeping training centre outside of Norway, while only 17% of women attended training at a peacekeeping centre within Norway. This differs significantly from the pre-deployment training experiences of men. 58% of men who attended one or more pre-deployment training sessions did so through the Norwegian Armed Forces, 41% through a peacekeeping centre in Norway, 27% with a peacekeeping centre outside of Norway, and 22% of male respondents received pre-deployment training from UN officials while on a PO in-country. The differences between the experiences of men and women are not explained by rank as nearly all respondents who indicated that they attended pre-deployment training at a peacekeeping centre in Norway or through the Armed Forces were junior enlisted officers (OR1-OR4). It could, however, be explained by variations in the role and the PO that individuals were deployed to, with differences in training formats for units and individual personnel.

Pre-deployment training should be improved

Overall, more than half (59%) of respondents felt that pre-deployment training prepared them for UN PO deployment. Slightly more men (63%) than women (51%) indicated that their pre-deployment training provided the necessary and adequate skills for their deployments. 28% of respondents indicated that UN pre-deployment training did not teach them the necessary skills, while 13% said they did not know or preferred not to say.

Training on gender during the pre-deployment period is limited

The UN PO pre-deployment training should include sessions on gender; currently, personnel rarely attend gender-related training sessions. Gender-related training sessions that some personnel attended included the prevention of sexual exploitation and abuse (5% of respondents), general gender training (5%), gender training for leadership (3%), and institutional harassment training (3%), whereas 4% of deployed respondents indicated they had received specialist gender training, such as the prevention of and responses to sexual violence or civilian protection prior to their deployments.



ISSUE AREA 6: Peace Operations Experiences

*In the MOWIP methodology, the PO experiences issue area considers whether the experiences of Norwegian personnel while on operation ‘affect their desire to deploy again and whether their experience influences others in making decisions to deploy’, with a particular focus on perceptions about the value of their contributions and whether the working environment will be adequate. Finally, the section looks more closely at the process of assisting with transition after deployment.*¹³⁵

Ongoing efforts and progress relating to addressing experiences

As noted, Norway deploys both units and individual experts such as staff officers and observers to UN POs. This means that issues relating to experiences can differ in part between units and individual experts. Like earlier sections, we focus here on overarching examples of ongoing efforts and progress.

Formal programmes introduced to follow up on experiences of personnel

The Armed Forces have introduced a one-year programme to follow up on the experiences of veterans, which is mandatory for personnel.¹³⁶ This includes group and one-to-one discussions, consideration of physical and psychological needs, screening and follow-up, assistance to families and partners including couple's therapy, and medal and completion ceremonies. These initiatives take two forms, either as what the Armed Forces term a ‘stopover’ or a ‘post-landing’.

A stopover is an event that is normally held before personnel return to Norway. During the stopover, personnel have a debrief and conversation with a psychologist. Personnel who have served in international operations as individuals, such as staff officers and observers, return immediately to Norway from the PO location. These individuals go through a so-called post-landing. The post-landing includes the same content as the stopover but is carried out on Norwegian territory.

Health status is generally good among veterans

The living conditions survey conducted regularly by Statistics Norway indicates that the health status of Norwegian veterans is generally good. Veterans’ physical and mental health is comparable to the rest of the population.¹³⁷

There are regular health surveys of veterans

The Armed Forces conduct a health survey following international service. Three to six months after returning from the most recent deployment, the first survey is distributed. Beginning in 2021, health surveys were also to be conducted 2, 4, 6, and 8 years after deployment.¹³⁸

SURVEY RESPONSES

What are the experiences of personnel during deployment?

In this section, we primarily draw upon responses provided by personnel who have been deployed to UN POs. As respondents could choose which questions to answer, the numbers of survey respondents vary by question and are not based on a representative sample of the Norwegian Armed Forces.

Men believe that they contribute to peace and security

11% of respondents ‘strongly agreed’ that they helped improve peace and security in the host country of the UN PO(s) to which they deployed, whereas 39% ‘agreed’. 16% of respondents ‘disagreed’ or ‘strongly disagreed’ that they helped improve peace and security in the host country. If we break down the results by gender, in this limited sample, men were more likely to ‘agree’ or ‘strongly agree’ that they contributed to improved peace and security (55%) compared with women (27%). Instead, 43% of women stated that they ‘neither agreed nor

¹³⁵ Karim, S. et al., *MOWIP Methodology*, p. 31.

¹³⁶ Normann, T.M., *Veteraners levekår*.

¹³⁷ Ibid.

¹³⁸ Ibid.

disagreed' that they contributed to improved peace and security in the host country of the UN PO(s). As we cannot control for roles and tasks in the mission, which the validation workshop suggested could be factors that could help us understand this result, we propose that this should be further examined.

Both men and women think that their roles match their skills during deployment

According to survey respondents, women's and men's roles matched their skills while deployed to UN missions. 84% and 86% of men and women, respectively, indicated that their skills matched their role in the PO. Only 9% of respondents felt there was a mismatch between their skills and their role while deployed.

Personnel still have unmet needs

When respondents were asked what they needed for their UN PO deployment but did not receive, if anything, answers were wide-ranging from 'a proper mandate' to personal hygiene products. Other answers included additional cultural knowledge (language training, country-specific cultural training), additional equipment (desert uniforms, drones, night vision equipment, satellite phones), additional training (more firearms training), and personal items (tampons and personal exercise equipment).

Women in junior roles feel less prepared than men in junior roles for UN peace operation deployments

Women in junior roles feel less prepared for deployments to UN POs compared with men in junior roles, whereas the difference between men and women in senior roles is not as evident. The survey indicates that 22% of women feel 'unprepared' or only 'partially prepared' for deployment compared with 11% of men. 49% of women feel 'prepared' compared with 41% of men, and only 24% of women feel 'very prepared' compared with 46% of men for UN PO deployment.

Men feel more unsafe during peace operation deployment than women

Respondents reported feeling unsafe during PO deployments. 42% of men 'agreed' or 'strongly agreed' that they felt unsafe during deployments with UN POs, whereas 35% of women 'agreed' or 'strongly agreed' that they felt unsafe.

Women have less freedom of movement during deployment, but this is explained by rank

Women could not leave the base as freely as men while on a PO. 65% of female respondents indicated they were not free to leave the base or compound whenever they wanted, compared with 46% of men. Additionally, women reported needing an escort more frequently than men did – 65% of women compared with just 44% of men. 67% of men reported they had access to a vehicle whenever they wanted, whereas this was true for only 30% of women. However, when we control for rank, the differences between men and women disappear.

In terms of social interactions, men went out socially more frequently than women. 51% of men and 37% of women went out socially with UN PO colleagues during their most recent deployment every day or at least once a week. 11% went out once every two to three weeks. 17% of women went out once a month or once every few months.

Mentoring programmes and networks underutilized while deployed

Very few respondents participated in a network or in a mentorship programme while on deployment to a UN PO. When respondents did participate in a network while deployed, it was an informal peer networking group such as a sports team, regular cultural activities, WhatsApp, or other chat groups. There were no differences in responses between men and women.

Deployed personnel indicate few problems when returning home

When asked about problems they experienced when returning home from a UN PO, the most frequent response was 'none' (31%). The other top responses were 'missed opportunities for career advancement' (8%), 'problems with my spouse' (8%), 'problems in my personal relationship' (7%), and 'boredom' (7%). Men's and women's responses were similar.

Both men and women are supported post-deployment

When asked who helped them transition/reintegrate back into their home country after a UN PO deployment, a formal programme in the Norwegian Armed Forces was the most frequent response (41% of deployed respondents). Of those who received assistance by the Norwegian Armed Forces, 37% were women. The second most frequent response regarding who assisted deployed personnel upon their return was family (18%), followed by friends (9%), and no one (7%). After returning from deployment, 58% of respondents were able to return to their same job. 62% of men and 50% of women said they were able to return to their jobs upon returning from a UN PO.

Many men and women have heard about negative experiences

56% of respondents reported hearing of men having negative experiences in UN POs, and 48% reported hearing of women having negative experiences. This does not mean that women have fewer negative experiences as there are simply fewer women who have been deployed, indicating that it is less likely that respondents may have heard of women having negative experiences while deployed. Only 11% of respondents (seven men and nine women), however, said that hearing about negative experiences had affected their decision to deploy to a PO.



ISSUE AREA 7: Career Value

*The career value issue area, according to the MOWIP methodology, considers how deployment to an international military operation is valued in the Norwegian Armed Forces, and, in turn, how this relates to the career trajectory of uniformed women and men. This issue area also takes into account individual considerations regarding the skills and networks women and men can obtain from being deployed and how they relate to career opportunities.*¹³⁹

Ongoing efforts and progress relating to career

As the focus of the Norwegian Armed Forces has shifted during the examined time period from placing an emphasis on international operations to that of national defence, indications are that this could affect the perceived value of UN PO experiences.¹⁴⁰

Changes in the perception of career value

Gaining experience from complex and dangerous situations has been described as an important competence individuals gain from deployment to international operations.¹⁴¹ Relevant experience from international operations is reported to provide credibility and trust in the Armed Forces.¹⁴² Several interviewees state that serving in international operations is considered important in order to make a career in the Armed Forces.¹⁴³ That said, in the validation workshop, representatives from the Armed Forces noted that while NATO deployment is considered beneficial for career advancement, UN deployments are not necessarily held in the same esteem.

Moreover, the perception of career value from international deployment seems to have changed again in recent years.¹⁴⁴ This is partly because participating in operations at home has increased in value for further career development. In particular, operational competence is highly valued for officers aiming to make vertical career advances within the Armed Forces, and such competence from national operations has become equal to similar experiences from abroad. Another potential contributor is the fact that personnel who deploy to UN operations usually do so in an *individual* capacity, whereas Norway deploys *units* to NATO operations. Being part of a larger Norwegian unit may be more attractive and entail better future career outcomes than deploying alone.

¹³⁹ Karim, S. et al., *MOWIP Methodology*, p. 32.

¹⁴⁰ Interviews #6; #8.

¹⁴¹ Lauritzen, T. and M. Stokke, *De få utvalgte. Rekruttering og seleksjon til høyere militære stillinger*, p. 46.

¹⁴² Ibid.

¹⁴³ Interviews #3; #5; #6; #8.

¹⁴⁴ Interview #8.

Ceremonies are held to recognize the service of personnel

Personnel returning from deployment are presented with the Armed Forces' Medal for International Operations or the Medal for Defence Operations Abroad (*Forsvarets operasjonsmedalje*).¹⁴⁵ Work on a national monument to honour all Norwegian participants in international operations was completed in 2021. The monument is a stone structure that has the names of fallen soldiers engraved on it as well as the operations Norway has deployed to.¹⁴⁶ The eighth of May is celebrated as Liberation Day and National Veteran's Day when all veterans of international operations are recognized.¹⁴⁷ The 29th of May is celebrated as International Peacekeeping Day.

SURVEY RESPONSES

Perceptions about the career benefits of deployment

In this section, where appropriate, we only consider the answers provided by individuals who have deployed to UN POs. At other times, we take into consideration the answers of both those who have been deployed and those who have not. Taking these two points together, the numbers of survey respondents vary by question and are not based on a representative sample of the Norwegian Armed Forces.

Perceived benefits of deployment are wide-ranging

In terms of individual benefits of deploying to UN POs, nearly half of respondents feel that their cultural awareness increased (48%), they gained new skills (46%), and they grew their professional competencies (46%). Other benefits of UN deployment included new friends/social networks (40%), improved CV/résumé (35%), and increased salary (25%). Responses varied slightly between men and women, but not significantly. Only 2% of all respondents who were deployed to UN POs indicated that their deployment had no benefits whatsoever. Respondents were also able to provide their own responses regarding what they felt the benefits of deployment were. While few respondents utilized this option, some indicated that deployment was positive because it provided a change from daily work, while others changed their familial situation post-deployment, including divorce. Other respondents noted the benefit deployment brought by providing an opportunity to work with both civilian and uniformed personnel.

Personnel do not believe that UN deployments advance their career

The majority of survey respondents believe that deployment to a UN PO does not advance their career. Only 17% of respondents (13% of men and 22% of women) believe that UN deployments advance their career 'very much' or 'a lot', while 50% (55% of men and 42% of women) believe that these deployments advance their career 'not at all' or 'not much'.¹⁴⁸ Thus, women are more likely to believe that a UN PO deployment could advance their career. Very few respondents believed a benefit of UN PO deployment was the opportunity to rise in rank (11 men and 3 women respondents). Only ten respondents indicated that they did not apply for a deployment with a UN PO because they believed that it would not help their career, whereas 25 respondents indicated they did not have enough information about POs to apply.

Personnel received formal recognition by the Armed Forces after deployment

Personnel felt recognized for their deployments by the Norwegian Armed Forces when they returned from deployment. 43% of deployed personnel said that they were recognized by the Norwegian Armed Forces upon their return.¹⁴⁹ 19% said they were recognized by a family or friend, while 17% said they were not recognized by anyone for their deployment to a UN PO. Very few deployed personnel said they were recognized by the media, a community organization, or the government.

¹⁴⁵ The Armed Forces, *Forsvarets medaljar*.

¹⁴⁶ The Ministry of Defence, *Starter byggingen av felles nasjonalt monument for tjeneste i internasjonale operasjoner på Akershus festning*.

¹⁴⁷ The Armed Forces, *Frigjørings- og veterandagen*.

¹⁴⁸ N=316.

¹⁴⁹ 60 respondents in total, 39 men, 21 women.



ISSUE AREA 8: Top-down Leadership

In the MOWIP methodology, the top-down leadership issue area considers the role of national frameworks and policies on women's participation as well as political will at the national to mid-career level. The starting point in this regard is that 'leadership in both the government and in the security institution are central actors for achieving the institutional changes necessary for ensuring that women are included in peace operations'. In addition, this issue area includes support for senior leaders to build their professional capacity, such as through 'training, tools such as guidelines, action plans, and gender advisers'.¹⁵⁰

Ongoing efforts and progress relating to top-down leadership

In 2014, Major General Kristin Lund was appointed UN Force Commander of the UN mission in Cyprus. Lund was the first woman in history to be appointed to this high position by the UN. She has served in the Norwegian Armed Forces for more than forty years and was the country's first female Major General. She is a recipient of the Royal Norwegian Order of Saint Olav, one of the highest honours conferred by Norway. Other trailblazers soon followed, for example, Vice Admiral Louise Dedichen was the first woman to serve in the NATO Military Committee (2019), and Major General Ingrid Gjerde was appointed UN Force Commander in 2021. These milestones rest on long-standing efforts to create more gender equal opportunities in Norway and in the Armed Forces. Since there is an emphasis from the UN on increasing women's participation, there is encouragement for women to apply and deploy to UN POs. Interestingly, validation workshop participants perceived that NATO did not set such clear goals on women's deployments to their operations. If NATO deployments have more potential for career advancement than UN deployments do, the lack of such goals could be problematic for women's career advancement over time.

There are strong national legal frameworks on equal opportunities for women

The legal basis for the policies on non-discrimination and equal opportunities in Norway is the Norwegian Equality and Anti-Discrimination Act. The purpose of the Act is to promote equality and prevent discrimination among others based on gender, ethnicity, religion, beliefs, disability, sexual orientation, gender identity, gender expression, age, and other significant aspects of a person.¹⁵¹ The Act is particularly aimed at improving the position of women and minorities and should contribute to dismantling disabling barriers created by society and preventing new ones from being created. Among others, the Act includes a prohibition against harassment. According to paragraph 13, 'harassment' means acts, omissions, or statements that have the purpose or effect of being offensive, frightening, hostile, degrading, or humiliating. Sexual harassment, on the other hand, refers to any form of unwanted sexual attention that has the purpose or effect of being offensive, frightening, hostile, degrading, humiliating, or troublesome.

The Norwegian Armed Forces have adopted gender equality policies and processes

To meet national legal and political developments, the Norwegian Armed Forces have long formulated gender equality policies.¹⁵² From 1997 onwards, demands increased as the Ministry of Defence developed a 'Strategic plan for gender equality in the Armed Forces'.¹⁵³ This established three categories of goals, including competency-building, marketing, and family policies. To turn the policies into practical processes, the Armed Forces' work on gender equality and discrimination against employees is integrated in the Armed Forces Personnel Handbook, Part A. Notably, the Armed Forces Personnel Handbook, published in 2002, contains substantial guidelines and aims on gender equality and women's inclusion whereas the 2016 version is much less detailed on these aspects.¹⁵⁴ Still, Part A of the Handbook describes different factors that should be considered when it comes to recruiting, retaining, and securing diverse personnel for the Armed Forces.¹⁵⁵

The Armed Forces also provide yearly reports to the government and the public on how they intend to improve their gender equality initiatives. In the 2021 report, the Armed Forces decided on several measures to further develop the compliance of policies in accordance with the Act, including to:

- develop action plans and strategic management documents;
- establish the Armed Forces Equality and Diversity Committee with representatives from the Defence Staff, operating units, the elected staff representatives, and union representatives; and
- establish a distinction between the regulatory bases in the Equality and Anti-Discrimination Act and

¹⁵⁰ Karim, S. et al., *MOWIP Methodology*, p. 32.

¹⁵¹ Equality and Anti-Discrimination Act § 1.

¹⁵² The Ministry of Defence, *Strategisk plan for likestilling i Forsvaret*.

¹⁵³ Ibid.

¹⁵⁴ The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten*.

¹⁵⁵ Ibid.

the UN resolutions by separating the administrative peacetime operation regulated in the Equality and Anti-Discrimination Act more clearly from the operational focus.¹⁵⁶

Policies in place to realize goals relating to the Women, Peace and Security Agenda

In addition to the legal framework and the Norwegian Armed Forces' policies and efforts to realize these, there is an additional policy framework on Women, Peace and Security. The Norwegian government has adopted four different National Action Plans on Women, Peace and Security, the first in 2006 (2006-11) followed up with plans covering the 2011-13, 2015-18, and 2019-22 periods. In the 2019-22 plan, several targets are set out that relate to improving the deployment of women and the integration of gender in the Armed Forces' operations:¹⁵⁷

- Through international cooperation, Norway will help to ensure that NATO's and the UN's policy and operational guidelines relating to women, peace and security are implemented.
- Norway works to recruit women to leading positions nationally and internationally, and to encourage more women to join military units with an operational capability, as well as deploying units.
- The Armed Forces and the police will continue to have zero tolerance for sexual harassment, maltreatment, and abuse in operations and missions in accordance with national and international guidelines and national laws.
- The gender perspective is to be included in the planning, implementation, and evaluation of operations and missions in which Norway takes part.
- Norwegian participants in exercises, training, operations, and missions are to have competence in the gender perspective.

Limited capacity-building for senior leaders

In accordance with the Equality and Anti-Discrimination Act, the Norwegian Armed Forces and their leadership as the employer are responsible for upholding the law and promoting gender equality. Similarly, according to the National Action Plan on Women, Peace and Security 2019-22, women in the organization should not be responsible for implementing the action plan. Rather, the leadership of the Armed Forces must have ownership over implementation and take a systematic approach.¹⁵⁸

However, there are limited capacity-building opportunities available for leaders. In terms of leadership training, the most senior leaders are not required to take any gender courses throughout their career. Senior officers receive gender training only during pre-deployment training to international POs, during which they receive instruction on Women, Peace and Security and Conflict-Related Sexual Violence (as outlined in UN pre-deployment module Lesson 2.4 and 2.6A).¹⁵⁹

Expert support roles have been created at a strategic and operational level

Only limited expert support has been provided to the highest leadership level in the Norwegian Armed Forces. In recent years, this has started to change. As a first step to provide the Norwegian Armed Forces with expertise, an advisory function, formerly held by Lieutenant Colonel Lena Kvarving, was established to cover a portfolio on diversity, gender equality and gender perspectives, and Women, Peace and Security.¹⁶⁰ During 2021 and 2022, this portfolio was divided into two positions. In 2021, a gender adviser position, held by Lieutenant Colonel Per-Roe Petlund, focusing on gender in military operations and Women, Peace and Security was created. In February 2022, a diversity and equality adviser was appointed, held by Danel Hammer. Both adviser functions are located at the Defence Staff headquarters level.¹⁶¹ In addition, the Norwegian Armed Forces decided to create eight new gender adviser positions at the regiment level by 2022 with a focus on supporting the integration of a gender perspective in military operations.¹⁶²

In addition to such experts, Norway is a partner of The Nordic Centre for Gender in Military Operations, a NATO Centre of Excellence for implementation of the gender perspective in operations. It holds courses for approximately 230 military personnel every year at both the gender adviser level and for senior military leaders.¹⁶³

¹⁵⁶ Ibid.

¹⁵⁷ Departementene, *Regjeringens handlingsplan: Kvinner, fred og Sikkerhet (2019–2022)*, p. 35.

¹⁵⁸ Ibid.

¹⁵⁹ United Nations, *Core Pre-deployment Training Material*.

¹⁶⁰ Kvarving, L., *Likestilling og kjønnsperspektiv ligger i grunnlaget*. Kvarving held the position and is very critical of the manner in which the Armed Forces had previously handled the issue areas.

¹⁶¹ Furrevik, G., *Danel Hammer er Forsvarets første mangfoldsrådgiver*.

¹⁶² Interviews #2; #4.

¹⁶³ Departementene, *Regjeringens handlingsplan: Kvinner, fred og Sikkerhet (2019–2022)*, p. 34.

Norway draws upon international experiences to inform gender integration efforts

Gender advisers are typically used to support the integration of gender and Women, Peace and Security into military operations. Following Norway's involvement in NATO operations in Afghanistan, a request to establish the gender adviser function in Norway's military contingents was launched.¹⁶⁴ The first Norwegian gender adviser to international operations was appointed in 2008.¹⁶⁵ The Norwegian Armed Forces has at times sponsored and housed the position of gender adviser at the International Security Assistance Force (ISAF) HQ, the first being Lieutenant Colonel Birgith Andreassen, who would later become the Deputy Commander at the Nordic Centre for Gender in Military Operations (2016-21).¹⁶⁶

SURVEY RESPONSES

How do personnel experience efforts to strengthen gender equality?

In this section, the numbers of survey respondents vary from question to question. The findings are not based on a representative sample of the Norwegian Armed Forces.

Gender perspectives are included in pre-deployment training for leadership

According to survey respondents, 56 individuals received in-service gender training for leadership, 70% of whom were men.

If we include only senior participants who have been deployed when looking at gender training for leadership, 1% of respondents with a rank of OR5 and above indicated they had received gender training for leadership while 9% of respondents with a rank of OF5 and above indicated they had received such training.

Personnel are not aware of the Women, Peace and Security resolutions

The Defence Chief's Internal Audit submitted a report on the Armed Forces' compliance with the Equality and Anti-Discrimination Act.¹⁶⁷ One of the main findings of the comprehensive report was the risk of confusing the Gender Equality and Discrimination Act with the UN Security Council Resolution 1325 on Women, Peace and Security and the subsequent resolutions on the same subject.

Few know about available expert support or toolkits on gender

While a gender adviser and an adviser on diversity and gender equality exist within the Norwegian Armed Forces, only 68 survey respondents indicated they were aware of expert support. Moreover, only 6 survey respondents were aware of a gender toolkit, while 46 respondents were aware of a gender mainstreaming policy within the Armed Forces.

Senior officers appear not to prioritize gender training for personnel

Only 17% of respondents indicated that a senior officer had reached out to them about gender training. There were no differences as to whether superiors were more likely to reach out to men or women.

There is widespread trust in superior officers' ability to handle inappropriate behaviour

When asked if they would be willing to approach a superior officer to discuss inappropriate behaviour from or by a colleague, 86% of respondents said they were either 'very willing' or 'willing' to do so. Only 3% of respondents stated they would be 'unwilling' or 'very unwilling', while 4% were 'unsure'.

¹⁶⁴ Fleming, C., *Women, Peace and Security?*

¹⁶⁵ NOU (2016: 8), *A Good Ally: Norway in Afghanistan 2001–2014*.

¹⁶⁶ Fleming, C., *Norske genderrådgivere i Afghanistan. Militær merverdi eller politisk alibi*.

¹⁶⁷ The Armed Forces, *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjøringsplikten*.



ISSUE AREA 9: Gender Roles

*The cross-cutting area of gender roles in the MOWIP methodology focuses on the role of gender stereotypes relating to attitudes and norms, including formal limitations to women's roles in the military such as combat.*¹⁶⁸

Ongoing efforts and progress relating to gender roles

There are no formal rules or regulations to prevent women from serving in all functions

As we discussed under issue area one on eligibility, women became eligible to serve in combat positions in 1984, thereby making Norway among the first countries to allow women to serve in all functions. Norway was also the first country to allow women to serve on submarines.¹⁶⁹ With the introduction of universal conscription, both women and men are also drafted yearly to serve.¹⁷⁰

Stereotypes still exist in personnel narratives

Research indicates that negative stereotypes of women's role in the military needs to be further considered in the Norwegian context. For example, a study of conscripts during 2014 to 2016 in one of Norway's largest regiments found that male conscripts were more negative to women in leadership positions than female conscripts were. The number of personnel holding this attitude more than doubled during service, while the attitude of female conscripts was less likely to change in a negative direction. Worryingly, close to 50% of the male conscripts thought that male leaders were best suited to lead troops on international POs, compared with female leaders. This proportion remained the same throughout their service term. For female conscripts, about 40% started out their term thinking that men made the best leaders of international POs. By the end of the service, this number had decreased to just over 20%.¹⁷¹ Other studies have noted that women must try to be 'one of the boys' to be accepted and that women's space for developing their leadership capacity is more restricted than for men.¹⁷² Negative attitudes and stereotypes have been found to decrease with conscious efforts by leadership and by enabling men and women to work and live together.¹⁷³

SURVEY RESPONSES

Experiences of gender roles during deployment

In this section, the numbers of survey respondents vary from question to question. The findings are not based on a representative sample of the Norwegian Armed Forces.

Few have served under a female supervisor

19% of respondents who have been deployed to UN POs have served under a female immediate supervisor during their deployment. Of those who had served under a female immediate supervisor during their deployment, just under half (42%) were women.

Both men and women share extra tasks, with some exceptions

Beyond PO-specific tasks, men and women share the burden of responsibility regarding extra tasks. Men and women perform several tasks outside of their responsibilities, including cooking, cleaning, driving, and translation. In general, the balance between male and female personnel who perform extra tasks is in line with the overall gender balance of the Norwegian Armed Forces, but there are three where differences stand out. Of those who participated in healthcare provision (outside of their regular job), 83% were women. Of those who performed childcare duties, 80% were men, and of those who performed mentoring activities while deployed, 77% were men.

¹⁶⁸ Karim, S. et al., *MOWIP Methodology*, p. 34.

¹⁶⁹ Steder, F.B., *Is it possible to increase the share of military women in the Norwegian Armed Forces?*

¹⁷⁰ The Armed Forces, *Forsvaret i tall*.

¹⁷¹ Hanson, T. et al., *Slik får Forsvaret flere kvinner*.

¹⁷² Ellingsen, D., U-B Lilleaas, and M. Kimmel, *Something is working—but why? Mixed rooms in the Norwegian Army*.

¹⁷³ For an overview, see *Ibid*.

Gender stereotypes appear to play a limited role in practice

As discussed in issue area four, more respondents believe there is ‘a lot’ or ‘some’ stigma for women serving in POs than they believe there is for men. Additional survey questions suggest that this perceived stigma does not stem from beliefs about the ability of women in caregiver roles. The respondents’ beliefs may therefore stem from more ingrained norms about who is most appropriate to serve as a peacekeeper. The survey is limited in its ability to explore these ingrained beliefs. However, when respondents were posed with several hypothetical scenarios, they for the most part did not indicate that a male peacekeeper would be better suited to the situation. The exception is when respondents were asked to choose between a male or female peacekeeper to engage with women and children in a conflict zone; 74% of personnel in the survey said the peacekeeper should be female.



ISSUE AREA 10: Social Exclusion

The final issue area, social exclusion, is cross-cutting and looks closer at cohesion and group identity in terms of the role of ‘creating an in-group by excluding those who do not look like or behave like the in-group’. This means that it looks closer at both in-group/out-group mentalities and institutional cultures. Importantly, it does not claim that ‘activities to encourage unit cohesion’ cannot be important but that this exists on a scale up to a point where ‘using violence or harassment as a means to create cohesion favours an unhealthy environment’.¹⁷⁴

Ongoing efforts and progress relating to social exclusion

Bullying and sexual harassment in the Armed Forces persist

The Armed Forces strive to apply a policy of zero tolerance for bullying and sexual harassment.¹⁷⁵ In order to understand if these efforts have been successful and contribute to more targeted efforts, during 2018 and 2020, the Armed Forces conducted surveys on bullying and sexual harassment (the MOST survey). The survey went out to all employees in the Armed Forces who had served for at least six months. Although the results show a slight decline since between 2018 and 2020, bullying and sexual harassment in the Norwegian Armed Forces were found to occur at all ages and among both sexes. In fact, according to the survey, 22% of employees in the Armed Forces claim to have been subjected to sexual harassment in the previous year.¹⁷⁶ Women experience such harassment significantly more than men, and this applies to all personnel groups. In addition, age seems to be a key factor, where younger employees experience more harassment than older employees. As many as 63% of women under the age of 30 report that they have faced sexual harassment.¹⁷⁷ 73% of female ‘students or pupils’ reported they have been subjected to either gender harassment, sexual attention, sexual pressure, or sexual abuse. Civilian men represent the group of personnel who reported such experiences the least (7%). Among the employees, specialists (25%) seem to experience more sexual harassment than officers (16%) and civilians (13%).¹⁷⁸ Gender-based harassment is most common in the Air Force (50%), while the Army has the highest percentage of women who have been subjected to unwelcome sexual attention (28%).

There have been substantive institutional efforts to address harassment, but more is needed

In 2018, based on the first results from the MOST survey, the Chief of Defence implemented nine strategic measures to address bullying and harassment issues in the Armed Forces.¹⁷⁹ A project management position was created to oversee the implementation of these strategic measures. Following the 2020 survey, which showed limited progress, the Armed Forces decided to continue all nine measures adopted in the wake of the MOST survey in 2018.¹⁸⁰ Such measures include the continuation of internal information campaigns, seminars on the MOST results, the development of a teaching programme that is used in the preventive work throughout the Armed Forces, as well as the establishment of a position in the Defence Staff with special responsibility for following up measures to prevent MOST.

174 Karim, S. et al., *MOWIP Methodology*, p. 35.

175 NATO, *Summary of the national reports of NATO member and partner nations to the NATO committee on gender perspectives*.

176 Fastings, K., P.K. Køber, and K.R. Strand, *Mobbing og seksuell trakassering i Forsvaret-resultater fra MOST-undersøkelsen 2020*.

177 Ibid.

178 Ibid.

179 VG, MOST-undersøkelsen: *Bare tre av ni tiltak gjennomført i Forsvaret etter MOST-undersøkelsen: – Dette er ingen «quick fix»*.

180 Bakke-Jensen, F. and E.E. Kristoffersen, *Ingen skal utsettes for diskriminering, mobbing eller seksuell trakassering*.

Whistle-blower and reporting functions exist but there are still problems

Currently, there are several ways to report incidents in the Armed Forces.¹⁸¹ To name a few, it is possible to report episodes of harassment or improper behaviour via safety representatives, line managers, or by notifying digitally through an app. Despite this, the Army representative selected from the conscripts stated that the reporting system is lacking when it comes to clarity around what an incident consists of, who to contact, and what happens when incidents are reported.¹⁸²

Measures have been undertaken to make it easier and safer to report incidents of bullying and harassment as part of the measures following up the MOST 2018 survey. This has meant that the guidelines for reporting incidents in the sector have been revised and a guide has been issued for those who receive notification of and process the reporting of incidents. Still, the majority of those who are sexually harassed do not report such incidents to their superiors according to the 2020 MOST survey.¹⁸³ Both women and men state that they did not feel the harassment was serious enough, they held little belief that their warnings would produce change, or they were afraid of the consequences of reporting the incident.

Moreover, despite the internal efforts in the Armed Forces, in the spring of 2022, Norwegian National TV, NRK, gained access to the content of more than 70 reported cases against officers in the Armed Forces.¹⁸⁴ Seventeen of these reports were against top leaders in the Armed Forces. The topics of the reported incidents that NRK had gained access to varied from allegations of sexual harassment and bullying to breaches of security clearance. In response to the criticism, the Norwegian Chief of Defence, Eirik Kristoffersen, informed the public that all reported cases will be re-reviewed.¹⁸⁵ Among other things, the Armed Forces will look at whether the correct sanctions have been imposed and how the parties involved are followed up on. Furthermore, it is necessary to assess whether the Armed Forces have the right expertise to deal with difficult whistle-blower or harassment cases, as well as whether the existing structures in which to do this are sufficient. Some trade unions believe that allegations from whistle-blowers against senior executives are not necessarily handled well enough. The head of the Norwegian Military Officers' Association (*Befalets Fellesorganisasjon*) expresses that, in their view, higher ranking officials face few consequences when incidents are reported; moreover, the reports, when brought forward, are not taken seriously.¹⁸⁶

There are efforts at the branch level to address harassment from the bottom-up

There are efforts at the branch level to identify even more effective bottom-up approaches to prevent and address harassment and inappropriate behaviour. One such policy is the 'Not on My Team' approach. This Army-developed project is inspired by the United States Marines and aims to build trust among soldiers. The initiative involves soldiers learning to give feedback to each other and discuss what can be considered decent behaviour. Another key part of projects is to empower the team leader to take responsibility for their own department and ensure the presence of a good environment.¹⁸⁷

SURVEY RESPONSES

Perceptions of social exclusion

In this section, the numbers of survey respondents vary by question. The findings are not based on a representative sample of the Norwegian Armed Forces.

There is a sense of social cohesion among personnel

There seems to be a sense of social cohesion among the survey respondents. Of the respondents, 45% 'agree' or 'strongly agree' that 'we in the Norwegian Armed Forces are more of a family than ordinary people'. 31% felt neutral about this statement, while 14% 'disagree' or 'strongly disagree'. These perceptions do not differ among men and women.

181 NRK, *Tillitsvalgt: Forstår at man kan miste motivasjonen til å gå inn i Forsvaret*.

182 Ibid.

183 Fasting, K., P.K. Køber, and K.R. Strand, *Mobbing og seksuell trakassering i Forsvaret- resultater fra MOST-undersøkelsen 2020*.

184 NRK, *Varsler mot 17 topledere i Forsvaret: Toppledere slipper unna, mener fagforening*.

185 The Armed Forces, *Forsvaret starter full gjennomgang av varslersaker*.

186 Ibid.

187 Interview #9.

There is a sense of comradery within the Armed Forces

A high number of respondents said that they socialize with other members of the Norwegian Armed Forces outside of work, with the percentage of women reporting that they socialize being higher than men (94% women compared with 83% men). 92% of respondents said that women are invited to informal social gatherings. 70% reported participating in sports teams, with a higher percentage of men (74%) reported participating in sports teams than women did (66%).

Personnel perceive that everyone is treated with respect

When personnel were asked 'Which groups are treated with less respect in the Norwegian Armed Forces?', the most common response was 'Everyone is treated with respect.' When specific groups were named, the most frequent choices were young personnel, women, and civilian personnel.

There is resistance to gender equality efforts by the Armed Forces

43% of respondents agree with the statement: 'Women are sometimes favoured for opportunities, such as jobs and promotions, just because they are women.' Men were more likely to believe that women were favoured for opportunities, with 54% of men and only 27% of women agreeing with the statement. 60% of respondents (63% of men and 52% of women) who agreed with that statement also agreed that favouring women for some opportunities unfairly disadvantages men.

Jokes from personnel target everyone, but mostly women¹⁸⁸

When asked 'Have you ever witnessed or experienced a colleague in the Norwegian Armed Forces making jokes about any of the following topics or been the target of any of these jokes while in Norway?', a substantial number of respondents named every target, including women, men, race/ ethnicity, nationality, age/rank, physical appearance, socio-economic class, and sexual orientation.¹⁸⁹ The largest group of respondents reported hearing jokes about women. Such jokes may contribute to a sense of social exclusion within the Armed Forces. While many respondents indicated that they had never witnessed or experienced a colleague making jokes at the expense of others while deployed, when jokes were made, they were most frequently about women. One open-ended response indicated that a joke was made about the dangers of women being in possession of guns.

Name calling occurs on deployment and at home

As referenced in issue area 6, there were few responses with regards to problematic behaviour while respondents were deployed to POs. No one reported marginalizing jokes made during deployment. The most common problematic behaviour reported (5 respondents) was 'A colleague refers to someone by something other than their name or title (for example, honey, baby, sweetheart, boy, girl).' Eleven open-ended responses were also given detailing problematic behaviours, though there was not a consistent theme in the responses.

When personnel were asked to choose which problematic behaviours they had experienced or witnessed in the Norwegian Armed Forces, the most common response was 'none of these'. However, a substantial number of respondents (60 women and 41 men) still reported witnessing or experiencing 'A colleague refers to someone by something other than their name or title (for example, honey, baby, sweetheart, boy, girl)'. Moreover, 31 respondents gave examples of problematic behaviour they had witnessed, including belittling female colleagues, sexual harassment, marginalization, and sexist jokes.

¹⁸⁸ See also Lilleaas, U-B, D. Ellingsen, and B. Sløk-Andersen, *Humorens tvetydige funksjon. Hva kjennetegner humor som kan fungere ekskluderende itradisjonelle mannsbastioner?*

¹⁸⁹ Respondents heard jokes about: women (17 men, 16 women); men (14 men, 8 women); nationality (18 men, 9 women); race/ethnicity (18 men, 11 women); age/rank (14 men, 11 women); physical appearance (8 men, 9 women); socioeconomic class (5 men, 6 women); sexual orientation (10 men, 7 women); and religion (12 men, 9 women).

03

Conclusions

Conclusions

Suggested recommendations to leverage opportunities and overcome barriers

Increased awareness and understanding, informed by research and facts, are critical starting points for improving the deployment of women to UN POs. The international MOWIP methodology was developed to strengthen national efforts and enable shared experiences among states. As there is much to learn from Norway's long-term efforts to improve women's involvement, this report draws on the MOWIP methodology to study the Norwegian context. When fully applied, the methodology has the potential to provide a 360-degree perspective on an organization, making it possible to identify existing opportunities and to target specific barriers to diversity and, in particular, to women's participation.

With the limitations of the Norwegian data and information in mind, we will now suggest preliminary recommendations on how to leverage existing opportunities and how to overcome notable barriers. In this, we make further note of how these recommendations can relate to, and reinforce, ongoing processes in the Armed Forces to improve retention and increase deployment of women military personnel to international operations.

Opportunities on which to build progress

The study identifies several opportunities that can be leveraged and further developed.

OPPORTUNITY: NORWAY'S LEGAL AND POLITICAL FRAMEWORKS ON GENDER EQUALITY

Norway has strong legal and political frameworks on gender equality that apply to the Armed Forces:

- The Norwegian Armed Forces have integrated these legal and political decisions on gender equality and diversity into their Personnel Handbook and regular processes, something which allows for context-specific and systematic efforts to improve the recruitment and retention of women over time.
- Support functions on gender equality and gender diversity in military operations have been created at the highest decision-making level in the Armed Forces.
- The Norwegian government has adopted National Action Plans on Women, Peace and Security, which formulate goals to improve the deployment of women peacekeepers.

To fully leverage this opportunity and propel further work:

- leaders should be provided with substantive and practically oriented training. This should include capacity-building on gender perspectives in military operations, gender equality, and equal opportunities, and on the Women, Peace and Security agenda. For example, the Swedish Gender Coach Program could be a model;¹⁹⁰ and
 - the ongoing revision of the Personnel Handbook and the planned, more specific, Action Plan on gender and diversity could be ways to contribute positively to women's deployment in military operations. To that end, these should aim to include more concrete formulations on how gender and diversity should be understood and realized.
-

OPPORTUNITY: A FORWARD-LEANING APPROACH TO AN INCLUSIVE ARMED FORCES

The Armed Forces have taken numerous measures to combat harassment and bullying within the institution and regularly measure progress and setbacks through surveys:

- Both men and women personnel feel comfortable approaching their superiors for support and to report inappropriate behaviour.
- There is a high degree of social cohesion and feeling of belonging within the Armed Forces among both men and women.

¹⁹⁰ Björsson, A., *The Swedish Gender Coach Program*; Olsson, L. and A. Björsson, *Gender Training for Leaders: The Swedish Gender Coach Program*. An adapted and extended programme has been rolled out for the OF 4 and OF 5 levels 2021 and 2022 by the Swedish Armed Forces under the name *Jämställdhet för Högre Chefer* (Gender Equality for Senior Leaders).

This can affect the eligibility pool over time. To that end, it is critical that:

- the forward-leaning approach to creating a more inclusive Armed Forces continues as a senior leadership-driven process;
- efforts to combat harassment and bullying continue and are regularly followed up by leadership; and
- officers' training should provide tools for awareness and ability to lead diverse groups. For example, training on gender sensitivity and the importance of addressing barriers to participation should be included in the junior officer training school curriculum.

OPPORTUNITY: FAMILY SUPPORT POLICIES AND PRACTICES

The Norwegian government and the Norwegian Armed Forces make conscious efforts to enable personnel to adjust their careers depending on the personnel's phase of life, for example:

- Parental leave, childcare, and care for older people are provided by the state.
- The Norwegian Armed Forces actively seek to understand and support the ability of personnel to combine and handle household and work responsibilities.
- Pay from POs is perceived as sufficient for supporting a household.

To leverage this opportunity fully, it is important to:

- clarify the role of the family support functions in the Armed Forces;
- address disparities in the quality and accessibility of family support between personnel deployed as individuals and as part of units; and
- continuously consider how to support ongoing changes in gender roles in Norwegian society to enable both men and women to handle the public-private divide.

Barriers to overcome

As noted in the introduction, interviewees and survey respondents believe that key challenges to increasing women's participation in POs exist, often relating to limitations in the pool of eligible women in the Armed Forces, cultural attitudes, and women having too many obligations at home or with their families. This underlines that formal efforts to establish laws and policies are not enough to create change in terms of improving women's representation and opportunities for a career. Our analysis of ongoing developments and the survey identify several potential barriers that the Armed Forces could target to improve women's participation in POs. These differ slightly from expectations, but a commonality among them is the need for an even higher degree of awareness as to how core decisions and the general processes of recruitment and deployment can affect men and women as well as recognizing the Armed Forces' culture and remaining attitudes.

RECOMMENDATION: PROVIDE INFORMATION ABOUT OPPORTUNITIES TO SERVE IN PEACE OPERATIONS

Women appear to be more uncertain of how participation in POs contributes to their future careers. This means that:

- more information about UN PO opportunities and the importance of Norway's international role and contributions to UN operations should be disseminated with an awareness of how to motivate both men and women to volunteer;
- as part of this effort, the Norwegian Armed Forces should seek an understanding of the source of different perceptions of career value for UN and NATO deployments and address any negative discourses around UN deployments to encourage both men and women to deploy;
- underutilized mentoring relationships should be developed as a mechanism to encourage qualified candidates to volunteer for POs; and
- concerns about caregiving should be particularly considered when recruiting for and disseminating information about POs.

RECOMMENDATION: PROVIDE INFORMATION ABOUT PREPAREDNESS FOR PEACE OPERATIONS

Women in junior roles in particular expressed that they feel less prepared for a mission. This means that:

- information about the selection process for POs should be disseminated more thoroughly throughout the entire organization, with a particular focus on female junior personnel. Further, information about the selection process may emphasize that a broader set of skills are critical, such as underlining the importance of communication and 'contact' skills rather than 'combat' skills; and
- this includes clarifying the criteria for preparedness for POs and ensuring that this is communicated effectively throughout the entire organization.
- Information campaigns and mentoring programmes/opportunities for women are systematically used as a tool to encourage women to seek deployment.

This effort needs to be part of a substantive effort to signal inclusivity and allow personnel to do their job effectively. This includes ensuring that equipment such as uniforms fit properly and are available to both women and men.

RECOMMENDATION: DISMANTLE EXTERNAL CULTURAL BARRIERS

Despite the fact that women have served in POs since the 1980s and that mixed teams work well together when deployed, stereotypes and negative narratives persist. This means that:

- the image of the peacekeeper as a male remains. This must be changed; and
- positive experiences to be had from POs should be highlighted, including learning new skills, helping people, and how PO deployment can advance careers.

Practically, this means that the Armed Forces should continue and strengthen the process:

- They need to ensure that recruitment materials, websites, audio-visuals and photographs depict women as peacekeepers as often as they depict men as peacekeepers (as outlined in *Forsvarets likestillingsredegjørelse etter aktivitets- og redegjørelsesplikten 2021*). This then needs to be followed up by efforts to provide the equal opportunities that are stated in the information literature when young men and women sign up for actual service.
- It will also be important to ensure that messaging from mid- and top-level Armed Forces leaders likewise emphasize the value of diverse representation. Although marketing materials are a valuable part of recruitment, successful recruitment will depend on ensuring this representation also translates to representation within the Armed Forces.

RECOMMENDATION: TARGET INTERNAL PROBLEMS RELATING TO WORK CULTURE AND ATTITUDES

The MOST survey and our survey demonstrate that the Norwegian Armed Forces still have problems relating to work culture and attitudes to women. This must be continuously addressed:

- Continue to combat harassment and derogatory names. This includes assessing the effects of promising bottom-up approaches such as 'Not on My Team', and of training of leaders in junior and senior roles.
- Uphold rules and regulations that prohibit jokes at the expense of colleagues.
- Increase efforts to dissuade misconceptions that women are promoted simply because they are women. Two ways to do this are to emphasize that including women increases the efficiency and capacity of the Armed Forces; and second, to clarify that all promotions are based on merit, not gender.
- Work towards encouraging women to participate by changing more innate forms of gender disparity in workplace culture. For example, women may feel more obliged to provide additional service support than men do, or feel reluctant to participate for fear of being perceived as unprepared. Addressing these cultural issues requires active encouragement and an acknowledgement of the diverse cultural barriers that women face in the workplace, not just in the Armed Forces.

Finally, in addition to these content-based recommendations, the study has formulated a process-related recommendation:

- Strengthen the research-policy networks and the cooperation between researchers and decision-makers/experts with regards to producing research on gender equality and diversity.

Researchers and decision-makers in the security sector share a joint interest in wanting to understand these issues more in-depth. Collaboration could decrease the cost for producing and collecting empirical data and information for both researchers and for the Armed Forces, and would provide the Armed Forces and the Ministry of Defence with a range of studies and new knowledge.

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Interviews

Interview #1, conducted on 21 June 2021

Interview #2, conducted on 24 June 2021

Interview #3, conducted on 29 June 2021

Interview #4, conducted on 4 October 2021

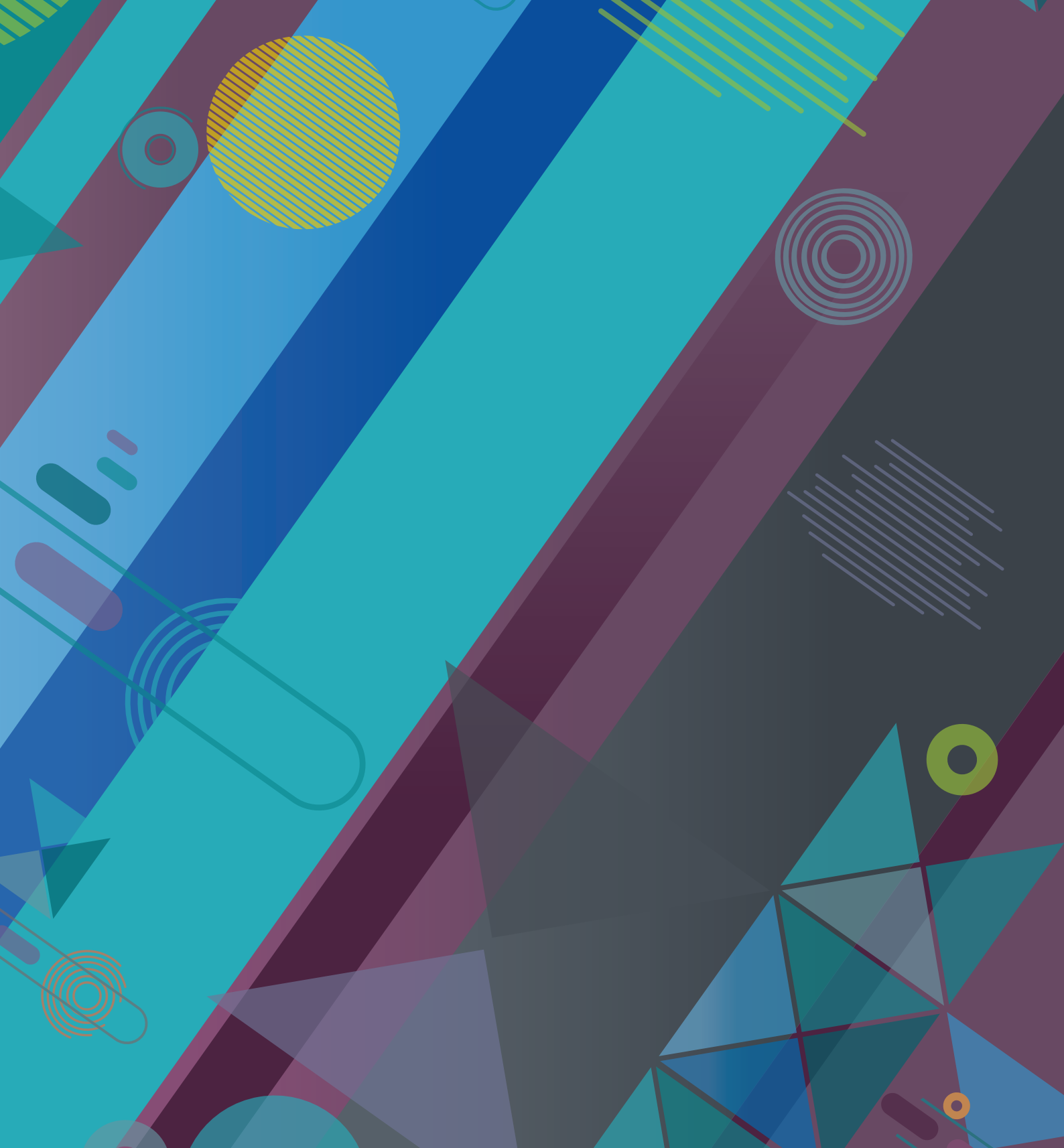
Interview #5, conducted on 26 October 2021

Interview #6, conducted on 26 October 2021

Interview #7, conducted on 18 November 2021

Interview #8, conducted on 19 November 2021

Interview #9, conducted on 25 February 2022



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