

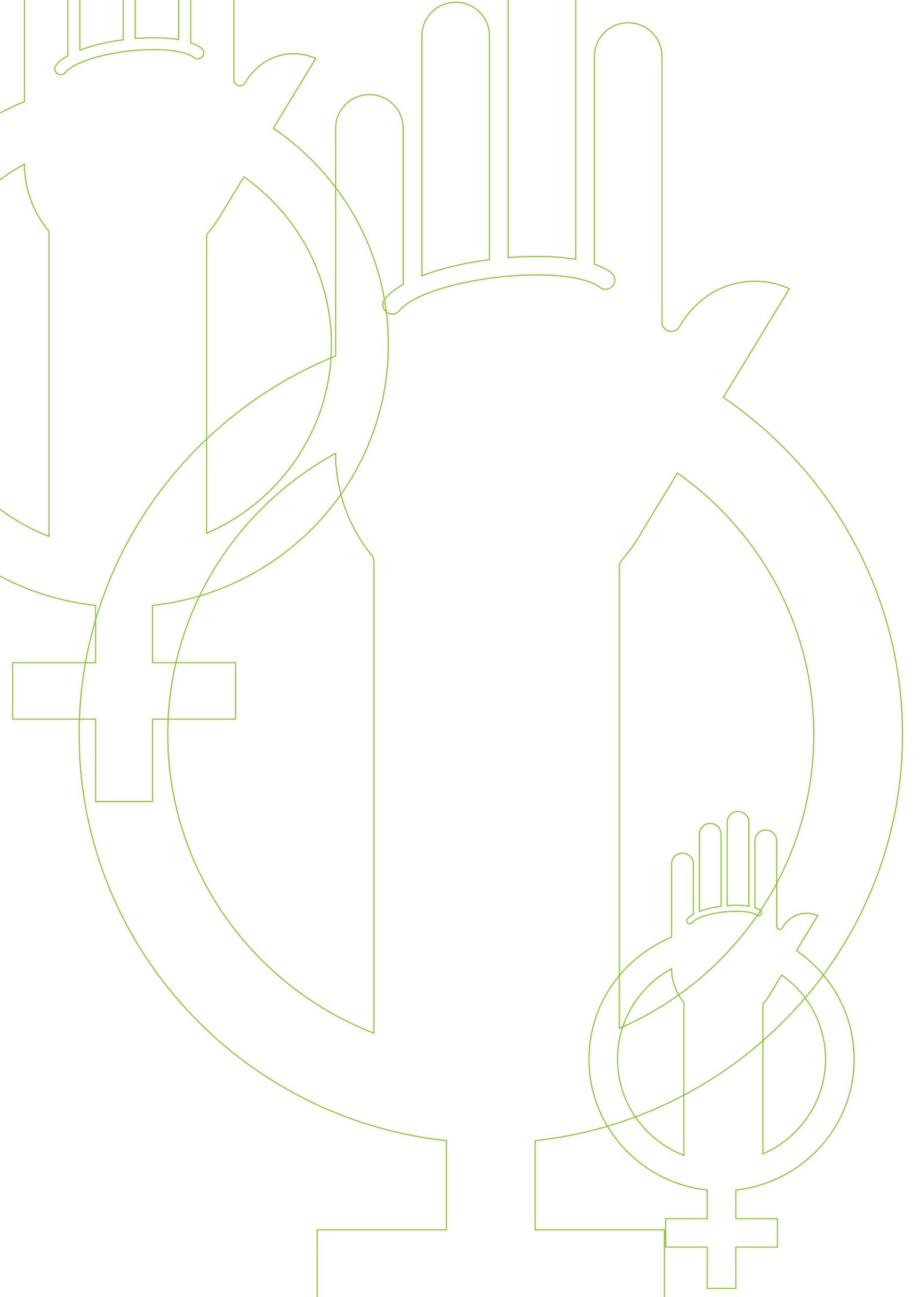


Norwegian Ministry of Culture

Report

# The situation of women and girls in Norway

Development, progress and measures 2014–2019  
Beijing +25





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# Innhold

<b>1 ABOUT THE REPORT</b>	<b>5</b>
<b>2 FRAMEWORK FOR NORWEGIAN GENDER EQUALITY POLICY</b>	<b>7</b>
2.1. Legal framework	7
2.2. The Ministry of Culture: general and coordinative responsibility	7
2.2.1 The Norwegian Directorate of Children, Youth and Family Affairs (Bufdir)	8
2.2.2 Equality and Anti-Discrimination Ombud	8
2.2.3 Anti-Discrimination Tribunal	8
2.3. The principle of sectoral responsibility	8
2.4. All employers have a duty to promote gender equality	8
2.4.1 New legislation in active equality efforts	9
2.5. The role of the County Governor	9
2.6. The role of the municipalities	9
2.7. Key players in the field	9
2.7.1 Regional centres for equality and the resource centre for men	10
2.7.2 Tripartite cooperation: the state, employers, and employee organisations	10
2.7.3 Civil society	10
2.8. Gender equality and the national budget	10
2.8.1 The Ministry of Finance's annual circular	10
2.8.2 Instructions for Official Studies	10
2.8.3 Annual statement on gender equality policy	11
2.8.4 Development assistance and gender equality	11
2.9. Action plans and follow-up of international obligations	11
2.9.1 Action plan for gender equality	11
2.9.2 Sustainable Development Goals	11
2.9.3 Follow-up of CEDAW	12
2.9.4 Istanbul Convention	13
2.9.5 Norway's Beijing +25 report	13
<b>3 PROGRESS AND CHALLENGES</b>	<b>17</b>
3.1. Positive trends	17
3.1.1 Still high level of employment and more full-time employment among women	17
3.1.2 The gender pay gap is narrowing	18
3.1.3 Gender differences in school education	18
3.2. Enduring challenges	19
3.2.1 Gender segregation in the labour market	19
3.2.2 Gender segregation in educational choices	20
3.2.3 Women in management and as owners in the business sector	20
3.2.4 Immigrant women's participation in the labour market	21
3.2.5 Reducing sickness absence	22
3.3. Gender equality policy priorities	22
3.3.1 The Equality and Anti-Discrimination Act	22
3.3.2 Work-family conciliation	23
3.3.3 Violence and sexual assault	23
3.3.4 Negative social control	24
3.3.5 Sexual harassment	24

<b>4 MEASURES TO PROMOTE GENDER EQUALITY ACROSS SIX OVERARCHING DIMENSIONS</b>	<b>27</b>
4.1. Inclusive development, shared prosperity and decent work	28
4.1.1 Measures to promote full-time employment and greater participation in the labour market	28
4.1.2 Measures addressing traditional gender segregation in educational and career choices	29
4.1.3 Measures to prevent sexual harassment in the workplace	33
4.1.4 Measures to facilitate work-family conciliation	34
4.2. Poverty eradication, social protection and social services	35
4.2.1 Measures to address poverty and offer social protection	35
4.2.2 Measures to improve girls' and women's health	36
4.3. Violence, stigma and stereotypes	39
4.3.1 Measures: Key ratifications and legislative amendments since 2014	39
4.3.2 Measures: national action plans and strategies	41
4.3.3 Crisis centres	41
4.3.4 Measures: selected measures to address violence and abuse	42
4.3.5 Selected issues: human trafficking, child marriage and genital mutilation	43
4.3.6 Measures to combat negative social control	44
4.3.7 Measures to combat online abuse	45
4.3.8 Measures to combat discrimination and gendered stereotypes in the media	46
4.3.9 Measures to combat violence and complex discrimination	47
4.4. Participation in politics and public life	49
4.4.1 Women's participation in politics	49
4.4.2 Measures to improve the representation of women in local politics	50
4.4.3 Women's participation between elections	50
4.4.4 Women's participation in the media and public life	51
4.5. Peaceful and inclusive societies	52
4.5.1 Women in the Armed Forces	52
4.5.2 Women's rights and equality in foreign and development policy	52
4.5.3 Support for international activities	53
4.5.4 Measures to support women, peace and security	53
4.5.5 Human rights defenders	56
4.6. Environmental conservation, protection and rehabilitation	57
4.6.1 Gender perspectives in climate and environmental questions	57
4.6.2 Emergency preparedness	57
4.6.3 Equality in farming	58
<b>5 DATA AND STATISTICS</b>	
5.1. Statistics and data: developments since 2014	61
5.1.1 National gender equality indicators: <a href="http://www.kjønnslikestilling.no">www.kjønnslikestilling.no</a>	61
5.1.2 CORE Norwegian Gender Balance Scorecard	62
5.1.3 Intersectional perspectives in data and statistics	62
5.1.4 Gender and disability	62
5.1.5 Background variables in surveys	62
5.2. Statistics and data: the roadmap going forward	62
5.2.1 Time use survey	62
5.2.2 Equality coordinator	63
5.3. UN Sustainable Development Goals	63





## About the report

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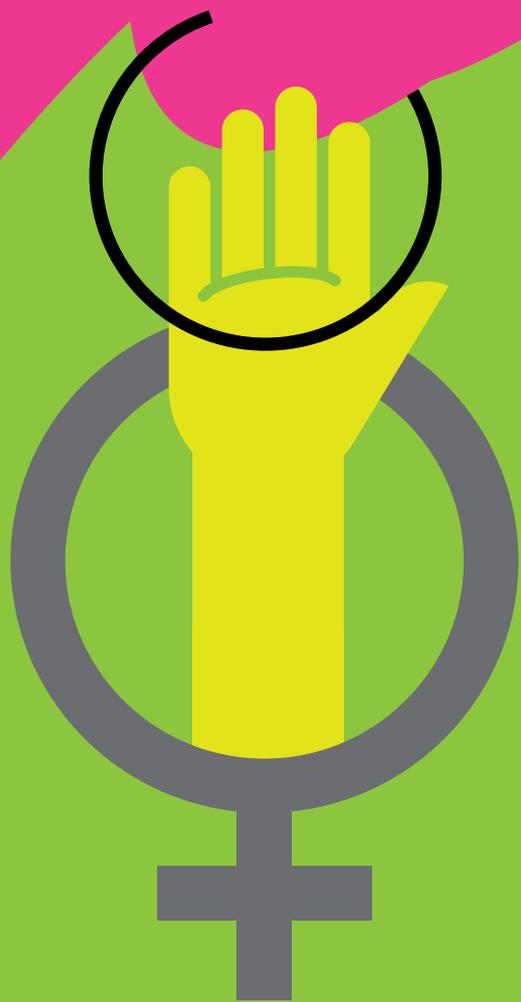
The Beijing Declaration and Platform for Action on women's rights was adopted at the UN's Fourth World Conference on Women in Beijing in 1995. In 2020 it will be 25 years since the conference in Beijing. It is now time for the member states to submit a new report, which in turn will be collated in regional reports and a global report to celebrate Beijing+25. This is Norway's report for the period 2014-2019.

The report answers a questionnaire issued by the UN Women to the member states. The report primarily cites examples of measures Norway has implemented in the field of gender equality, and provides an overview of selected challenges and priorities during the past five years and in the five years to come. In other words, the report does not provide an overall or exhaustive description or analysis of the situation of women in Norway.

The report consists of five parts which answer the questionnaire issued by the UN Women to the member states. Chapter 1 provides a brief introduction to the reporting and the report. Chapter 2 reviews the framework for Norwegian gender equality policy, and corresponds to section 3 of the UN questionnaire. Chapter 3 corresponds to section 1 of the questionnaire, and provides an overview of progress, challenges and priorities in Norway. Chapter

4 corresponds to section 2 of the questionnaire, and provides examples of measures in six overarching dimensions related to gender equality. Chapter 5 provides an overview of the data and of the development of statistics in the area of gender equality, and corresponds to section 4 of the questionnaire.

Several of the questions in Part II of the questionnaire largely overlap. Norway has chosen to provide a coordinated answer to the questions in the six overarching dimensions in the questionnaire. Norway is doing this in order to deliver a cohesive and holistic report. This also makes the report more accessible, as it can be read without consulting the questionnaire. The report contains footnotes showing which questions the different parts of the report are addressing.





## Framework for Norwegian gender equality policy<sup>1</sup>

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In Norway, the public authorities have particular statutory responsibility for ensuring that legislation and policy instruments facilitate gender equality. The purpose of rules, budgets and funding schemes is to ensure equal treatment and predictability. Each level of the public sector has an obligation to make active, targeted and systematic efforts to promote gender equality.

### 2.1 Legal framework

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In May 2014, the Norwegian Constitution was strengthened with the adoption of a separate chapter on human rights. The principle of non-discrimination is enshrined in Article 98 of the Constitution.

The UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) has been incorporated into Norwegian law through the Human Rights Act. The Act gives the provisions of the convention precedence over Norwegian law in the event of a conflict. Read more about CEDAW in chapter 2.9.3.

The Equality and Anti-Discrimination Act, which has been in force since January 2018, prohibits discrimination on the basis of gender, pregnancy, leave in connection with childbirth or adoption, care responsibilities, ethnicity, religion, belief, disability, sexual orientation, gender identity, gender expression, age or combina-

tions of these factors. The Act specifically seeks to improve the position of women and minorities. The Act applies to every sector of society, including family life and other personal relationships. Read more about the Act in chapter 3.3.1.

Public authorities, employers, and employer and employee organisations must make active, targeted and systematic efforts to promote equality and prevent discrimination. In June 2019, the Storting (the Norwegian parliament) adopted amendments to strengthen this duty. Read more about the active equality efforts in chapter 2.4.

### 2.2 The Ministry of Culture: general and coordinative responsibility

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The Ministry of Culture has general political, administrative and coordinative responsibility for the

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1. Chapter answers section 3 in the UN Women questionnaire regarding national institutions and processes.

Government's policy on gender equality and anti-discrimination.

The Ministry of Culture's main tasks in relation to gender equality policy are to:

- manage national legislation and ensure that obligations pursuant to conventions and directives in the field of gender equality and anti-discrimination are met
- coordinate the Government's gender equality policy
- contribute to research and knowledge development in order to provide a foundation for knowledge-based gender equality policy

The Ministry of Culture promotes gender equality in other sectoral ministries' coordination processes through:

- submissions and consultations
- participation in groups of government administration officials and through input to white papers, action plans and strategies
- legislative bills

Responsibility for gender equality was transferred from the Ministry of Children and Gender Equality to the Ministry of Culture on 22 January 2019, and administratively on 1 May 2019.

### **2.2.1 The Norwegian Directorate of Children, Youth and Family Affairs (Bufdir)**

Bufdir is the specialist agency for gender equality, disability, ethnicity and sexual orientation, gender identity and gender issues. Bufdir's tasks include documentation and knowledge development, promotion and guidance activities, implementation of measures in national action plans, and administration of grants to gender equality policy organisations, among others.

### **2.2.2 Equality and Anti-Discrimination Ombud**

The Ombud is an independent agency, though administratively subordinate to the Ministry of Culture. The Ombud's main task is to promote actual equality and prevent discrimination in all areas of society based on gender, pregnancy, leave in connection with childbirth or adoption, care responsibilities, ethnicity, religion, faith, disability, sexual orientation, gender identity, gender expression and age.

The Ombud works to promote equality in society as a whole and to provide guidance on equality and anti-discrimination legislation. The Ombud also works to ensure that Norwegian law and administrative practice are consistent with Norway's obligations pursuant to the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the

Convention on the Elimination of All Forms of Racial Discrimination (CERD) and the UN Convention on the Rights of Persons with Disabilities (CRPD).

### **2.2.3 Anti-Discrimination Tribunal**

The Anti-Discrimination Tribunal reviews cases regarding discrimination pursuant to the Equality and Anti-Discrimination Act, the chapter in the Working Environment Act on equality, and the anti-discrimination provisions in housing legislation. The Tribunal is a low-threshold alternative to the legal system.

The Anti-Discrimination Tribunal processes all cases brought to it by a party, the Ombud or other persons with legal standing. The Tribunal's decisions are binding on the parties. Appeals against the statements and decisions of the Tribunal are referred to the legal system. The Tribunal has the authority to order redress in cases related to working life and compensation in simple matters.

## **2.3 The principle of sectoral responsibility**

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The principle of sectoral responsibility has a strong position in Norwegian gender equality policy. The principle of sectoral responsibility means that, within their areas, all ministries and authorities are responsible for promoting gender equality and assessing the effects of measures on gender equality. Sectoral responsibility derives from an integration strategy (gender mainstreaming) which requires efforts to promote equality to be integrated into everyday work, all decision-making processes, at every level and at every step of the process, and by the parties that normally participate in decision-making. Gender mainstreaming has been an explicit strategy in public gender equality policy in Norway since the 1980s.

## **2.4 All employers have a duty to promote gender equality**

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In their undertakings, all employers must make active, targeted and systematic efforts to promote equality and prevent discrimination based on gender, pregnancy, leave in connection with childbirth or adoption, care responsibilities, ethnicity, religion, belief, disability, sexual orientation, gender identity and gender expression. Such efforts must include recruitment, pay and working conditions, promotion, development opportunities, adaptation, the opportunity to combine work with family life, and prevention of harassment.

The Equality and Anti-Discrimination Act specifies the

employer's obligation to promote equality as follows:

All public undertakings, regardless of size, and private undertakings that ordinarily employ more than 50 persons shall, in the context of their operations:

- a) investigate whether there is a risk of discrimination or other barriers to equality,
- b) analyse the causes of identified risks,
- c) implement measures suited to counteract discrimination and promote greater equality and diversity in the undertaking, and
- d) evaluate the results of efforts made pursuant to a) to c).<sup>2</sup>

Employers also have a duty to issue a statement, described in the Act as follows:

All employers shall issue a statement on:

- a) the current state of affairs with regard to gender equality in the undertaking, and
- b) equality measures implemented or planned to promote the Act's purpose of equality irrespective of gender.

Public undertakings, and private undertakings that ordinarily employ more than 50 persons, shall issue a statement on equality measures implemented or planned to promote the Act's purpose of equality irrespective of ethnicity, religion, belief, disability, sexual orientation, gender identity and gender expression.

The duty to issue a statement applies to undertakings with a statutory duty to prepare an annual report. Such undertakings shall include the statement in the annual report.

The duty to issue a statement also applies to public authorities and public undertakings with no duty to prepare an annual report. Such undertakings shall include the statement in the annual budget.<sup>3</sup>

#### 2.4.1 New legislation in active equality efforts

In the spring of 2019, the Norwegian government submitted a bill to strengthen the duties of employers and public authorities to promote gender equality, and to report on it. According to the proposal, employers in public undertakings and in private undertakings that employ more than 50 persons will have a statutory duty to map gender pay gap and to issue a statement accordingly. The same applies to employers at private undertakings with 20 to 50 employees, when so required by one of the employee or employer representatives (social partners). Stortinget (the

Norwegian parliament) adopted the new legislation on active equality efforts in June 2019.

The mapping of pay will provide grounds on which to determine whether there is a pay gap between women and men, and whether there is a risk of pay discrimination. This will make it possible to implement preventive measures. It is important that employers receive proper guidance. The Equality and Anti-Discrimination Ombud will therefore work to ensure that all employers have sound equality practices and fulfil the duties to promote gender equality and issue statements.

## 2.5 The role of the County Governor

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The Ministry of Culture has given the County Governor responsibility for promoting gender equality in areas for which it has statutory responsibility. The County Governor will play a prominent role in ensuring that the municipalities work actively to promote gender equality by making undertakings aware of the duties to promote gender equality and issue statements (see chapter 2.4) and of the methods that follow from those duties pursuant to the Equality and Anti-Discrimination Act. The County Governor will also ensure that issues, methods and objectives related to gender equality are known within its office, and are practised within its own administration, and that the County Governor's gender equality competence is passed on.

## 2.6 The role of the municipalities

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The municipal sector is key to gender equality work. Most public services in Norway are provided by the municipalities. The municipalities are also large employers in the educational, kindergarten and nursing and care sectors. These are sectors in which women make up a large proportion of the workforce. The municipality is a political level, and its leadership is elected by the people. Gender balance is also one of the issues considered when looking at the composition of municipal councils, and gender equality is a topic that is discussed when the municipalities make decisions and set priorities.

## 2.7 Key players in the field

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Civil society actors, the social partners, the business sector, organisations and research communities all play

2. Act relating to equality and a prohibition against discrimination (Equality and Anti-Discrimination Act) [https://lovdata.no/dokument/NLE/lov/2017-06-16-51#KAPITTEL\\_4](https://lovdata.no/dokument/NLE/lov/2017-06-16-51#KAPITTEL_4).

3. Act relating to equality and a prohibition against discrimination (Equality and Anti-Discrimination Act). [https://lovdata.no/dokument/NLE/lov/2017-06-16-51#KAPITTEL\\_4](https://lovdata.no/dokument/NLE/lov/2017-06-16-51#KAPITTEL_4).

an important role in Norwegian gender equality policy and development.

### 2.7.1 Regional centres for equality and the resource centre for men

The KUN Centre for Equality and Diversity, the Centre for Gender and Equality, and Reform – Resource Centre for Men receive public funding from the Ministry of Culture to actively promote equality and provide information services. The centres for equality shall develop knowledge and build expertise in, and raise awareness of, equality at national and regional level in the public and private sectors. The purpose of Reform – Resource Centre for Men is to be a visible, high-profile actor that promotes and helps develop knowledge about men and the role of men from a gender equality perspective.

### 2.7.2 Tripartite cooperation: the state, employers, and employee organisations

Tripartite cooperation, i.e. cooperation between the authorities, employers and employees, is firmly rooted in Norwegian working life and politics. Over time, this cooperation has increased gender equality in the labour market.

### 2.7.3 Civil society

A strong civil sector is very important for securing freedom, diversity and a balance of power in society. Many voluntary organisations have long and proud track records in gender equality. The strength of voluntary organisations is their ability to mobilise volunteers and draw on their efforts. Voluntary organisations give more people a chance to be heard. They provide a channel for individuals to engage in and work to promote their own rights and those of other people.

#### 2.7.3.1 National human rights institution<sup>4</sup>

The UN recommends that all states have a national human rights institution that promotes and protects human rights nationally. In Norway, the Storting has delegated this responsibility to the Norwegian National Human Rights Institution (NIM). NIM is an independent public institution which is organisationally subordinate to the Storting. NIM's headquarters are in Oslo, and it has an office in Kautokeino. It has a total of 19 employees (as at May 2019). NIM was established in 2015 through the Norwegian National Human Rights

Institution Act. NIM's areas of activity include work and welfare, children and families, discrimination and vulnerable groups, migration and citizenship, national minorities, religion and faith, indigenous peoples, school and education. One of NIM's projects deals with violence in close relationships in Sami communities.

## 2.8 Gender equality and the national budget<sup>5</sup>

The principle of sectoral responsibility means that measures discussed in this report are funded by several ministries, and not only through the budget of the Ministry of Culture.

Examples of key budget items on the Ministry's budget are grant schemes in the field of gender equality,<sup>6</sup> regional centres of equality, the Equality and Anti-Discrimination Ombud, and the Anti-Discrimination Tribunal.

The Ministry of Culture also funds CORE – Centre for Research on Gender Equality. CORE is a research community that is part of the Institute for Social Research. The centre conducts research on gender equality in education, the labour market, families and internationalisation, among other areas.<sup>7</sup>

### 2.8.1 The Ministry of Finance's annual circular

During their work on the governmental budget (see the Ministry of Finance's Main Budget Circular for 2019) the ministries are required to account for gender equality in their undertaking and for measures implemented to promote the purpose of the Equality and Anti-Discrimination Act regarding gender equality irrespective of ethnicity, religion, belief, disability, sexual orientation, gender identity and gender expression (with reference to section 26a of the Equality and Anti-Discrimination Act).

Furthermore, the report entitled '*The distribution of financial resources between women, and gender disparities in health*' supplemented the national budget for 2018.<sup>8</sup>

### 2.8.2 Instructions for Official Studies

The Instructions for Official Studies of Central Government Measures provide requirements for the preparation of central government measures (for

4. This answers question 25 in the UN Women questionnaire.

5. This part of the report answers questions 21 and 22 in the UN Women questionnaire.

6. Read more about the gender equality grant schemes here: [https://www.bufdir.no/Tilskudd/Soke\\_om\\_tilskudd/Familie\\_og\\_samliv/Familie\\_og\\_likestilling-spolitiske\\_tiltak](https://www.bufdir.no/Tilskudd/Soke_om_tilskudd/Familie_og_samliv/Familie_og_likestilling-spolitiske_tiltak) (in Norwegian)

7. Read more about CORE here: <https://www.samfunnsforskning.no/core/english/>.

8. Retrieved from: [https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/\\_attachment/326352?\\_ts=15f3a2502e8](https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/_attachment/326352?_ts=15f3a2502e8)

example, budget measures).<sup>9</sup>

Section 2-1 of the Instructions for Official Studies states that all studies must consider '[w]hich fundamental questions are raised by the measures'. The guidelines to the Instructions specify that fundamental questions regarding equal opportunities/discrimination must be assessed if relevant. All fundamental questions need to be presented systematically and examined comprehensively.

Section 3-2 of the Instructions for Official Studies states that '[t]he ministry in charge shall present all proposed measures with major effects to affected ministries'. If major effects in terms of equal opportunities/discrimination are anticipated, an assessment of the measure must be presented to the Ministry of Culture prior to public consultation.

The Ministry of Culture is preparing an updated guidance document that supplements the Instructions for Official Studies, which explains and specifies the requirements associated with assessing opportunities for gender equality/discrimination in the preparation of central government measures.

### 2.8.3 Annual statement on gender equality policy

As part of the work on following up the white paper Report on *Gender Equality in Practice: Equal Opportunities for Women and Men* (Meld. St. (2015-2016)), the minister makes an annual statement on gender equality policy and diversity to the Storting.<sup>10</sup>

### 2.8.4 Development assistance and gender equality<sup>11</sup>

Norway tracks the proportion of official development assistance for gender equality as a proportion of its bilateral aid. This is not the case for its multilateral assistance. It is Norwegian policy to increase the core budget allocations to multilateral institutions and thereby reduce specific earmarking. However, gender equality continues to be a political priority and is a component of all Norwegian development assistance. Norway therefore always highlights the importance of prioritising promotion of gender equality in its cooperation with multilateral institutions.

In 2017, 27 per cent of Norwegian bilateral aid

was directed at gender equality either as principal or significant objective. This percentage has been relatively stable during the past few years with an increase in 2018 due to increased focus on the use of the gender marker in bilateral aid. In addition, the Norwegian Government decided in June 2019 that 50 percent of all bilateral aid should be directed at gender equality as either a principal or significant objective.

## 2.9 Action plans and follow-up of international obligations

Civil society is involved in the reporting of Norway's international obligations. Draft reports to UN treaty bodies are circulated for consultation so that organisations, institutions and other parties may provide input. In addition, the Norwegian authorities provide financial support for the NGOs' shadow reports. The Norwegian authorities also conduct dialogue with civil society through open meetings.

### 2.9.1 Action plan for gender equality<sup>12</sup>

The national action plan *Gender Equality 2014* has been implemented.

The Government submitted the white paper *Gender Equality in Practice: Equal Opportunities for Women and Men* (Meld. St. (2015-2016)) to the Storting in 2015. The white paper provides an overview of the status of gender equality and challenges in selected areas of society, and presents the direction of the Government's gender equality policy.

### 2.9.2 Sustainable Development Goals<sup>13</sup>

In the autumn of 2015, the UN's member states adopted 17 goals for sustainable development to be attained by 2030.

The Government periodically reports to the UN and annually reports to the Storting on its progress on the sustainable development goals.<sup>14</sup> The report 'One Year Closer – 2018' was written by the Ministry of Foreign Affairs and the Ministry of Finance, with input from relevant ministries.<sup>15</sup> Stakeholders from civil society, business and industry, local government and academia have reported their efforts to promote the 2030 Agenda on Sustainable Development both nationally and internationally. In addition, the Ministry of Foreign

9. Read more about the Instructions for Official Studies here: [https://dfo.no/filer/Fagomr%C3%A5der/Utdragsinstruksen/Guidance\\_Notes\\_on\\_the\\_Instructions\\_for\\_Official\\_Studies.pdf](https://dfo.no/filer/Fagomr%C3%A5der/Utdragsinstruksen/Guidance_Notes_on_the_Instructions_for_Official_Studies.pdf).

10. The statement for 2019 is available here: <https://www.regjeringen.no/no/aktuelt/likestillingspolitisk-redegjorelse-2019/id2643307/> (in Norwegian).

11. This answers question 22 in the UN Women questionnaire.

12. This answers question 23 in the UN Women questionnaire.

13. This section answers questions 34 and 35 in the UN Women questionnaire. See also chapter 5.3.

14. More information: <https://norad.no/om-bistand/dette-er-fns-barekraftsmal/norsk-rapportering-pa-fns-barekraftsmal/>. In Norwegian.

15. More information: [https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/oneyearcloser\\_2018.pdf](https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/utvikling/oneyearcloser_2018.pdf)

Affairs and Ministry of Finance held meetings with other ministries and relevant stakeholders before preparing the report. The report presents the status of implementation and a snapshot of national and international achievements, and identifies challenges that need to be addressed while moving towards 2030.

The Government has established a Policy Coherence Forum. The state secretary for international development at the Ministry of Foreign Affairs chairs the forum, in cooperation with the Ministry of Finance, the Ministry of Climate and Environment, and the Ministry of Health and Care Services. Its members are recruited from the private sector, civil society organisations, employers' organisations, trade unions and academia. The purpose of the Forum is to foster solution-oriented dialogue on policy coherence, and to serve in an advisory capacity to the Ministry of Foreign Affairs. It will play a central role in preparing the annual report on Policy Coherence to the Parliament.

### **2.9.2.1 Sustainable Development Goal 5: Achieve gender equality and empower all women and girls**

The Ministry of Culture is responsible for following up measures associated with several of the targets, and has national responsibility for coordinating Sustainability Development Goal (SDG) 5, 'Achieve gender equality and empower all women and girls'. All ministries and sectors are responsible for promoting gender equality in their respective areas. This report contains several examples of Norway's work on following up the targets in SDG 5. Here are some examples:<sup>16</sup>

Target 5.1 is about ending all forms of discrimination against women and girls around the world. One example of Norway's efforts in connection with this target is the Equality and Anti-Discrimination Act, which is discussed in chapter 3.3.1.

Target 5.2 is about eliminating all forms of violence against women and girls. The Government is prioritising work to prevent and detect violence and assault, in part by following up a number of action plans in this area. Examples of Norway's efforts against violence are provided in chapters 3.3.3 and 4.3.

Target 5.3 is to 'eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations.' Examples of how Norway addresses this area are discussed in chapter 4.3.1 regarding amending the Marriage Act and in chapter 4.3.5 regarding child

marriage, female genital mutilation and forced marriage.

Target 5.4 is about recognising and valuing unpaid care and domestic work. For example, Norway has good and flexible parental benefit schemes that promote shared responsibility in the family.

Target 5.5 is to 'ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.' Chapter 4.4 provides several examples of Norway's efforts related to this target.

Target 5.6 is about sexual and reproductive health and reproductive rights. Chapter 4.2.2 provides several examples of Norway's efforts in this area.

Target 5.c is about adopting and strengthening sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels. Norway has made good progress on gender equality, and this report contains many examples of how Norway prioritises this objective.

In addition to gender equality being an independent objective in SDG 5, the gender equality perspective is key to the work of achieving other sustainable development goals as well. These include for example SDG 3 on good health and well-being, SDG 4 on quality education, SDG 8 on decent work and economic growth, and SDG 11 on sustainable cities and communities.

### **2.9.3 Follow-up of CEDAW<sup>17</sup>**

CEDAW's recommendations cover a number of ministries in Norway. The former Minister of Children and Equality has had meetings with civil society, the Norwegian National Human Rights Institution, and the Equality and Anti-Discrimination Ombud regarding CEDAW's recommendations in order to receive input on which recommendations to prioritise in the national follow-up. A separate meeting with FOKUS – Forum for Women and Development and other organisations provided input to the civil society shadow report to CEDAW.

Each ministry is responsible for following up CEDAW within its area of responsibility. The Ministry of Culture coordinates follow-up and is in contact with the ministries. Norway will report on some of the recommendations in November 2019. Norway will submit its next report to CEDAW in November 2021. It will provide a complete overview of how the recommendations from 2017 have been followed up.

16. The examples are also discussed in Prop. 1 to the Anti-Dis (2018-2019), chapter 7.

17. This answers question 23 in the UN Women questionnaire.

## 2.9.4 Istanbul Convention

Norway ratified the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention) in July 2017. The Convention entered into force in Norway on 1 November 2017. The Ministry of Justice and Public Security coordinates the Government's work on implementing the Convention and the reporting to the GREVIO monitoring body.

Under the Istanbul Convention, the member states undertake to provide a coordinated policy and approach in order to prevent and combat violence against women and domestic violence. The core areas for the member states' obligations are the prevention of violence, the protection and support of victims of violence, and the prosecution of offenders. The member states are also responsible for coordinating efforts between all relevant actors in order to ensure effective implementation of the Convention. The GREVIO monitoring body, which consists of independent experts, checks that the member states that are parties to the Convention comply with it and follow it up. The committee of member states reviews GREVIO's recommendations, and considers how to follow up the recommendations.

## 2.9.5 Norway's Beijing +25 report<sup>18</sup>

Civil society and relevant actors have been involved in the work of reporting on Beijing +25. In February 2019, civil society and actors such as employer and employee organisations, NIM, the Equality and Anti-Discrimination Ombud, and the Sámediggi (the Sami Parliament) were invited to provide input on what they considered important in connection with Norway's reporting. The Ministry received some written input.

In April 2019, the first draft of the report was sent to civil society and relevant actors, inviting them to provide input to the report. FOKUS – Forum for Women and Development organised a consultation meeting at the end of April for parties to provide input. FOKUS has reported that about 30 representatives attended the meeting. FOKUS provided collated input on behalf of several of the organisations that were present. The Ministry also received independent input from organisations, employee organisations, interest groups, The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) and the Equality and Anti-Discrimination Ombud.

Some of the input has mentioned the need for clarification and more detailed descriptions of topics reviewed in the report. The Ministry of Culture has incorporated several of the comments.

The Ministry has also received feedback in a number of areas which civil society or other relevant actors believe should be addressed in the report, or areas which should be discussed in greater detail. Examples of this are women in prison, LGBTIQ persons, more information about antenatal and postnatal care, the new pension scheme, and more information about sickness absence among women.

The Ministry has also received input about several measures which civil society and other actors believe should be implemented. Examples of such input:

'We would like to see a long-term strategy to help women out of human trafficking. The priority must naturally be to give victims of human trafficking access to healthcare, qualifying schemes and work experience. [...] The legislation the immigration authorities follow must be reviewed so that all victims of human trafficking receive a work permit.' (Joint input from Fokus, translated from Norwegian),

'We believe that splitting parental leave into three parts is an arrangement that improves women's connection to the labour market, and increases men's attachment to their child and the child's right to both the mother and father from a young age. At present there are kindergarten places for almost all children, and the Working Environment Act offers an unconditional right to time off for nursing mothers. We would still like to point out that in the healthcare sector, with its severe shortage of labour, tight budgets and shift work, it is very difficult for nursing mothers to take time off. We are concerned that it can be difficult for nurses to exercise this right, and that employees who are nursing mothers occasionally have to take unpaid leave in order to continue breastfeeding. We must highlight the employer's duty to facilitate time off for nursing mothers.' (Input from the Norwegian Nurses Organisation, translated from Norwegian).

The Ministry has also received input that criticises the Government's policy. Civil society particularly highlights certain aspects, but changes to legislative and public sector policy instruments and proposed amendments to the Abortion Act have been mentioned by several parties. Examples include:

'We would also highlight the CEDAW Committee's feedback to Norway (2017), which was critical of the amendments to the legislative and public sector policy instruments that have been developed to protect Norwegian women from discrimination

18. This answers question 34 in the UN Women questionnaire.

and to promote gender equality. This particularly applies to the gender-neutral approach and joint Equality and Anti-Discrimination Act, which we fear will weaken women's rights and protection.' (Input from the Union of Education Norway, translated from Norwegian).

'In 2013, the Abortion Act came under attack when the Government at the time submitted a proposal to allow general practitioners to refuse to provide women with abortion referrals. Heavy protests from civil society prevented the proposal from being adopted. In the autumn of 2018, the current Government again proposed changes to the Abortion Act, this time by removing the section 2c, which states that a pregnancy may be terminated after the twelfth week of pregnancy 'when there is a major risk that the child may suffer from a serious disease'. This proposed amendment was also stopped after heavy protests. The Government's platform for 2019 and the consultation memo of 19 February 2019 propose to 'remove the option to abort one or more healthy foetuses (foetal reduction) during a pregnancy before the time limit for self-determined abortion'. All proposed amendments seek to limit women's right to self-determined abortion and deprive women of rights they have held in Norway for decades. The fact that this right is constantly being put on the negotiating table and is being used by the current Government in a political power game is an alarming trend and poses a challenge to continued gender equality. Most of the respondents to the consultation also oppose the proposed amendment.' (Joint input from FOKUS, translated from Norwegian).







## Progress and challenges<sup>19</sup>

Norway is one of the most gender-equal countries in the world. It ranks high internationally in terms of gender equality. One example is the World Economic Forum's Gender Gap report, which has ranked Norway second in gender equality every year since 2015.

### 3.1 Positive trends<sup>20</sup>

Norway has shown a positive trend in several areas related to gender equality since 2014. Labour force participation of women and men is approximately the same, fewer women work part-time, more children attend kindergarten, and the gender pay gap continues to narrow.<sup>21</sup> Norway would like to highlight the following positive trends:

- Employment remains high, with an increased proportion of women working full-time.
- The gender pay gap between men and women is narrowing.
- Women have a high level of education.

#### 3.1.1 Still high level of employment and more full-time employment among women

In Norway, both women and men have a high level

of education, and this is reflected in high levels of labour market participation by both genders. Due to the downturn in the Norwegian economy in recent years, employment rates for women and men have declined since 2013, especially for men, as men are more likely to work in sectors that are more vulnerable to economic fluctuations. The employment rate began rising in 2017, and in 2018 it was 65 per cent for women and 70 per cent for men, respectively.<sup>22</sup> Looking at the age group 20–64, the employment rate is somewhat higher, at 77 per cent for women and 82 per cent for men, respectively (2018). The difference between men's and women's employment rates has varied by about 5 per cent since 2013.<sup>23</sup>

The proportion of women working part-time has decreased since 2013. In 2013, 40 per cent of women worked part-time, while the corresponding figure in 2018 was 37 per cent. The proportion of women in

19. This part of the report answers section 1 on priorities and challenges etc. in the UN Women questionnaire.

20. This answers question 1 in the UN Women questionnaire.

21. Statistics from: <https://www.ssb.no/en/arbeid-og-lonn/statistikker/lonnansatt>.

22. Labour Force Survey (LFS) Table 03781. Age group 15–74.

23. Labour Force Survey (LFS) Table 05111.

full-time employment increased from 60 to 63 per cent during the same period. This is equivalent to 61,000 more women working full-time. Just over half work long part-time hours (20–36 hours per week). Among men, the proportion in full-time employment has remained fairly stable at about 85 per cent during this period.

In Norway, part-time employment is not a form of adaptation to working life that is limited to the period when one has young children. For women in the age group 25–54, there has been a shift towards full-time employment. In 2006, 37 per cent of women in this age group worked part-time; in 2013, 33 per cent worked part-time, and in 2018 the proportion was 29 per cent.<sup>24</sup> Almost 70 per cent of all mothers with children under the age of 18 now work full-time.<sup>25</sup> In other words, there is a greater proportion of mothers working full-time than women in general. This has been the situation during the past decade. In 2018, the proportion of women working part-time was greater at the beginning and end of their working lives. In the age group 15–24, 69 per cent of women work part-time, and in the age group 55–74, 42 per cent of women work part-time.

#### **3.1.1.1 Most part-time employees want to work part-time**

Most women who work part-time in Norway, do so voluntarily. Out of all of the women who work part-time, only about 10 per cent, i.e. 45,000 women, are registered as underemployed in the statistics.<sup>26</sup> The definition of an underemployed person includes only people who have actively sought more work and who are able to work more either in terms of a greater percentage of a full-time position or in terms of full-time employment. The reasons for part-time employment are complex, and it therefore may be difficult to clearly distinguish between voluntary and involuntary part-time employment.

#### **3.1.1.2 Women's employment is important to economic growth**

Norway has become one of the world's richest countries, after being a mid-tier OECD country in the 1970s. The large petroleum revenues during this period go far to explain the rapid economic growth. However, the growth in women's employment levels has also been an important factor in this development. In a 2018 report, the OECD estimated that the increase in women's labour force participation has accounted for up to 20 per cent of the growth in GDP per capita in Norway during the past 40–50 years. Even though the

figures are uncertain, there is no doubt that increased gender equality has been very important to economic developments in Norway.

#### **3.1.1.3 Measures to create a culture of full-time employment and measures to combat involuntary part-time employment**

Norway has implemented several measures and projects in the past five years to promote a culture of full-time employment in the labour market. The goal is to create a situation where everyone who wants to work full-time may do so. Read more about relevant measures under chapter 4.1.1.

#### **3.1.2 The gender pay gap is narrowing**

The gender pay gap has narrowed every year since 2015. In 2018, women earned 87.1 per cent of men's pay when we include both full-time and part-time employees. For full-time employees, women's pay was 88.5 per cent of men's pay.

Most of the pay gaps observed can be explained. The gender-segregated labour market (see chapter 3.2.1) provides an important explanation for the pay gap between women and men. For example, women work more often in the municipal sector, where the pay level is generally lower than in the private sector. In general, more men than women have managerial positions and receive the highest pay. One cannot discount the possibility that the gap may be due to different forms of pay discrimination. A study from the Institute for Social Research in 2014 estimated that 6–7 per cent of the total pay gap cannot be explained. Compared with other OECD countries, the gender pay gap in Norway is fairly small.

Pay discrimination is illegal in Norway. The proposal to strengthen the duties to promote gender equality and issue statements also contains a proposal to impose a duty to map pay by gender; see chapters 2.4 and 2.4.1.

#### **3.1.3 Gender differences in school education**

In Norway, boys and girls participate equally in education, and girls perform well. A key issue in Norway is that boys do not perform as well as girls at school. There are considerable gender differences in school education, and they are wider in Norway than in many other OECD countries.<sup>27</sup>

There are few gender differences related to reading and arithmetic at the beginning of primary school, but thereafter girls outperform boys, especially during their

24. Statistics Norway, LFS, Table 11132.

25. Statistics Norway, LFS, Q4 2017 Table 11630.

26. Statistics Norway, LFS, Table 04555.

27. Bufdir, Borgonovi et al., 2018.

teens. At the end of lower secondary school, girls earn better marks than boys in all subjects except physical education. More boys than girls need extra help with their studies. Almost 70 per cent of the children receiving special education at primary and lower secondary level are boys.<sup>28</sup>

The gender difference in points from compulsory education is between 4 and 5 points on average, and varies negligibly from one year to the next. This means that the average boy's lower secondary school diploma contains seven to nine grades that are lower than those for the average girl. Wide variations occur between boys and between girls, but among those who received fewer than 30 points, there were about 2.5 times as many boys as girls, and among those who received 50 or more points, there were about 2.5 times as many girls as boys.<sup>29</sup>

Five years after beginning upper secondary education, around 30 per cent of boys and 20 per cent of girls have not completed their studies. The gender differences in completion rates for pupils in upper secondary education vary according to the parents' level of education and their immigration status. There is a gender difference of 5 percentage points in the completion rates for pupils whose parents have a higher level of education compared with about 10 percentage points for groups of pupils whose parents have a lower level of education. The gender differences in completion rates for pupils who are immigrants or descendants of immigrants are greater than for the rest of the population.<sup>30</sup>

Girls outperform boys at upper secondary school. Of all the pupils who achieve university and college admissions certification, girls on average earn more grade points than boys, and far more boys than girls have the lowest grade points.<sup>31</sup>

In Norway, the discussion regarding girls and boys at school therefore generally mirrors a concern that boys are falling behind and not performing as well as girls.

Read more about gender-segregated education choices in chapter 3.2.1 and examples of measures related to this in chapter 4.1.2.

## 3.2 Enduring challenges<sup>32</sup>

Even though Norway has come far in a number of areas, there are still a number of enduring gender equality challenges. Norway would like to highlight:

- violence
- gender segregation in the labour market
- gender segregation in educational choices
- few women in business
- immigrant women's labour market participation
- sickness absence

Violence against women is an important challenge to gender equality in Norway, and a topic that has high priority moving forward. Read more about this in chapter 4.3.

### 3.2.1 Gender segregation in the labour market

The labour market in Norway is characterised by women and men working in different occupations, industries and sectors. For example, women are in the majority in health and social services, teaching, and personal service provision, while men are in the majority in construction, transport and manufacturing. In the public sector, almost 70 per cent of employees are women. This means that almost half of the women who work are in the public sector, while the same applies to only about 20 per cent of men. Gender segregation in the labour market is an important cause of gender differences in pay and working hours.

Nonetheless, gender segregation in the labour market has decreased somewhat.<sup>33</sup> Younger generations are less concentrated in typical female occupations than older cohorts. This is supported by statistics from Statistics Norway which show that the proportion of men choosing traditionally female-dominated occupations notably increased from 2010 to 2018. This particularly applies to the educational programme Health- and child development, where the proportion of men has increased by over 7 percentage points to almost 20 per cent in 2018, albeit from a very low level. This trend is also reflected in how employment among people with a degree in health or social care increased more for men than for women from 2017 to 2018.

Two-thirds of occupational segregation in Norway are a direct consequence of women's and men's educational choices. This means that gender segregation in the labour market generally follows gender segregation

28. GSI information system.

29. GSI information system.

30. Statistics Norway.

31. Statistics Norway.

32. This answers question 1 of the UN Women reporting form.

33. Institute for Social Research. (2018), *Kjønnssegregering og mobilitet i det norske arbeidsmarkedet* [Gender segregation and mobility in the Norwegian labour market]:

in educational choices. Reducing gender segregation in the labour market depends on more people, particularly men, choosing an education that does not fit present gender role patterns.

### 3.2.2 Gender segregation in educational choices

In Norway, the most gender-segregated part of the educational system is found in vocational education programmes. While boys make up 93.8 per cent of students in construction programmes, 94 per cent in electrical engineering programmes and 89.7 per cent in technical and industrial production programmes, 80 per cent of students in healthcare, childhood and youth development programmes were girls (2018).<sup>34</sup>

The proportion of girls and boys who made non-traditional educational choices in upper secondary school from 2010 to 2017 from a gender perspective was about 5 per cent. There has also been an increase in the proportion of boys choosing Health- and child development, from 14.6 per cent in 2013 to 19.6 per cent in 2018.<sup>35</sup> The gender distribution for the education programme for specialisation in general studies is more balanced; here girls and boys account for 56 per cent and 44 per cent respectively (2018).

The proportion of female pupils choosing male-dominated vocational subjects has shown a slight increase in recent years, but the proportion of women choosing study programmes like construction and electrical engineering is still very low, at about 6 per cent.<sup>36</sup>

Children of immigrant parents have a slightly stronger tendency to make less traditional gender choices in upper secondary school.<sup>37</sup> For example, a greater proportion of boys with immigrant background choose health and social care subjects than other boys. We know little about the reasons why children with immigrant background make less traditional gender choices.

Six out of 10 students taking higher education are women. There are also gender differences in the field of study choice. Women are overrepresented in health, social care and sports subjects, teacher education and

educational subjects, while men are overrepresented in technology and natural science subjects<sup>38</sup>. There have been few changes since 2013. We have already seen that fields that were previously dominated by men, such as law and medicine, currently have a majority of female students. The reason given for this is that women are increasingly choosing male-dominated and gender-balanced subjects.<sup>39</sup> However, men do not show the same tendency to choose subjects that are dominated by women in higher education. Here, too, we see that children of immigrant parents are challenging gender patterns to some extent. It is somewhat more common for women born in Norway to immigrant parents than for other women to choose subjects like natural science, crafts and technical subjects, which are dominated by men, and for immigrant men to choose nursing education than for men in the rest of the population.<sup>40</sup>

Measures to reduce gender segregation in educational and occupational choices

Combating gender segregation in educational choices and in the labour market are particularly important areas in Norway's gender equality policy. Norway has implemented a number of measures to counteract gender segregation in the labour market and ensure that more people choose studies and careers that are less traditional from a gender perspective. Read more in chapter 4.1.2.

### 3.2.3 Women in management and as owners in the business sector

The Norwegian labour market is also gender-segregated in that women and men have different positions in company hierarchies. Considerably more men than women have managerial positions, both among top executives and other leading positions.

There has been a slight increase in the proportion of women in all types of managerial positions in recent years. The changes in top executive positions are seen most clearly in the public sector. <sup>41</sup>In 2017, women accounted for 41 per cent of top executives in public administration. Far fewer women are top executives in the private sector. Twenty-one of the 200 largest companies in Norway have a female chief executive officer.<sup>42</sup> There has been a small but positive change in

34. Statistics Norway 2017.

35. Statistics Norway 2019.

36. Statistics Norway 2019.

37. Liza Reisel, 2014.

38. Bufdir, Statistics Norway, 2017.

39. Bufdir, Reisel and Teigen, 2014.

40. Bufdir, Egge-Hoveid and Sandnes, 2015.

41. Bufdir, Teigen, 2014.

42. CORE – Norwegian Gender Balance Scorecard 2018. [https://www.samfunnsforskning.no/core/bilder/core-topplederbarometer/core-topplederbarometer\\_pdf/core-norwegian-gender-balance-scorecard-2018.pdf](https://www.samfunnsforskning.no/core/bilder/core-topplederbarometer/core-topplederbarometer_pdf/core-norwegian-gender-balance-scorecard-2018.pdf).

the proportion of women among top executives in the same companies. In 2014, women accounted for 18 per cent of top executives, compared with 22 per cent in 2018.

There are significant gender differences in the type of managerial positions held by men and women. While there is virtually a gender balance in positions that support the management, known as staff positions, men dominate line positions. Line positions are operative positions with profit and loss responsibility, and examples of such positions are division heads and regional heads. Sixteen per cent of such positions are held by women. Experience from such roles is often considered necessary in order to qualify for the highest position (CEO).<sup>43</sup>

### **3.2.3.1 Statutory requirement for gender balance on boards**

Following the introduction of a statutory regulation requiring at least 40 per cent of each gender on the boards of public limited companies in 2003, the proportion of women on boards has increased considerably. Among the 200 largest companies, women accounted for 41 per cent of the board members in the companies covered by the Act. The figure for women on boards that are not subject to the statutory requirement is 21 per cent. At the same time, the proportion of women in the top management groups of these companies is almost the same. In companies required to have gender-balanced boards, 22 per cent of top executives are women, while 23 per cent of top executives in companies not subject to the same requirement are women.

### **3.2.3.2 Female entrepreneurs**

Women are also underrepresented in the business sector as business owners and entrepreneurs. In 2017, only three out of 10 entrepreneurs were women. Men established 61 per cent of all sole proprietorships. The proportion of women who established limited liability companies is lower, at just under 20 per cent. See chapter 4.1.2 for measures related to improving the gender balance in the business sector.

### **3.2.4 Immigrant women's participation in the labour market**

Among all immigrants, the employment rate in the fourth quarter of 2018 was 70.4 per cent for men and 62.3 per cent for women (aged 20–66). The difference of some 8 percentage points was clearly greater than in the rest of the population, where it was only 3.5 percentage points (men: 80.2 per cent and women: 76.7 per cent).<sup>44</sup>

There are significant differences by country of birth. Among immigrants from countries such as Pakistan, Afghanistan, Somalia and Turkey, the gender differences for immigrants are greater than average, while immigrants from countries such as Bosnia-Herzegovina, Iran, Myanmar and Serbia show gender differences at about the same level as the rest of the population.<sup>45</sup> This means that employment is particularly low among immigrants from Asia and Africa. Fewer than half of economically active women from countries in these areas participate in the labour market.

Labour market participation by immigrant groups has increased in recent years. This applies to both women and men. Unemployment among immigrants has declined, which shows that the labour market has improved for vulnerable groups, even though the unemployment rate is still much higher than for the majority population.

According to a report from Oxford Research (2018), female refugees in the Nordic region have higher employment than in other EU countries, even though the rate in the Nordic countries is also markedly lower than for the majority population. The report shows that the key reasons why immigrant women with refugee background struggle to enter the labour market are the high qualification requirements in the Nordic labour markets, low or non-relevant education – which slows down the process of completing vocational education – little work experience, and poor language skills. The report also points out that the integration process is delayed because many women have children shortly after they settle in the country, and the lack of a network/social capital is highlighted as an explanation.

Immigrants represent a growing proportion of the population, and in the future it will be critical for this group to work. The Government's most recent white paper on long-term perspectives on the Norwegian economy discusses future challenges in the Norwegian economy, and possible solutions in order to achieve sustainable welfare schemes. Among other things, it points out that there is great potential for higher employment among immigrants from non-Western countries and that much can be gained by improving integration among certain immigrant groups. It is particularly important that these women also enter the labour market.

### **3.2.4.1 Relevant measures to increase labour force participation of immigrant women**

Relevant measures include strengthening the

43. CORE – Norwegian Gender Balance Scorecard 2018.

44. Age group 20–66. <https://www.ssb.no/arbeid-og-lonn/artikler-og-publikasjoner/flere-innvandrere-i-arbeid> (in Norwegian).

45. <https://www.ssb.no/arbeid-og-lonn/artikler-og-publikasjoner/flere-innvandrere-i-arbeid> (in Norwegian).

introduction programme for recently arrived immigrants and the Job Opportunity programme; see chapter 4.1.1.

### 3.2.5 Reducing sickness absence

In 2018, sickness absence accounted for 5.8 per cent of all contractual man-days. Sickness absence has been relatively stable during the past six years. A number of factors impact on sickness absence, including the situation in the labour market. The research does not clearly explain how much the economic situation affects sickness absence, but two effects are highlighted for Norway. First, fewer new cases of sickness absence occur when unemployment is high and, second, the average duration increases.

The private sector has lower sickness absence than the state and municipal sector. This must also be viewed in the context of the gender-segregated labour market. Women's sickness absence is substantially higher than men's. The gender difference applies to all age groups, but is greatest in the age group 25–39. Since the early 2000s until today, the difference between women's and men's sickness absence has increased from almost 50 per cent to close to 67 per cent. Several studies have been conducted that attempt to explain gender differences, and common explanations for the differences are pregnancy-related illnesses, other differences in health, women's tendency to seek out healthcare more often than men, women's double burden of work and childcare, and high job strain in occupations with a large proportion of women. The link between gender and sickness absence remains uncertain.

A comprehensive system of regulatory requirements to monitor sickness absence has been in place for several years. The purposes of the current monitoring system include early intervention, close follow-up, adaptation, and work capacity tests. The overall intention is to reduce sickness absence. In December 2018, the Government and the social partners agreed on a new four-year letter of intent regarding a more inclusive working life (the IA Agreement). The objective of the agreement is to reduce sickness absence and prevent withdrawal from working life.

## 3.3 Gender equality policy priorities<sup>46</sup>

The main gender equality challenges in Norway are persistent, and require systematic and constant efforts at the structural level. This is why several of the areas that were top priority for Norway during the past five years will remain important in the next five years.

46. This answers questions 2 and 5 in the UN Women questionnaire.

Examples of priorities which are important for Norway and which are highlighted here are:

- The new Equality and Anti-Discrimination Act and improvement of enforcement
- Work-family conciliation
- Violence in close relationships and sexual assault
- Negative social control
- Sexual harassment

In addition to these areas, gender segregation in educational and occupational choices is another priority for Norway in the time ahead. This issue has already been discussed.

### 3.3.1 The Equality and Anti-Discrimination Act

There were four equality and anti-discrimination acts until 2018 (all passed by the Storting in 2013):

- Act relating to gender equality
- Act relating to a prohibition against discrimination on the basis of ethnicity, religion and belief
- Act relating to a prohibition against discrimination on the basis of disability
- Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression

In June 2017, the Storting presented a new Equality and Anti-Discrimination Act, which entered into force on 1 January 2018 and replaced the four acts listed above. A new Act relating to the Equality and Anti-Discrimination Ombud and the Anti-Discrimination Tribunal (Equality and Anti-Discrimination Ombud Act) entered into force at the same time. The purpose of incorporating the acts in a single legal framework was to make legal protection against discrimination more accessible and thus more efficient. The new Equality and Anti-Discrimination Act offers women better protection than the old Equality Act on several points. It states more explicitly that pregnant women are strictly protected from discrimination. Care responsibilities are listed as separate grounds for discrimination. The Act continues to particularly focus on improving the situation of women.

The new Equality and Anti-Discrimination Act is important in order to counteract complex discrimination. The Act prohibits discrimination based on gender, pregnancy, leave in connection with childbirth or adoption, care responsibilities, ethnicity, religion, belief, disability, sexual orientation, gender identity, gender expression, age or combinations of these grounds.

The sole purpose of the Equality and Anti-Discrimination Ombud is to promote equality. The

enforcement work has been transferred to a new Anti-Discrimination Tribunal with expanded powers. The Tribunal has been given the authority to order redress in cases related to working life and damages in simple matters. This provides more effective enforcement of protection from discrimination.

### 3.3.2 Work-family conciliation

An important objective for family and equality policy has been to make it possible for women to participate in the labour market along the same lines as men, and for men to shoulder more responsibility for housework and childcare. Parental leave, the paternal quota, flexible working hour arrangements, good kindergarten provision, and after-school programmes for schoolchildren are important instruments in achieving these objectives.

#### 3.3.2.1 Parental leave divided into three parts

Norway has one of the world's most generous parental leave arrangements. This gives parents valuable time with their child during his/her first year of life. There have been several changes to the parental leave arrangements since 2013. Norway introduced a form of parental leave in 2018 that is divided into three parts. Read more about this in chapter 4.1.4.

#### 3.3.2.2 Kindergarten provision

Kindergartens serve an important function in terms of giving all children equal opportunities for good and well-rounded development. In 2018, 92 per cent of all children aged 1–5 attended kindergarten. In 2013, the proportion was 90 per cent. In addition to being a family-oriented service and an educational service for children below school age, kindergarten provision for all children is a gender equality policy instrument. It is important that there are enough kindergarten places to facilitate women's labour force participation and a balance between work and family for families with young children. Kindergartens also play an important role in gender equality efforts by being an educational arena with responsibility for guaranteeing gender equality and equality for each child.<sup>47</sup>

Children who turn one by the end of November in the year in which a kindergarten place is applied for have a right to a kindergarten place. If the child turns one before the end of August in the year in which a place is applied for, the child will be entitled to a place by the end of August. If the child turns one in September,

October or November of the year in which a place is applied for, the child will have the right to a place by the end of the month in which the child turns one. The right to a kindergarten place follows from section 12 a of the Kindergarten Act.<sup>48</sup> Children are entitled to a place in a kindergarten in the municipality in which they are domiciled.

There were 50,900 minority-language children in kindergarten in 2018, representing a 4.6 per cent increase compared with 2017. During the past five years, there has been a steady increase in the number of minority-language children in kindergarten in all age groups. Eighty-five per cent of immigrant children attended kindergarten in 2018, representing an increase of 5 percentage points compared with 2017.<sup>49</sup>

Having employees of both genders provides greater educational opportunities and positively impacts on the working environment in kindergartens. It is also important to give children role models of both genders. Efforts have long been made to recruit more men to kindergartens, and there is an increase in the proportion of men who participate in educational activities. The proportion of men in kindergarten is still low, so initiatives to recruit more men must continue, and are part of Norway's efforts towards reducing gender segregation in the labour market.<sup>50</sup>

Read more about measures related to kindergarten provision in chapter 4.1.4.

### 3.3.3 Violence and sexual assault

Violence and assault against women is one of the greatest challenges to gender equality. Men and women are subjected to different types of violence, and in different contexts. It is therefore important to consider violence from a gender perspective.

Women are at much greater risk of rape, sexual assault, violence and sexual assault in close relationships than men. Women are also at greater risk of violence in the workplace than men, and at greater risk of sexual harassment at work.<sup>51</sup>

Men experience physical violence from strangers to a greater extent than women. Men perpetrate violence to a greater extent than women, especially serious and/or sexual violence.<sup>52</sup>

47. Emilsen, 2015. Retrieved from: [https://www.bufdir.no/Statistikk\\_og\\_analyse/Kjonnslikestilling/Familie\\_og\\_kjonn/Velferdsordninger\\_for\\_familier/](https://www.bufdir.no/Statistikk_og_analyse/Kjonnslikestilling/Familie_og_kjonn/Velferdsordninger_for_familier/) (in Norwegian).

48. Kindergarten Act: [https://www.regjeringen.no/globalassets/upload/kd/vedlegg/barnehager/engelsk/act\\_no\\_64\\_of\\_june\\_2005\\_web.pdf](https://www.regjeringen.no/globalassets/upload/kd/vedlegg/barnehager/engelsk/act_no_64_of_june_2005_web.pdf).

49. Directorate of Education.

50. White paper Meld. St. 7 (2015–2016). Gender Equality in Practice – Equal Opportunities for Women and Men.

51. Retrieved from: [https://www.bufdir.no/Statistikk\\_og\\_analyse/Kjonnslikestilling/Vold\\_og\\_kjonn/](https://www.bufdir.no/Statistikk_og_analyse/Kjonnslikestilling/Vold_og_kjonn/) (in Norwegian).

52. Retrieved from: [https://www.bufdir.no/Statistikk\\_og\\_analyse/Kjonnslikestilling/Vold\\_og\\_kjonn/](https://www.bufdir.no/Statistikk_og_analyse/Kjonnslikestilling/Vold_og_kjonn/) (in Norwegian).

### 3.3.3.1 Rape

The prevalence of rape during one's lifetime is 9.4 per cent in women and 1.1 per cent in men. Forty-nine per cent of the women who reported rape had experienced this before the age of 18. There is no indication that rape of young women has decreased over time. There has been a rise in the number of reported cases of domestic violence in recent years. In 2018, 3,509 cases were reported. This is an increase of 14.1 per cent from 2014 to 2018. The number of reported cases of rape has increased by 44.5 per cent from 2014 to 2018. The increase in the number of cases reported must be viewed in relation to the increased efforts by both the police and society as a whole to combat and prevent violence against women and domestic violence in recent years.<sup>53</sup>

During the past decade, intimate partner homicide has accounted for 20–30 per cent of the total number of homicides in Norway. Women were killed by a current or former intimate partner in six out of a total of 24 cases of homicide in 2018.

The Government has focused on violence against women and violence in close relationships during the past five years, and this will be an important area moving forward. Read more in chapter 4.3.

### 3.3.4 Negative social control

Negative social control is a serious societal problem. The Government has given high priority to preventing and combating negative social control. This work requires a broad approach and cooperation between agencies and across national borders.

It is common for parents to set boundaries for their children as part of their child-raising, but parents occasionally set highly unreasonable boundaries. It may be a matter of fear of the family losing honour if their children do not behave 'properly' or become 'too Norwegian', and of being gossiped about or ostracised by their community. Negative social control in this context is understood as different forms of systematic monitoring, pressure, threats and coercion in order to ensure that people follow family or group norms.

No research is available on the extent of negative social control, but minority advisers who work at selected lower and upper secondary schools annually report on their work on individual cases. In the period 2013–2018, they reported on a total of 1,305 cases, and 555 of

them dealt with 'negative social control'. There were 387 reported cases of 'threats/violence'. It is well known that girls with immigrant background are exposed to negative social control, but boys, girls, women and men alike can be at risk. In 2018, half of the minority advisers' cases concerned people over the age of 18, and 24 per cent of all cases concerned boys.<sup>54</sup> Several support services have found that boys find it difficult to reach out, and that the services for boys are not comprehensive enough. Young people who grow up in closed religious communities may also experience negative social control. What all people who experience negative social control have in common, regardless of gender and social background, is that it is a matter of restrictions on freedom that violate their rights and Norwegian law. It can be a matter of conflicts over their choice of friends or having a girlfriend or boyfriend, or over sexuality, gender identity and sexual orientation.<sup>55</sup> Relevant measures to combat negative social control are described in chapter 4.3.6.

### 3.3.5 Sexual harassment

As in most countries, sexual harassment is unacceptable and illegal in Norway, but unfortunately it happens nonetheless. It is important that this topic has been put on the agenda, partly through the #metoo campaign. The Government has recently decided to establish a low-threshold service to deal with sexual harassment cases, see more in chapter 4.1.3.

53. See section 219 of the Penal Code 1902, section 282 and 283 of the Penal Code 2005.

54. Retrieved from: <https://www.imdi.no/globalassets/dokumenter/arsrapporter-og-styrende-dokumenter/arsrapport-2018/imdi-arsrapport-2018> (in Norwegian).

55. Retrieved from: <https://www.regjeringen.no/contentassets/e570201f283d48529d6211db392e4297/action-plan-the-right-to-decide-about-ones-own-life-2017-2020.pdf>.







## Measures to promote gender equality across six overarching dimensions<sup>56</sup>

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In this part of the report Norway gives examples of measures that have been implemented since 2014 across the following six overarching dimensions:



- Inclusive development, shared prosperity and decent work
- Poverty eradication, social protection and social services
- Freedom from violence, stigma and stereotypes
- Participation, accountability and gender-responsive institutions
- Peaceful and inclusive societies
- Environmental conservation, protection and rehabilitation



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56. This part of the report answers section 2 in the UN Women questionnaire on the progress of six overarching areas. Many of these measures are relevant to other questions. Read more about how Norway answers this section of the questionnaire in chapter 1.



## 4.1 Inclusive development, shared prosperity and decent work<sup>57</sup>

Presented below is a selection of measures related to gender equality in the labour market, more specifically measures related to women's participation in the labour market, measures to prevent sexual harassment, promotion of work-family conciliation, and measures to prevent gender segregation in the labour market.

### 4.1.1 Measures to promote full-time employment and greater participation in the labour market<sup>58</sup>

#### 4.1.1.1 Mapping of involuntary part-time employment

The legislation adopted by the Storting (the Norwegian parliament) on active equality efforts in June 2019 (see chapter 2.4.1), also requires employers to map the use of involuntary part-time employment where the job holder wants to work more and is available to do so. The legislation will cover all public agencies and employers in the private sector which regularly employ more than 50 persons. It also includes employers in private enterprises who regularly employ between 30 and 50 persons, when one of the representatives of the social partners in the undertaking requests it.

57. Question 8 in the UN Women questionnaire is not considered relevant for Norway.

58. These are examples that answer question 6 in the UN Women questionnaire.

#### 4.1.1.2 Amendments to the Working Environment Act

In 2015 amendments were made to Norway's Working Environment Act to allow more scope to find solutions locally, within the same framework as for total working hours. This gives employees and employers greater opportunities to find solutions locally and, among other things, agree longer shifts on some weekends/days in order to increase the percentage of full-time positions. It will also make it easier to plan future working hours because continuing the arrangement will not require prior approval.

Part-time employees generally have a preferential right to an extended position rather than the employer creating a new position in the enterprise. Since 2014 part-time employees who regularly work in excess of the agreed working hours are entitled to a post equivalent to their actual working hours. In addition, employers must discuss the use of part-time workers with employee representatives at least once a year. With effect from 1 January 2019, part-time employees may also have a preferential right to only part of an advertised position if this does not cause significant inconvenience to the employer.

#### 4.1.1.3 Job Opportunity

This introduction programme is Norway's key policy instrument for qualifying newly arrived immigrants with refugee backgrounds for employment or education. Municipalities can receive grants to fund projects for participants in the introduction programme who have completed or will soon complete the three-year programme and who need an extra year to gain basic qualifications.

As pointed out in chapter 2, immigrant women's connection to the labour market is a challenge in Norway. The Job Opportunity scheme was established to promote employment among immigrants with no connection to the labour market and who are not covered by other schemes or who need adapted educational pathways. Job Opportunity is based on the same model as the introduction scheme, and is a continuation of the New Chance pilot scheme that was launched in 2005. Since 2017 the scheme has been divided into three parts, with three specific target groups. Part A and Part C are key elements for helping immigrant women enter the labour market.

##### ***Job Opportunity, Part A: Job Opportunity for stay-at-home women***

The primary goal for this sub-scheme is to promote employment among stay-at-home immigrant women who have weak connections to the labour market and who need basic qualifications. Under this scheme, individually adapted programmes will make them better qualified to achieve a permanent connection to the labour market and economic self-reliance. The programme will focus heavily on early placement of participants in ordinary workplaces and close follow-up. The primary target group comprises stay-at-home immigrant women aged between 18 and 55 who are not dependent on social assistance and have no connection with the labour market or ordinary education, and who are in need of basic qualifications. The programme can last for up to two years, with an option to extend by up to one year if deemed necessary and appropriate. The programme period can be further extended by one year – bringing the total duration to four years – for individuals who lack basic reading and writing skills in their native language.

##### ***Part C: Test of longer programme period for participants in the introduction programme***

The primary goal for this part of the Job Opportunity scheme is to strengthen newly arrived immigrants' opportunities to participate in the labour market and

society through a qualification pathway extended by one year after participating in a three-year introduction programme. The municipalities may apply for project funds to try out the possibility of letting participants in the introduction programme who need more time to gain qualifications than the introduction programme allows for directly join the Job Opportunity scheme. This is also a measure that will increase the likelihood of women with little or no education participating in the Norwegian labour market.

In 2016 there were 53 Job Opportunity projects running in 40 municipalities. A total of 1,777 persons participated in these projects. Sixty-eight per cent of the 780 participants who completed the Job Opportunity scheme under normal conditions in 2016 entered employment or education. This was 4 percentage points higher than in 2015. Stay-at-home women, youth and family reunification migrants showed the highest target attainment, with 73, 72 and 69 per cent, respectively. Forty-three per cent of participants who transitioned to paid employment found ordinary full-time positions (permanent or temporary). The proportion of self-sufficient individuals rose from 1 per cent before starting the programme began to 40 per cent after the programme ended. The proportion that was supported by family members/others fell from 47 per cent prior to participating in the programme to only 15 per cent after the programme ended.

#### 4.1.2 Measures addressing traditional gender segregation in educational and career choices<sup>59</sup>

##### ***4.1.2.1 Gender segregation in education***

Gender segregation in the labour market can also limit individuals' options and affect recruitment to occupations, industries and sectors. In addition, gender segregation in the labour market is a key explanation for gender gaps in pay, working hours, working environment, educational choices and career opportunities.

As already pointed out, research shows that two-thirds of occupational segregation in Norway is linked to gender segregation in education. Measures that address traditional gender segregation in educational choices are therefore important. Some examples from Norway:

##### ***4.1.2.1.1 Girls and Technology (an initiative from the Confederation of Norwegian Enterprise)***

The Government supports the Girls and Technology programme (Jenter og teknologi) (Confederation of

59. This answers several questions; for example questions 6 and 12 in the UN Women questionnaire. Measures promoting entrepreneurship also answer question 9.

Norwegian Enterprise) which seeks to increase the proportion of girls and women choosing technology subjects at all levels in the educational system. According to the Government's new political platform<sup>60</sup>, the programme will be expanded into a nationwide scheme. For 2019, the Government is increasing funding by NOK 1 million to NOK 3,5 million. The aim of the project is to increase the proportion of women studying technology subjects at all levels in the educational system. The initiative focuses heavily on girls in lower secondary school, primarily those in grades 9 and 10. In 2018 Girls and Technology undertook a nationwide tour, organising 12 events for girls in years 9 and 10 all around the country. The events were staged in 12 different locations so that all regions of the country were visited. Girls and Technology also used social media to reach girls who did not attend the events. For example, the project reached 100,000 girls, most of them in the target group, through a YouTube campaign. Parents and career counsellors in the schools are also important target groups for social media activities.

#### 4.1.2.1.2 *The YoungToday Commission*

The Government has appointed the YoungToday Commission (*UngiDag-utvalget*). Among other things, this commission will propose good measures for getting young people to break with traditional gender roles when making educational and career choices. The commission's report will provide us with a good knowledge base for developing a strategy to promote a more equal educational system and labour market. The commission is expected to deliver its report in the autumn of 2019.<sup>61</sup>

#### 4.1.2.1.3 *Gender points in higher education*<sup>62</sup>

For some time now women have been awarded gender points in a number of male-dominated educational pathways; see the overview below. The Ministry of Education and Research has the authority to decide whether up to two additional points should be awarded to the underrepresented gender when applications are submitted by the educational institutions.

Women are awarded two gender points if they apply for:

- bachelor degree programmes in engineering subjects (except chemistry, orthopaedic engineering and bioengineering)
- agricultural programmes at the Inland Norway University of Applied Sciences
- bachelor degree programmes in maritime subjects at the University of South-Eastern Norway, the

Norwegian University of Science and Technology (NTNU) (Ålesund) and the Western Norway University of Applied Sciences (except for the one-year and three-year programmes in shipping management at NTNU (Ålesund)

- the following five-year integrated master's degree programmes in technology and engineering subjects at NTNU: computer technology, electronics system design and innovation, physics and mathematics, engineering and ICT, communications technology, cybernetics and robotics, marine technology, materials technology, product development and production

Men are awarded two gender points if they apply for:

- veterinary medicine at the Norwegian University of Life Sciences (NMBU)
- veterinary nursing at NMBU
- nursing at Lovisenberg Diaconal University College
- nursing at the University of Agder
- child welfare at Oslo Metropolitan University

Men are awarded one gender point if they apply for:

- psychology (programme of professional study) at the University of Bergen and University of Oslo (only applies to quotas for applications based on original certificates)

#### 4.1.2.2 *Women in management*

Women in senior management in the private sector has to do with access to power, resources and decision-making positions. Several of the measures aimed at reducing gender segregation in the labour market are also relevant for promoting more female executives and entrepreneurs. A more equal gender balance and good role models are also expected to have an impact on women's educational and career choices. Here are a few examples of measures aimed at promoting more female executives.

##### 4.1.2.2.1 *Best practices: how to achieve gender balance at the top*

In 2018 the Government organised two senior leadership conferences and one meeting with the recruitment industry. The goals were to place the spotlight on the skewed gender balance at the top level in business and industry and to make it clear that the Government expects the business community to take responsibility for bringing about change. The ideas that arose from the conference about what the business community considers relevant measures were noted and used to develop a list of best practices composed

60. The Granavoll Platform, a political platform for the current government, consisting of Conservative Party, the Progress Party, the Liberal Party and the Christian Democratic Party. <https://www.regjeringen.no/no/dokumenter/politisk-plattform/id2626036/>

61. Read more (in Norwegian): <https://www.regjeringen.no/no/aktuelt/ungidag---nytt-utvalg-for-barn-og-unge/id2600254/>.

62. Norwegian Universities and Colleges Admission Service, <https://www.samordnaopptak.no/info/opptak/poengberegning/legge-til-poeng/kjonnspoeng/>.

of eight sound pieces of advice on how the business community can be instrumental in promoting women's representation in senior management. The list of best practices, entitled *How to achieve gender balance at the top in business*, has been distributed to Norway's 500 largest companies and is intended to serve as a toolbox of potential measures. English-language version: <https://www.regjeringen.no/en/dokumenter/how-to-achieve-gender-balance-at-the-top-in-business/id2625076/>.

#### 4.1.2.2.2 CORE Norwegian Gender Balance Scorecard

CORE – Centre for Research on Gender Equality at the Institute for Social Research, was commissioned by the Ministry of Culture to develop the Norwegian Gender Balance Scorecard, which was first published in 2016. Every other year, the NGBS publishes the gender balance in executive committees in Norway's 200 largest companies, and takes a closer look at other relevant indicators such as the gender balance on boards and whether gender balance varies between industries, over time, and when line and staff positions are examined. The Norwegian Gender Balance Scorecard provides us with more detailed statistics on gender equality at the management level. This knowledge is important for forming a good picture of current trends in gender equality at the national level. The Norwegian Gender Balance Scorecard is available in Norwegian and English on CORE's website: <https://www.samfunnsforskning.no/core/english/publications/core-norwegian-gender-balance-scorecard/>

#### 4.1.2.2.3 Women in management in state-owned companies

The Norwegian state has direct ownership interests, managed by the ministries, in 74 companies.<sup>63</sup> The Norwegian state's ownership policy, corporate governance principles and expectations are compiled in the State Ownership Report.<sup>64</sup> One of the key tasks for the state as owner is to ensure well balanced and qualified boards in companies in which the state has ownership interests. In line with the State Ownership Report, the board composition in these companies must be characterised by competence, capacity and diversity, reflecting the distinctive characteristics of the individual companies. Based on the basic competence requirements, the state will seek to ensure that each individual board represents relevant diversity. Diversity refers to age, geographical affinity, cultural and experiential background. It is diversity in the individual boards that is important, since diversity contributes to effective board work and sound decisions through issues being viewed from different standpoints. The

Government seeks to increase the number of female board chairs in companies with state ownership interests.

The proportion of female board chairs has increased since 2014, and reached 42 per cent at the end of September 2018, compared to 36 per cent in March 2014. The proportion of women among owner-appointed board members, which has been large for many years, was 49 per cent at the end of September 2018, compared to 46 per cent in March 2014.

#### a) The state's expectations of state-owned companies

Diversity and equality constitute one of many areas where the state as owner has expectations of the companies in the current State Ownership Report. According to the report, the following expectations are placed on the companies' boards:

- that the companies' managements and any changes in their composition be assessed, and that this includes planning internal professional development activities to ensure that new management resources are continually nurtured;
- that companies' HR policies be characterised by inclusion and diversity;
- that companies have established strategies and implement measures to promote equality and other forms of diversity in their organisations; and
- that companies have strategies in place for how their best competence can be used, including how to achieve greater female representation among top executives.

The following addition has been made to the State Ownership Report regarding how the companies should be aware of the value of diversity in their organisations: if a company has people with different, complementary skills, this may provide a broader and better foundation for good decisions. This may increase the company's innovation abilities, and better prepare the company to face challenges, and thus lead to more profitable development.

#### 4.1.2.2.4 Example of measure: Owner dialogue

The state's expectations in this area are followed up through what is referred to as owner dialogue. The topic is given priority by monitoring expectations related to diversity and equality at meetings held (at least) once a year with the companies. As a basis for monitoring these activities, Norway has in recent years:

- mapped the companies' reporting on gender balance in their annual reports (including which companies report goals) and

63. For an overview of state-owned companies, see: <https://www.regjeringen.no/no/tema/naringsliv/statlig-eierskap/id1336/>.

64. Meld. St. 27 (2013–2014) Report to the Storting (white paper) Diverse and value-creating ownership <https://www.regjeringen.no/no/dokumenter/Meld-St-27-20132014/id763968/>.

- prepared an internal guide (suggestions on specific questions) for monitoring expectations related to gender balance.

The purpose of the dialogue is, first and foremost, to determine whether the companies have formed strategies and implemented measures to promote diversity, in line with the state's expectations. But the companies are also challenged to set specific targets for the proportion of women in their management groups.

#### 4.1.2.2.5 Example of measure: Reporting

The state reports on the proportion of women in all the companies' management teams in the State Ownership Report.

#### 4.1.2.2.6 Ad-hoc measures

- Meetings: The previous Minister of Trade, Industry and Fisheries had two meetings with the board chairs in all companies in the Ministry of Trade, Industry and Fisheries' gender diversity portfolio (2015 and 2017). The purpose of the meetings was to put the state's expectations on the agenda and to facilitate the exchange of experiences between companies. At the most recent meeting, the spotlight was placed on performance management in companies in general and in this area in particular.
- Lists of measures: After the two above-mentioned meetings, lists were distributed giving examples of measures that were highlighted during the meetings with all the companies.
- Media: The Minister of Trade and Industry has been clear about the state's expectations related to general balance in the media and in public debates.

#### 4.1.2.3 Female entrepreneurship

Norway has few female entrepreneurs, so the Government has initiated work on an action plan for female entrepreneurship. The action plan is intended to expand the body of knowledge on female entrepreneurs and to see how today's policy instruments can be better tailored to promote female entrepreneurship, including in the health and social services sector and entrepreneurship in the public sector.<sup>65</sup> Examples of current measures aimed at increasing the proportion of female entrepreneurs:

##### 4.1.2.3.1 *Vekst: a programme for women and diversity*

One of the measures mentioned in the entrepreneurial policy Good ideas – future jobs (2015) was *Vekst* [Growth], a programme for women and diversity aimed at mobilising promising but underrepresented entrepreneurs.

##### 4.1.2.3.2 *Female Entrepreneur of the Year*

Since 2009 Innovation Norway has held the Female Entrepreneur of the Year competition to promote positive attitudes towards female entrepreneurs. The purpose of the award is to bring good role models into the spotlight and drive potential nominees towards further development and growth.

##### 4.1.2.3.3 *Young Entrepreneurs*

Young Entrepreneurs cooperates with schools and educational institutions to help ensure that all pupils and students are offered training in entrepreneurship. Entrepreneurship in education is particularly important in terms of gender equality in the private sector and in society at large. Investing in youth through entrepreneurship in education will strengthen future generations' attitudes towards and knowledge about entrepreneurship. Young Entrepreneurs works actively to include girls in its activities through, among other things, dedicated programmes such as Girls and Management in upper secondary schools and the KAN programme in higher education (KAN (in English 'can') stands for women, ambitions and networks). This initiative has produced positive results. The report shows that the proportion of women in managements and boards in Young Entrepreneurs enterprises in upper secondary schools is approximately 50 per cent.

##### 4.1.2.3.4 *A range of support schemes for entrepreneurs*

Reports from Innovation Norway, Industrial Development Corporation of Norway (SIVA), and the Research Council of Norway (NFR) show that the work on prioritising measures for women in business has made good progress and achieved good results. Thirty per cent of Innovation Norway's business-related policy instruments allocated from Ministry of Local Government and Modernisation's budget went to companies owned or led by women. The proportion of women owning or leading companies has risen in recent years. The proportion of female leaders in enterprises participating in SIVA's Business Garden programme was around 33 per cent in 2017, a slight increase since 2014. The corresponding figure for the incubation programme remains stable at around 22 per cent. NFR's Programme for Regional R&D and Innovation reached its national target of at least 40 per cent participation by women at management level.

##### 4.1.2.4 *Pilot project on equality certification*

In 2016 and 2017 the Government allocated NOK 1 million to support *Likestilt arbeidsliv* [A gender-equal labour force], a pilot project in Agder. The goal is for the participating companies to gain certification as gender-equal companies. On 5 June 2018 the first 15 public and

65. The previous action plan for female entrepreneurship was launched in 2008: [https://www.regjeringen.no/globalassets/upload/krd/vedlegg/rega/rapporter/handlingsplan\\_kvinnelig\\_entreprenorskap.pdf](https://www.regjeringen.no/globalassets/upload/krd/vedlegg/rega/rapporter/handlingsplan_kvinnelig_entreprenorskap.pdf).

private companies were certified under this project. The certification is process-oriented, and the companies must document systematic activities and procedures in seven focus areas: entrenchment, inclusive working environment, recruitment, adaptation, full-time culture, life phases, and equal pay. Read more about the project here: <https://likeiltarbeidsliv.no/>

#### **4.1.3 Measures to prevent sexual harassment in the workplace<sup>66</sup>**

Sexual harassment is prohibited under section 4-3 of the Working Environment Act. Moreover, specific protection against sexual harassment is afforded by section 13 of the Equality and Anti-Discrimination Act. Serious sexual harassment can also be punishable under section 297 of the Penal Code concerning non-consensual sexual acts.

Employers have a duty to prevent sexual harassment in the workplace and to deal with it should it nonetheless occur. Employees must also report cases of unwanted sexual attention and offensive behaviour, whether from colleagues, customers, guests or users. All employees who observe or are aware of harassment have a duty to notify their employer or health and safety representative. The #metoo campaign has revealed the true scope of sexual harassment, in Norway as well as elsewhere. Examples of key measures and changes implemented over the past five years are presented below.

##### **4.1.3.1 A stronger commitment to preventing sexual harassment in the workplace**

The Norwegian Labour Inspection Authority and the Equality and Anti-Discrimination Ombud have stepped up their cooperative efforts to prevent sexual harassment. An online guide has been devised offering practical advice and suggestions on how to prevent and counter sexual harassment,<sup>67</sup> and training material has been prepared for employers, employee representatives and health and safety representatives, and joint training has been arranged for inspectors at the Norwegian Labour Inspection Authority. In cooperation with the social partners, a dedicated information campaign has been developed for the food service industry. The campaign consists of guidance material and a training course. The course is relevant to other industries and is open to them. Cooperation between the authorities and partners is undergoing continual development. Among other things, efforts are being focused on implementing further measures that target other exposed industries.

##### **4.1.3.2 Low-threshold service for dealing with sexual harassment cases**

The Government has decided to establish a low-threshold service to deal with sexual harassment cases. From January 1 2020 the Anti-Discrimination Tribunal will be given the authority to enforce the ban on sexual harassment in the Equality and Anti-Discrimination Act.

Currently, cases of sexual harassment must be brought before the courts. Case law does however show that this happens very rarely. The cases that actually are brought before the courts does therefore not reflect the true scope of sexual harassment. This shows us that there is a need for an alternative to court proceedings to deal with cases of sexual harassment. The low-threshold service will give people who experience sexual harassment an alternative to court proceedings that is free of charge, and effective legal protection and protection against discrimination.

The Tribunal will also be given the authority to order redress in cases related to sexual harassment in working life. Redress and compensation are the prime sanctions provided by anti-discrimination legislation. The tribunal has corresponding authority in other cases of discrimination.

The Government has furthermore decided to strengthen counselling and support services for people who are exposed to sexual harassment.

##### **4.1.3.3 Mapping of bullying and sexual harassment in universities and university colleges**

Universities Norway (UHR) has set up a working group against bullying and harassment. The working group will help coordinate Universities Norway institutions' efforts to map and prevent bullying and harassment of employees and students and to establish sound systems for reporting and following up such cases. In 2018 the working group developed a set of questions to map the extent of bullying and sexual harassment of employees in universities and university colleges. It also includes questions about familiarity with reporting procedures and perceptions of how cases of bullying and harassment are followed up. As at January 2019, 25 universities and university colleges participated in the mapping, which is ultimately expected to cover around 35,000 employees. This accounts for around 90 per cent of all employees in this sector.

Schools can have an important preventive role. The guidelines for the new master's degree programmes for primary and lower secondary school teachers for years 1–7 and 5–10 highlight this issue, stating: 'The

66. This answers question 6 in the UN Women questionnaire.

67. The guide is available here (in Norwegian): <https://www.ldo.no/sette-strek/>

programme shall ensure that the student acquires the necessary skills, knowledge and competence a teacher needs to create a safe psychosocial school environment and prevent and deal with violations, bullying, harassment and discrimination. The programme must give the student the knowledge and competence to deal with equality-related challenges at school.<sup>68</sup>

#### 4.1.4 Measures to facilitate work-family conciliation<sup>69</sup>

Equality in family life is also important for equality in the labour market. Norwegian gender equality policy has long been founded on the idea that women's labour force participation is improved by schemes that facilitate labour force participation by both parents and by involving the father as a caregiver. Some examples of measures and changes implemented over the past five years are presented below.

##### 4.1.4.1 Changes in the parental leave scheme

Norway introduced the father's quota in 1993, and was the first country in the world to do so. Since then, several amendments have been made to the parental leave scheme. Until 2005 the paternal quota was four weeks. In 2005 it was extended to five weeks and then to six weeks in 2006. In 2009 it was further extended to 10 weeks. In 2013 the parental benefit scheme was amended by introducing a separate maternal quota, which lasted as long as the paternal quota. The paternal quota and the maternal quota were extended to 14 weeks but reduced to 10 weeks the following year.

In 2018 and 2019, amendments were made to divide the parental benefits period in three equal parts. If parents choose parental benefits with 100 percent coverage, 15 weeks are now reserved for the mother and the father, and the remaining 16 weeks can be allocated between them. If parents choose parental benefits with 80 percent coverage, 19 weeks are reserved each parent and 18 weeks can be allocated between them.

##### 4.1.4.2 Changes in kindergarten provision

###### 4.1.4.2.1 Free core time

All children aged three to five from low-income households are entitled to 20 hours of free kindergarten per week. From 1 August 2018 the provision of free core time will be extended to households with a combined annual income of less than NOK 533 500. Previously the income ceiling was NOK 450 000. The Government will expand the scheme

to apply to two-year-olds with effect from 1 August 2019. This will increase the number of children entitled to free core time in 2019 by 11 000 to 46 500.

###### 4.1.4.2.2 Maximum price for kindergarten places

The Government's goal is to make kindergartens available to all children regardless of their parents' financial situation. The municipalities decide how much funding will be allocated to kindergartens from their municipal budgets. With effect from 1 January 2019, the maximum price for a place in a kindergarten is NOK 2990 per month, and from 1 August 2019 it will be NOK 3040 per month. The Government has made kindergartens more affordable for low-income families and has introduced an improved social profile for parents' fees. The application of income-based differentiation in parents' fees enables more families to take advantage of placements in kindergartens. A national minimum requirement for reduced parents' fees (with effect from 1 May 2015) means that no family has to pay more than six per cent of its total taxable income for a place in a kindergarten, and the ceiling is set at the maximum fee.

###### 4.1.4.3 Cash-for-care benefit

Entitlement to cash-for-care benefit is granted to parents with children aged between one and two years who either do not attend kindergarten at all or who attend on a part-time basis. The purpose of the benefit is to enable parents to spend more time caring for their own children, give families genuine freedom of choice regarding childcare arrangements, and to bring about greater parity in the benefits parents receive for childcare from the state, irrespective of which childcare arrangements they choose. Several government-appointed committees have proposed that the cash-for-care benefit scheme be abolished. Women with immigrant background are overrepresented in this user group. Several amendments have been made to the cash-for-care benefit since 2014, the most important ones being:

- Introduction of a requirement of five years' residence, with effect from 1 July 2017. This requirement applies to both parents.
- Benefit increase from NOK 6 000 per month to NOK 7 500 per month, with effect from 1 August 2017.
- Introduction of flexible rates of cash-for-care benefit, with effect from 1 August 2018. This means that parents can receive 100 per cent, 80 per cent, 40 per cent or 20 per cent cash-for-care benefit, depending on time spent in kindergarten.

68. The guidelines are available here:

- [https://www.uhr.no/\\_f/p1/ibda59a76-750c-43f2-b95a-a7690820ccf4/revidert-171018-nasjonale-retningslinjer-for-grunnskolelærerutdanning-trinn-1-7\\_fin.pdf](https://www.uhr.no/_f/p1/ibda59a76-750c-43f2-b95a-a7690820ccf4/revidert-171018-nasjonale-retningslinjer-for-grunnskolelærerutdanning-trinn-1-7_fin.pdf).  
- [https://www.uhr.no/\\_f/p1/iffeaf9b9-6786-45f5-8f31-e384b45195e4/revidert-171018-nasjonale-retningslinjer-for-grunnskoleutdanning-trinn-5-10\\_fin.pdf](https://www.uhr.no/_f/p1/iffeaf9b9-6786-45f5-8f31-e384b45195e4/revidert-171018-nasjonale-retningslinjer-for-grunnskoleutdanning-trinn-5-10_fin.pdf).

69. This section answers question 7 in the UN Women questionnaire.



Photo: Tyler Olson / ScansStockPhoto.com

## 4.2 Poverty eradication, social protection and social services

This section of the report gives an account of selected measures in connection with Norway's work related to poverty and the health of girls and women.

### 4.2.1 Measures to address poverty and offer social protection<sup>70</sup>

From an international perspective, Norway has a high living standard and relatively small income disparities. One indicator often used to indicate how many people are exposed to poverty is the proportion of the population with an income of below 60 per cent of the median income over a three-year period. According to this measurement, the proportion with a persistently low income was 9,6 per cent in the period 2015–2017.<sup>71</sup> The differences in incidence of persistent low income between men and women are relatively small, though slightly higher for women (approximately 10 per cent) than for men (approximately 9 per cent). This can partly be due to the fact that more women than men receive the minimum state pension and are single parents. The incidence of low income is relatively small

in Norway compared to most other countries. At the same time, differences in living conditions and life opportunities are being reduced by access to free or heavily subsidised health services, education and other social benefits. One study indicates that the proportion of Norway's population with a low income is reduced by around one-third if free or subsidised public services are taken into account.<sup>72</sup>

The most important reason for low income is little or no participation in the labour market. Labour market participation is therefore the key policy instrument for improving income levels and living conditions. Universal access to education and an inclusive and family-friendly labour market policy make it possible for as many as possible to work.<sup>73</sup>

In Norway, measures addressing poverty are largely universal, and target both girls/women and boys/men. One example is the National Inclusion Initiative (*Inkluderingsdugnaden*), aimed at helping more people with gaps in their CV or with disabilities find jobs. The Government wants the public sector to lead the way, so it has set a goal that at least five per cent of new

70. This section of the report answers questions 9 and 10 in the UN Women questionnaire. Question 12 on education is answered in chapters 3.1.3, 3.2.2 and 4.1.2.

71. Statistics on low income are based on household income and are therefore not distributed by gender. See Table 04204: Development in persistent low income, Statistics Norway.

72. Aaberge, Langørgen and Lindgren (2016). The distributional impact of public services in European countries, chapter 8 in *Monitoring Social Europe* by Atkinson, Guio and Marlier (eds.).

73. Obtained from: <https://www.regjeringen.no/no/sub/fns-barekraftsmal/utrydde-fattigdom/id2590134/?expand=factbox2592074>.

hires in the public sector must come from these target groups. Another example is the Government's strategy *Children Living in Poverty (2015–2017)*, the first of its kind in Norway, aimed at preventing poverty from being passed from generation to generation and at improving children's quality of life.

#### **4.2.1.1 Increase in the lump-sum grant on birth**

The lump-sum grant on birth, which in 2013 amounted to NOK 35 263, has been raised significantly in recent years. Effective from 1 January 2019, the lump-sum grant will amount to NOK 83 130. There is a large income gap between mothers who receive parental benefit and those who receive a lump-sum grant. In 2014, half of the recipients of the lump-sum grant had no income in the calendar year preceding the birth. The income of those who had an income was low. Fathers in families where the mother receives a lump-sum grant also have low incomes, and many have no income whatsoever. A survey conducted by the Norwegian Labour and Welfare Administration shows that in at least 7 out of 10 cases where the mothers receive a lump-sum grant, the families are living around or below the low-income threshold.

#### **4.2.1.2 Strategy to combat work-related crime: a safer labour market**

The Government launched a strategy to combat work-related crime in 2015, which was written through dialogue with the social partner umbrella organisations. Several measures were implemented based on the strategy, which was last revised and updated in February 2019. One of the new measures focuses on the victims of forced labour and human trafficking.

An authorisation scheme for cleaning companies was introduced in 2012 as a measure to reduce the number of dubious actors in the cleaning services industry. Almost 80 per cent of all cleaners are women. All businesses that want to sell cleaning services must first be approved by the Norwegian Labour Inspection Authority. It is prohibited to purchase cleaning services from a non-approved cleaning service provider. This also applies to private consumers looking to buy cleaning services at home.

The general application of wage agreements helps ensure that foreign employees receive the same wages and working conditions as Norwegians, as well as prevent distortion of competition in the Norwegian labour market. The collective wage agreements for the cleaning services industry and the hotel and restaurant industry – in other words, industries that employ a large proportion of women – have been made generally applicable. This also applies to several other industries.

## **4.2.2 Measures to improve girls' and women's health<sup>74</sup>**

A number of laws have been amended and measures implemented over the past five years to improve the health of girls and women in Norway. Some relevant examples are presented below.

### **4.2.2.1 Developing knowledge about women's health**

The Government allocates around NOK 10,5 million annually through the Research Council of Norway to fund a strategic research initiative on women's health and gender perspectives. The initiative will contribute to more research on health in older women, mental health in minority women and young women, and the causes of unwanted differences in health and other services between women and men. This initiative is also aimed at prevention, diagnostics, treatment and coping with illnesses that lead to prolonged sickness absence and disability among women.

In 2017 NOK 60 million in research funding related to women's health was announced via the Research Council of Norway, with funding from the strategic initiative and two other health research programmes. Five projects have been funded through this announcement, covering topics such as mental health, immigrant women's health, cancer (endometriosis) and pregnancy/birth.

The National Advisory Unit on Women's Health supports research and dissemination of knowledge about women's health. The core areas are causal relations between and treatment of diseases related to pregnancy and birth, and gender differences in health. The Unit has established a professional network within the regional health authorities, and one goal is that these should take over and continue the work of the Unit locally. In 2018 the National Advisory Unit on Women's Health reported that, for the period 2014 to 2018, it initiated research projects on cardiovascular disease, older women's health, and selected areas in reproductive health.

### **4.2.2.2 Reproductive and sexual health: some examples of measures**

#### **4.2.2.2.1 Antenatal and postnatal care**

The hospitals are responsible for providing care during labour, delivery, and the postnatal period. In recent years, the length of maternity stays in hospital has decreased to two to three days. The national guidelines for maternity care state that the length of the hospital stay must be tailored to the needs of the woman and her newborn child. In the commissioner's document

74. This section of the report answers question 11 in the UN Women questionnaire.

for 2019, the Minister of Health and Care Services has asked the regional health authorities to report on how the national guidelines for postnatal care are implemented, and especially how the health trusts have followed up the recommendations on discharge assessments.

Patients' and users' rights have been strengthened in Norway since 1999. The pregnant woman has the right to choose the hospital in which she will give birth. The woman (and, if possible, her partner) is invited to participate in decisions concerning care at delivery (method of pain relief, etc.).

The three levels of public maternity units are: midwifery units, general obstetric units, and specialised obstetric units. The Norwegian Directorate of Health has set quality requirements for each level. A considerable centralisation process has taken place within birth care over the past 40 years. About two-thirds of children are now born in specialised obstetric units in large hospitals. Home births are not very common in Norway.

In June 2018 the Norwegian Directorate of Health published national guidelines for antenatal care. The new guidelines pay more attention to issues such as the lifestyle habits of pregnant women. More guidance and follow-up during pregnancy are recommended for those who need it. In its letter of allocation for 2019, the Norwegian Directorate of Health has been tasked with assessing the need for screening of pregnant women and postnatal women to identify depression. The Directorate has also been tasked with assessing the funding of services provided by midwives to pregnant and postnatal women in the municipalities and to view this in the context of current and desired future development of the funding of services provided to the same target group by other occupational groups such as doctors and public health nurses.

The new regulations relating to the health-promoting and preventive care in health centres and the school health service, which entered into force on 1 November 2018, contains a new provision to the effect that the health centre service must contain 'a service offering home visits to mothers after childbirth and home visits to newborn babies'. Monitoring families and children is also a central element in the health centre programme for children aged 0 to 5 years (Helsestasjonsprogrammet 0-5 år). In 2018 the Government made midwifery competence in the municipalities a statutory requirement.

#### 4.2.2.2.2 *Free contraception*

The Government has expanded the scheme for free contraception to apply up to the age of 21 and to include long-acting reversible contraception. This has resulted in a doubling of its use, and the contraceptive implant is the most popular option among younger women, the number of users having increased substantially between 2014 and 2017. From 2016 public health nurses and midwives were given requisition authority for contraceptives for girls aged over 16. This has made it easier for more girls to access contraception. In 2017 a strategy for sexual health, *Snakk om det!* [Talk about it!] was launched.<sup>75</sup> The aim of the strategy is to improve sexual health in the entire population.

#### 4.2.2.2.3 *Egg freezing*

The fee for freezing eggs prior to treatment for a serious illness was removed in 2019. Before that, the fee could run up to NOK 17 500.

#### 4.2.2.2.4 *Amendments to the Abortion Act*

The Government recently presented a proposal to the Storting to amend the Abortion Act. A new legal provision is proposed to restrict access to foetal reduction. Foetal reduction is a practice whereby a pregnancy for one or more foetuses is terminated while the remaining foetus(es) continues to develop.

#### 4.2.2.2.5 *HPV vaccine*

In 2017-2018 the Norwegian health authorities offered all women born between 1991 and 1996 the HPV vaccine free of charge. This was done as part of a programme created specifically for women who were born before the HPV vaccine was incorporated into the standard childhood immunisation programme in 2009, and the vaccine was offered to girls aged 12 and above. More than 136,000 women were immunised between 1 November 2016 and 21 January 2019, accounting for 59 per cent of the target group.

#### 4.2.2.2.6 *Sex education in schools*

Norway has a long tradition in providing sex education in schools. Knowledge about personal boundaries, respect, rights, and the ability to reflect on different situations are all important components for developing personal autonomy and for respecting other people's boundaries. Several new competence aims were introduced in these areas in the 2013/2014 school year. Topics dealing with the human body, personal boundaries and sexuality make up part of several school subjects, with different approaches in various subjects and at different times during the children's school years. This is reflected in the competence aims for the subjects natural science, social studies, and

75. The strategy is available here: [https://www.regjeringen.no/contentassets/284e09615fd04338a817e1160f4b10a7/strategi\\_seksuell\\_helse.pdf](https://www.regjeringen.no/contentassets/284e09615fd04338a817e1160f4b10a7/strategi_seksuell_helse.pdf).

knowledge of Christianity, religion, philosophies of life and ethics in different years. While the curriculum for natural science is biological and analytical in its approach, the approach in social studies is more socially and society-oriented. In Knowledge of Christianity, religion, philosophies of life and ethics, the topics are discussed in connection with ethics and philosophy and with different cultural values.

#### *4.2.2.7 Health centres and the school health service*

The Government has invested in health centres and the school health service for many years. Between 2013 and 2019 the Government allocated over NOK 1,3 billion to health centres and the school health service. The 2019 budget includes NOK 877,4 million in the municipal budget and NOK 430,4 million in earmarked subsidies. The health centres reach most children and their families. Figures from 2017 show that 99 per cent of all infants are in contact with a health centre during their first year of life. According to figures from the Ungdata youth survey, girls contact the health centres and the school health service to a far greater extent than do boys.



### 4.3 Violence, stigma and stereotypes<sup>76</sup>

This part of the report presents an account of measures addressing violence against women, human trafficking, negative social control, and measures aimed at preventing gender stereotypes online.

Violence and abuse represent a constant challenge to gender equality in Norway, and are focus areas that are given high political priority. A number of actions plans have been launched in this area since 2014. Comprehensive measures have been initiated to prevent violence, improve the quality and coordination of services, and to enhance knowledge and expertise. The Government has also initiated major reforms that will help boost the quality of the services intended to prevent violence and that deal with victims of violence. This applies first and foremost to the local government reform, the community policing reform, and to the reform of organisational structure and quality in the Child Welfare Service.

#### 4.3.1 Measures: Key ratifications and legislative amendments since 2014<sup>77</sup>

Several legislative amendments have been made in the areas of criminal law and criminal procedure, as well as in other relevant legislation, since the previous report.

##### 4.3.1.1 Ratification of Council of Europe conventions

Norway ratified the Council of Europe Convention on preventing and combating violence against women and domestic violence in July 2017. The Convention entered into force, as regards Norway, on 1 November 2017. Norway also ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse in May 2018.

##### 4.3.1.2 Rules for addressing stalking and preparation for forced marriage

Amendments in the Penal Code's provisions addressing stalking and forced marriage entered into force on 1 July 2016. One of them was a new penal provision addressing serious cases of stalking. The new penal provision carries a prescribed penalty frame of four years. The reason for the proposal is that stalking is regarded to have very serious implications for the individuals targeted, and that protection under criminal law against such acts should therefore be made stronger and clearer. Another new provision was added to section 253 of the Penal Code concerning forced marriage, which targets individuals who by deceit or other means contribute to someone travelling abroad and being subjected to forced marriage. This allows criminal proceedings to be instituted and thereby

76. This section of the report answers questions 13–18 in the UN Women questionnaire

77. The legislative amendments mentioned here are particularly relevant to questions 13–15 and questions 28–29 in the UN Women questionnaire.

prevent a forced marriage before the aggrieved person is lured into travelling to a country where it can be difficult to seek protection from forced marriage.

#### **4.3.1.3 Stronger entitlement to redress for offences committed jointly by several persons**

Amendments to the rules governing redress for offences committed jointly by several persons came into force on 1 July 2017. An amendment to the Compensatory Damages Act allows for separate claims for redress to be lodged against individuals who are culpable of offences committed jointly by several persons.

#### **4.3.1.4 Duty to consider a ban on contact in cases involving violence and sexual abuse**

A new rule came into force on 1 January 2019 which imposes a duty on the courts to consider whether persons convicted in cases involving violence and sexual abuse should be banned from having contact with children, regardless of whether or not the parties to the case request it. The purpose is to increase children's protection from violence and abuse.

#### **4.3.1.5 Better legal protection for children from violence and abuse**

A new provision has been incorporated into the Children Act which clarifies that access may not be carried out or agreed if a ban on visits or contact in respect of the child has been imposed. Furthermore, a parent may institute legal proceedings regarding parental responsibility etc. without mediation when a parent has been convicted of gross violence and abuse against his/her own children. The legislative amendment concerning mediation has not yet come into force. See *Prop. 167 L (2016–2017) Endringer i barnelova og straffeloven mv. (bedre rettsvern for barn mot vold og overgrep)* [Amendments to the Children Act and the Penal Code, etc. (better legal protection for children against violence and abuse)].

#### **4.3.1.6 Rules on facilitated investigative interviews of children and particularly vulnerable victims and witnesses**

New rules on interviewing of children and particularly vulnerable victims and witnesses entered into force in 2015. The purpose of the new rules on forensic interviewing of children is to provide special care for children and other particularly vulnerable individuals who are the aggrieved party or a witness in a serious criminal case during the interview. Forensic interviews should generally take place in specially adapted facilities known as Children's Houses, and be conducted by a lawyer from the prosecution with special expertise in conducting such interviews. Such interviews were previously conducted by a judge.

#### **4.3.1.7 Minimum age of marriage of 18**

The Marriage Act was amended in 2018 so that the absolute minimum age of marriage in Norway is now 18. The purpose of this amendment is to prevent minors from entering into marriage in Norway and to send the message that marriage between individuals under the age of 18 is unacceptable in Norway.

#### **4.3.1.8 Health legislation amendment**

With effect from 1 January 2018, health legislation explicitly states that the health services have a responsibility for contributing to greater awareness of and greater accountability pertaining to efforts to prevent and combat violence and sexual abuse in the provision of health and care services. This entails responsibility for paying particular attention to patients and users who experience or may be at risk of violence or sexual abuse. Furthermore, the legislative amendments clarify responsibility for ensuring that the services are able to prevent, detect and avert violence and sexual abuse.

#### **4.3.1.9 New framework plans for kindergartens**

The wording of the new Framework Plan for the Content and Tasks of Kindergartens, which came into effect on 1 August 2017, is more explicit than preceding plans regarding the following issue: 'Staff must be conscious of the fact that children may be victims of neglect, violence and sexual abuse, and they must be aware of how this can be prevented and detected. Staff must be familiar with their duty of disclosure to the child protection service; see section 22 of the Kindergarten Act.

#### **4.3.1.10 The Penal Code's definition of rape**

Violations of an individual's sexual integrity, including rape, is broadly regulated in Norwegian criminal legislation. The description of the offence given in the penal provision pertaining to rape in section 291 of the Penal Code stipulates no explicit conditions for lack of consent or similar wording. Instead, the penal provision describes situations that preclude consent, such as obtaining sexual activity through violence or threatening conduct, or engaging in sexual activity with a person who is unconscious or who for other reasons is incapable of resisting the act. The penal provision pertaining rape applies to a very large number of violations which essentially are so reproachable that they ought to be defined as rape. It applies not only to cases where the sexual activity is accomplished through violence or threatening conduct, but also to cases where the victim is in a state of coma, is asleep or is extremely intoxicated. The alternative 'incapable of resisting the act' may also be relevant in cases where, for example, the aggrieved party is unable to resist because the perpetrator takes the victim by surprise or because the victim is rendered passive due to 'freezing

up'. Moreover, there are other penal provisions that cover cases which possibly come under the provision pertaining to rape.

There have been many discussions as to whether the lack of consent should be included in the description of rape in the penal provision. On 5 April 2018 the Storting discussed a private member's motion regarding amendments to the Penal Code with a view to having rape defined as sexual activity without consent. The proposal failed to win a majority vote.

One of the measures in the Government's action plan against rape is to consider an overall review of the chapter in the Penal Code dealing with sexual offences. In this connection it would be appropriate to examine more closely the wording in the description of the offence in section 291 of the Penal Code pertaining to rape.

#### 4.3.2 Measures: national action plans and strategies<sup>78</sup>

In order to work most effectively with the various forms of violence, the Government has developed separate plans and strategies for each form of violence. These plans/strategies and initiatives are mutually supplementary and are intended to ensure a coherent approach to combating violence against women and domestic violence:

- *En god barndom varer livet ut. Tiltaksplan for å bekjempe vold og seksuelle overgrep mot barn og ungdom (2014–2017)* [A good childhood lasts a lifetime: An action plan to prevent and combat violence and sexual abuse against children and youth]
- *Et liv uten vold. Handlingsplan mot vold i nære relasjoner (2014–2017)* [A life free from violence: Action plan to prevent and combat violence in close relationships] (in Norwegian)
- *Retten til å bestemme over eget liv. Handlingsplan mot negativ sosial kontroll, tvangsekteskap og kjønnslemlestelse (2017–2020)* [The right to decide about one's own life: An action plan against negative social control, forced marriage and female genital mutilation]
- *Regjeringens handlingsplan mot menneskehandel (2017)* [Action plan against human trafficking] (in Norwegian)
- *Opptrappingsplan mot vold og overgrep (2017–2021)* [Escalation plan against violence and abuse] (in Norwegian)
- *Regjeringens handlingsplan for gjennomføring av FNs Sikkerhetsråds resolusjon 1325 (2000, Kvinner, fred og sikkerhet (2019–2022)* [Action plan for the

implementation of UN Security Council Resolution 1325 (2000) on women, peace and security]

- *Handlingsplan mot voldtekt (2019–2022)* [Action plan against rape] (in Norwegian).

##### 4.3.2.1 *En god barndom varer livet ut. Tiltaksplan for å bekjempe vold og seksuelle overgrep mot barn og ungdom (2014–2017)* [A good childhood lasts a lifetime: Action plan to prevent and combat violence and sexual abuse against children and youth]

The main objectives for this plan are to prevent and counter violence and sexual abuse against children and to ensure that children exposed to violence and sexual abuse receive timely and appropriate help. The plan contains 43 measures in the following areas: prevention and good parenting; the responsibility of the public authorities; child and youth participation; interdisciplinary cooperation and the voluntary sector; the right help and treatment at the right time; and research and expertise.

##### 4.3.2.2 *Et liv uten vold. Handlingsplan mot vold i nære relasjoner (2014–2017)* [A life free from violence: Action plan to prevent and combat violence in close relationships]

This plan has been implemented and completed. The plan contained 45 measures in the following areas: prevention and awareness-raising; knowledge and expertise; cooperation and coordination; support and treatment services; and criminal prosecution. Consideration is currently being given to how the action plan will be followed up. The plan built on the white paper that was published towards the end of the previous reporting period, 2012–2013.<sup>79</sup>

##### 4.3.2.3 *Opptrappingsplan mot vold og overgrep (2017–2021)* [Escalation plan against violence and abuse]

The Storting adopted this plan in 2017. The plan contains 88 measures. The main objective is to reduce the incidence of violence in close relationships, and focuses on combating violence and abuse against children and youth. The total funding amounts to approximately NOK 1 billion. The measures in the plan are intended to contribute to preventing violence, and to an improved support and treatment service for victims and perpetrators of violence, enhanced expertise in the services, and knowledge development.

#### 4.3.3 Crisis centres

Norway has 47 crisis centres spread around the whole country. A crisis centre is an institution that provides support to people affected by violence and sexual

78. The actions plans and strategies mentioned here are particularly relevant to questions 13–15 in the UN Women questionnaire.

79. Obtained from: [https://www.regjeringen.no/contentassets/123f0c0da6b94186bafafdfa4b5c891a/sluttrapport-handlingsplan-vold\\_2018.pdf](https://www.regjeringen.no/contentassets/123f0c0da6b94186bafafdfa4b5c891a/sluttrapport-handlingsplan-vold_2018.pdf).

abuse in the form of housing, practical assistance and arrangements, hotlines, someone to talk to and outreach activities. Most of those who contact the crisis centres are women. Since the Crisis Centre Act – which requires the municipalities to also provide crisis centre services to men – came into effect in 2010, the number of male residents has tripled. In 2017, a total of 1,806 adults stayed at the crisis centres. The number of users of the daytime service was 2,434 and the number of daytime visits was 10,620. These figures were slightly lower than in 2016, but were still higher than in previous years. Most of them had been exposed to serious violence over time.

In 2015 more clients with disabilities were registered than in the past, and according to a review, the crisis centre service provided to this group was found to have significant shortcomings. Development projects are currently running to improve the municipalities' crisis centre service to victims of violence with particular problems related to substance abuse, mental health and disabilities.

In 2015, The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) was tasked with mapping experiences gained from using individual plans for victims of violence. These experiences will be included in guidance material for the crisis centre service and in a professional platform for housing and support schemes.<sup>80</sup>

#### **4.3.4 Measures: selected measures to address violence and abuse<sup>81</sup>**

Presented below are descriptions of a selection of measures that have been implemented or initiated since 2014.

##### **4.3.4.1 SARA risk assessment tool and Patriarch**

SARA (Spousal Assault Risk Assessment Guide) and Patriarch are risk assessment tools used by the police. SARA is currently being implemented in all of the country's police districts, and the work on implementing Patriarch in the police force has begun. SARA will structure police work on threat assessments in cases of intimate partner violence. Patriarch is a risk assessment tool for use in cases of honour-related violence.

##### **4.3.4.2 Commission on Intimate Partner Homicide**

In October 2018 the Government appointed a committee to review homicide cases where the perpetrator had been a current or former partner. The aim was to find out whether, to what extent, and in what ways the public services' management of such cases had failed. The commission will make

recommendations that may prevent and counter such cases from occurring in the future. The commission will submit its recommendations in April 2020.

##### **4.3.4.3 'Jeg vet' learning resource in kindergartens and schools**

*Jeg vet* [I know] is a learning resource for violence prevention and life skills in kindergartens and schools that was launched in 2018 ([www.jegvet.no](http://www.jegvet.no)). *Jeg vet* provides simple and clear information about how teachers can teach children from year 1 to upper secondary school about violence and sexual abuse to. *Jeg vet* will be translated into North Sami.

##### **4.3.4.4 'SNAKKE' learning platform**

*SNAKKE* [talk], which was launched in April 2018, is a digital learning platform which was developed to help adults talk to children who they are concerned about. The core content in *SNAKKE* is a simulation game that provides practical exercises and support for discussing difficult issues with children and youth. The platform also contains films of children talking to an adult, for learning and inspiration, and more detailed articles on the topic. *SNAKKE* can be used by all adults who deal with children in their everyday work. A pilot project using *SNAKKE* has been launched in several kindergartens around the country.

##### **4.3.4.5 Expanded mandate for the Alternative to Violence Foundation**

The Alternative to Violence Foundation (ATV) offers treatment to adult perpetrators of violence. In 2017 ATV's mandate was expanded to provide support and treatment to adults who are exposed to intimate partner violence and to children who are exposed to domestic violence. One goal is to expand the geographical distribution of ATV's services in the coming years. In 2019 ATV will give priority to establishing a new office in Finnmark with Sami expertise.

##### **4.3.4.6 Support centres for victims of crime**

Support centres for victims of crime have been established in all of the country's police districts. The support centres provide victims of crime psychosocial support, follow-up, information and counselling throughout the criminal proceedings chain. Victims of violence in close relationships represent a key target group.

##### **4.3.4.7 Police protection measures**

The police employ a range of protection measures, including electronic monitoring in connection with bans on contact, address blocks (code 6), mobile alarms,

80. Retrieved from: [https://www.bufdir.no/vold/Krisesentre\\_incestsentre\\_og\\_botilbud\\_for\\_utsatt\\_ungdom/Krisesentre/](https://www.bufdir.no/vold/Krisesentre_incestsentre_og_botilbud_for_utsatt_ungdom/Krisesentre/) .

81. The measures mentioned here are particularly relevant to question 13 but also to questions 14 and 15 in the UN Women questionnaire.

bans on visits and contact etc. The use of electronic monitoring in connection with bans on contact was introduced in 2013 and will be evaluated in 2019. An evaluation of bans on contact as a protective measure in cases of violence in close relationships reveals challenges in practising and enforcing this scheme. Recommendations have been made to facilitate wider use as well as faster and firmer response to breaches of bans on contact. The report is being followed up by the Director of Public Prosecutions and the National Police Directorate.

#### **4.3.4.8 Dedicated police specialist teams**

In connection with implementing the community policing reform, all police districts must have specialist teams dedicated to combating crime in the areas of economic crime, human trafficking, violence in close relationships, and sexual abuse. Another important measure is domestic violence coordinators in all police districts. The domestic violence coordinators perform coordination tasks and must have an overview of their police district's overall efforts related to domestic violence.

#### **4.3.4.9 Knowledge development**

A research programme on violence in close relationships was launched in 2014 and will be extended for a new five-year period from 2019 to 2024. The programme is being conducted by the National Centre for Violence and Traumatic Stress Studies and Norwegian Social Research (NOVA).

### **4.3.5 Selected issues: human trafficking, child marriage and genital mutilation**

#### **4.3.5.1 Human trafficking<sup>82</sup>**

The Government regularly prepares action plans against human trafficking. The current plan is from 2016.<sup>83</sup> Every year, about 100 new victims of human trafficking are identified in Norway. Most are women who have been exploited in prostitution. A grant scheme supporting living and follow-up measures, outreach activities, work training, information activities etc. has been significantly strengthened the last few years. In 2019 more than NOK 30 million was paid out under the scheme. All police districts must set up special groups to combat human trafficking. Dedicated specialist groups have been established on human trafficking with members from the police service and the prosecution authorities, with a view to intensifying police efforts.

The Storting has granted NOK 5,1 million annually for the creation of an information service to support public service provision in cases involving minors who have become victims of human trafficking.<sup>84</sup> The information service will be placed with the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) and will become operative in 2019.

#### **4.3.5.2 Child marriage<sup>85</sup>**

Problems associated with child marriage figured high on the agenda in the autumn months of 2015, when more than 30,000 asylum seekers came to Norway. From January 2015 until 1 February 2016, the Norwegian Directorate of Immigration (UDI) identified 61 asylum seekers under the age of 18 who were married or engaged to a person in Norway (59 girls and two boys). Ten of the girls were under the age of 16, and four of these had children. The other 51 children were between 16 and 17 years; of these, 16 were pregnant or had children. The Government established an interagency working group with representatives from the UDI, the National Police Immigration Service, asylum reception centres and local child welfare services. The report from this group was made available on 16 September 2016 and, building on the report, procedures have now been established to facilitate early identification and dealing with child marriage among asylum seekers. The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) has also prepared a digital guidance tool for the child welfare services.

The Government's efforts to boost knowledge on various forms of violence have produced more knowledge and greater awareness about particularly vulnerable persons who have complex challenges and needs. The Government's work builds on a coherent understanding of violence and abuse, in line with the Istanbul Convention. Combating child marriage and forced marriage are important objectives in the action plan *The Right to Decide about One's Own Life. An Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017–2020)*. The plan includes measures to strengthen legislation, make available more information about the rights of vulnerable persons, transform attitudes and practice, reinforce competencies in service provision, strengthen preventive measures, and develop an international strategy against child and forced marriage. The follow-up evaluation of the action plan for 2013–2016 recommended that the campaign should be viewed

82. Human trafficking, child marriage and genital mutilation are examples of areas that are important for Norway and answer questions 13-15 in the UN Women questionnaire.

83. The action plan is available in Norwegian: <https://www.regjeringen.no/no/dokumenter/regjeringens-handlingsplan-mot-menneskehandel/id2522342/>.

84. Ref. petition resolution no. 932 of 14 June 2017.

85. This chapter is relevant for question 29 of the UN Women questionnaire.

as part of the larger picture involving transnational mobility and integration. In the Government's integration strategy (2019–2022), the right to live a free life is one of four focus areas. Parental guidance for newly-arrived refugees and immigrant, a review of the support services and Nordic cooperation on addressing negative social control, forced marriage and genital mutilation are important measures. The Government has also allocated NOK 20 million annually for funding for which organisations engaged in projects to transform attitudes towards negative social control, forced marriage and genital relation may apply.

#### 4.3.5.3 *Female genital mutilation (FGM)*<sup>86</sup>

Norway has very few reported cases of genital mutilation performed on girls after they have arrived in the country. However, a large group of girls and women have been genitally mutilated before coming to Norway. Those who require medical help can contact the municipal health services or the women's clinic at their local hospital. The World Health Organisation's (WHO's) new diagnosis code for genital mutilation has been included in the Norwegian version of the international classification of diseases and related health problems. This means that one will, in due course, obtain statistics on the number of genitally mutilated persons receiving medical help in Norway. In the Government's *The Right to Decide about One's Own Life. An Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation* (2017–2020), information initiatives and dialogue activities are listed as important focus areas to help transform attitudes in the longer term and prevent new cases. As part of the action plan against negative social control, forced marriage and female genital mutilation (2017–2020), the Government has allocated NOK 3 million per year to research on female genital mutilation. Projects on the significance of transnational relations, willingness to change, and medical help for persons who have become victims of female genital mutilation are ongoing.

##### 4.3.5.3.1 *International campaign to eliminate female genital mutilation*

Norway will be launching its new strategy for new strategy regarding our international work against harmful practices. With this strategy, Norway recognises the need to accelerate efforts against FGM and will outline its contribution and priorities.

Inspired by the UN's Sustainable Development Goal (SDG) 5.3, the forthcoming strategy will be a combined

strategy that addresses child marriage, female genital mutilation and son preference. It will build on previous strategies and long-term commitment and support to efforts against FGM, and will be the first strategy for Norway's international efforts to prevent child marriage and son preference.

The strategy acknowledges that there is a need to support targeted efforts against harmful practices, in addition to Norway's broader and major investments in education, global health, gender equality and job creation. Together with the launch of the strategy, Norway will increase its support to initiatives against harmful practices.

#### 4.3.6 **Measures to combat negative social control**<sup>87</sup>

Negative social control is defined as different forms of control, pressure, threats and coercion exercised to ensure that individuals live in accordance with family or group norms.<sup>88</sup> Although negative social control may violate the rights of the individual, it is not necessarily a criminal offence. It is when this control becomes violent that it is covered by the provisions of the Penal Code. Negative social control is a serious societal problem, and the Government prioritises the prevention and combating of negative social control. To combat social control, Norway has, among other things:

- prepared a four-year action plan to combat negative social control, as well as forced marriage and genital mutilation in 2017
- increased the number of minority advisers in schools, bringing the number of minority advisers to 38 in 15 counties
- increased funding for measures to transform attitudes and practice in affected communities through the work of voluntary organisations,
- commenced work to strengthen statutory protection for victims by making it possible to withhold passports for children and young people who are at risk of being left abroad or forced into marriage
- begun to introduce obligatory parental guidance in the introduction programme for newly arrived refugees, to enable parents to fully support their children in Norwegian society
- expanded the target groups that may apply to have expenses for travel home to Norway reimbursed to also include persons suffering negative social control<sup>89</sup>
- changed the mandate of the specialist group against forced marriage, genital mutilation and negative social control in 2018 to also encompass negative social control

86. This section is relevant for question 29 in the UN Women questionnaire.

87. This chapter of the report is relevant for several questions, e.g. question 14 in the UN Women questionnaire.

88. Retrieved from: <https://www.regjeringen.no/no/aktuelt/nettportalen-nora-skal-hjelpe-ungdom-mot-negativ-sosial-kontroll/id2628296/>.

89. See circular F-02-18.

- appointed an expert group to review up to ten individual cases in which children and young people were abandoned abroad against their will, with a view to providing advice and recommendations on how to prevent and counter cases in the future.

Negative social control is also a pervasive theme in the mapping of equality challenges among children and young people being undertaken by the Young Today Commission (Ung i dag-utvalget).

#### 4.3.7 Measures to combat online abuse<sup>90</sup>

The Norwegian Government and key players such as the Norwegian Media Authority, the Police Directorate, the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir), the Norwegian Directorate for Education and Training, NGOs and content/service providers have increasingly prioritised the need to disseminate information and raise awareness about online risks. Self-produced and sharing of sexual content online has been identified as one of the challenges Norwegian children and youth currently face. A number of resources have been made available, with some of these initiatives specifically targeting this issue and most of the resources taking a more general approach and covering a range of online risks affecting children and youth.

##### 4.3.7.1 *Ung.no: general information and campaigns*

On behalf of the Ministry of Culture, the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) provides governmental information to children and young people. *Ung.no* ('ung' means young) is a website for governmental information on the rights and obligations of young people, as well as opportunities that are open to them. The target group is young people between 13 and 20 years. All materials made available on *ung.no* are updated and quality-assured. In addition to general information about topics such as sexuality, sexual abuse and online safety, *ung.no* has developed a campaign on the sharing of nude images online in 2018. The campaign #ikke greit [#not okay] includes updated articles and videos on the topic, providing information on the legal and moral aspects of sharing nude materials depicting others, advice on how to withstand pressure to share such material as well as providing information on where to get help. The campaign has so far demonstrated effective outreach and the ability to attract the attention of young people, using channels such as YouTube in a discourse adapted to reaching out to young people.

##### 4.3.7.2 *Online police patrols and educational resources*

The Norwegian police service is developing its presence

online, in line with its strategy and as part of a national police reform. Moreover, the National Police Directorate has established a National Cybercrime Centre (NC3) with the intention of coordinating national and cross-border cybercrime law enforcement activities. NC3 will also act as a centre of technical expertise and provide support within the Norwegian police service. Nettpatruljer (online police patrols) provide crime prevention advice, offer guidance on particular issues and foster dialogue. Advice concerning the sharing of sexually explicit content online is one of a large range of topics being addressed. Other salient topics are general online safety and security issues, children's rights online, as well as crimes such as online scams, internet viruses and online blackmail. All of Norway's 12 police districts will have an online presence by 2019, following the practice established by the National Criminal Investigation Service (NCIS) in 2015.

##### 4.3.7.3 *'Delbart?' educational programme*

The Norwegian Police service has its own educational programme for young people between the ages of 13 and 16 on the sharing of sexually explicit images, videos or content and sexual coercion and extortion. It is called *Delbart?* (in English: shareable?). The initiative *Delbart?* was launched by Norway's National Criminal Investigation Service (NCIS) in January 2019. The goal is to provide young people with more knowledge about legal aspects as well as the personal consequences associated with sharing sexually explicit images, videos or content. The objective is to improve their ability to make informed choices for themselves and others. A part of this educational programme, *Delbart?* is targeting parents with the aim of encouraging them to engage in conversations with their children about the risks related to the production and/or sharing of sexually explicit images, videos or content, and to guide the parents in helping their children in difficult situations.

##### 4.3.7.4 *Norwegian Safer Internet Centre: awareness-raising and helpline*

The Norwegian Media Authority receives funding from the European funding instrument Connecting Europe Facility (CEF) to coordinate the Safer Internet Centre (SIC) in Norway. An important aim is to help children and young people stay safe online and promote media literacy.

The *Brukhø* [Use your head] campaign is a prominent example of awareness-raising covering the topic of self-generated sexually explicit material/self-generated sexual content. The campaign is carried out through a partnership with the private company Telenor, the helpline *Kors på halsen* [Cross my heart] (run by the Red Cross) and the organisation Barnevakten.

90. This part of the report is relevant for several questions (e.g. question 29), but in particular question 16 in the UN Women questionnaire.

#### 4.3.7.5 'Du bestemmer'

*Du bestemmer* [You Decide] is a teaching resource about privacy and digital responsibility for children and young adults between nine and 18. Its objective is to increase awareness, reflection and knowledge about privacy and the choices young people make when using digital media. The resource consists of four main categories of topics; one of these is unwanted situations and experiences, and for the age group 13–18 this category addresses cyberbullying, digital violations, blackmail and the sharing of intimate material (sexual content).

#### 4.3.7.6 Legislative proposal to prohibit the sharing of offensive images and film

Technology, electronic communications and social media all help make it easier to spread the stigmatisation of and stereotypes about women and men. Unwanted sharing of images online and via social media has become a more pressing issue since 2014. Unwanted image-sharing is a serious problem, especially when taking into consideration the serious consequences this can have for individuals who are victimised in this way. Mobile telephones make it easy to disseminate images.

In the autumn of 2018, the Ministry of Justice and Public Security distributed a proposal on a new penal provision against the sharing of offensive images and films for consultation. The objective is to ensure that all unlawful discrimination, representation and procurement of offensive images be penalised, and that this be stated clearly in the legislation.

#### 4.3.8 Measures to combat discrimination and gendered stereotypes in the media<sup>91</sup>

Norway has long and robust traditions for media that are both independent and serious. An important prerequisite for public trust in the media is that they maintain editorial independence, both in relation to authorities and other political or financial interests. In Norway, the media's editorial independence in respect of their owners is safeguarded through both self-imposed schemes<sup>92</sup> and several different acts.<sup>93</sup>

In democracies, one of the media's most important tasks is to check the governmental exercise of authority in an independent and critical fashion; there is therefore broad political consensus that editorial issues and questions of media ethics should, for reasons of principle, be handled by the media industry itself. Norwegian authorities have therefore been reluctant to implement measures that could weaken this independence. Among other things, they

have refrained from publishing views or announcing measures that might be perceived as attempts at influencing editorial decisions or practice. The industry has, however, established a self-regulating system of ethical standards by means of the Code of Ethics of the Norwegian Press and the Norwegian Press Complaints Commission.

In this context, Norway would like to highlight its efforts targeting hate speech and online harassment, as well as its work to address body-image pressure.

#### 4.3.8.1 Hate speech and efforts to combat online harassment

During the past five years, combating hate speech has been an important priority area for the Government. Hate speech can limit women's and men's opportunities and willingness to engage in public debate, and can strengthen gender stereotypes. There are a number of examples of hate speech being used to suppress, persecute and discriminate specific social groups. Research has shown that women and men receive about the same amount of online harassment, but that the type of online harassment they meet differs. Women are more likely than men to receive hate speech targeting their bodies and physical appearance, while men receive utterances addressing content or their political point of view. Moreover, the impact of hate speech differs. More women than men report that online harassment is a factor that deters them from participating in debates. Public authorities and educational institutions have a special duty to work actively to prevent hate speech and ensure that people targeted by hate speech are given support. Some utterances are prohibited under Norwegian law and must be prosecuted.

The Government commenced its work against hate speech in June 2014, when the Prime Minister invited women to a meeting on harassment. The meeting was followed up with a large round table conference in November 2014. In November 2015, the Government released a political statement against hate speech, followed by strategy targeting hate speech in the autumn of 2016. The strategy will continue until 2020. Its objective is to foster positive public exchanges of opinion and to prevent and counter hate speech. The strategy contains measures in the following areas: meeting arenas; children and young people; the judicial system; working life; the media, and knowledge and research. In 2014, the Government supported the campaign *Stopp hatprat på nett* [Stop hate speech online] which is part of the Council of Europe's

91. This chapter answers questions 16 and 17 in the UN Women questionnaire.

92. Such as Code of Ethics of the Norwegian Press and the Rights and Duties of the Editor.

93. Primarily the Act of 13 June 2008 no. 41 on freedom of the press.

campaign 'Young people combatting hate speech online'. In 2015 the Nordic Council of Ministers for Gender Equality adopted the cooperation programme for 2015–2018, Together for Gender Equality – A Stronger Nordic Region (Tilsammans för jämställdhet – ett starkare Norden), where one of the focus areas is equality in public arenas. On the basis of this programme, the Nordic equality ministers adopted a resolution to give priority to the work against gender-based hate speech.

#### 4.3.8.2 *Body-image pressure*

Many young people today experience considerable pressure to achieve unrealistic body ideals. Body-image pressure is a challenge to gender equality because it restricts ideas of what girls' and boys' bodies should look like. Children and young people meet body ideals and focus on external appearances in a multitude of arenas, such as the school playground or on social media. In 2014, the National Institute for Consumer Research (SIFO) prepared a report on retouched advertising and body-image pressure. The study described in the report showed that 85 per cent of young girls and 30 per cent of young boys experienced body-image pressure. Almost 70 per cent of the girls indicated that most of the pressure came from advertising.

#### 4.3.8.3 *Body-image pressure in advertising and in social media*

The Marketing Control Act prohibits advertising that discriminates on the basis of gender. Advertisements must not be contrary to equality between the genders or exploit the body of either gender or give the impression of offensive or derogatory valuations of women or men. The body mandated with enforcing the prohibition is the Norwegian Consumer Authority. The Authority shall seek to influence businesses so that they conform with the Act and may raise issues with businesses based on tips or complaints from consumers. The Consumer Authority may prohibit advertising, order that advertising be amended, and impose sanctions.

Bloggers and other influencers operating on social media platforms exert a tremendous influence on children and young people. In order to counteract and reduce the body-image pressure children and young people face today, the Government has taken the initiative to draw up ethical guidelines concerning body-image pressure. The guidelines are being prepared and will be enforced by the industry itself, and will be applicable to influencers, the networks in which they operate, and advertisers. The purpose is to make the industry act more responsibly with regard to its influence over children and young people.

In parallel with the work on the ethical guidelines, work is ongoing on legislative amendments to reduce body-image pressure. This includes a proposal to establish a statutory requirement to disclose body-image retouching. The proposal concerns advertising where the body shapes of persons in advertisements have been changed.

#### 4.3.9 *Measures to combat violence and complex discrimination*<sup>94</sup>

As regards violence against women facing complex discrimination, measures have primarily targeted female victims of violence with a minority background, minority population individuals with LGBTIQ (lesbian, gay, bisexual, trans, intersex and queer) background, and the Sami population. The Government has a dedicated campaign seeking to help female victims of violence who have a minority background; this work falls under the Action Plan against *Negative Social Control, Marriage and Genital Mutilation (2017–2020)* and the *Government's Integration strategy (2019–2022)*. Some examples of measures against violence where complex discrimination is also addressed are presented below.

##### 4.3.9.1 *Women in asylum reception centres*

During the past two years, several changes have been made to the guidelines that govern the conditions for persons at asylum reception centres in Norway. The asylum reception centres are now subject to requirements that include identifying any residents who may be victims of human trafficking, violence in close relationships or child marriage. Violence in close relationships also includes forced marriage and female genital mutilation. Moreover, the reception centres must inform newly arrived asylum seekers about women's rights and equality, and give information on violence in close relationships. Over the past few years, dialogue groups against violence have been formed in reception centres. One of the topics raised in such dialogue groups is violence against women and children.

Furthermore, requirements apply to ensure the safety and security of women in reception centres. Among other things, reception centres must ensure that single women are offered housing provision that separates them physically from men; in addition, reception centres must ensure as far as possible that women are protected from violence, harassment or sexual abuse. To ensure that single women are sheltered from men, the asylum centres are designed in such a way that women can lock the outer doors to the women's modules to prevent unauthorised persons from entering. There is a requirement to provide separate bathrooms and toilets for women and men; moreover,

94. This chapter of the report answers question 18 in the UN Women questionnaire

it must be possible to lock these, and women and men must have access to separate/dedicated common areas. The Directorate of Immigration (UDI) undertakes systematic work to ensure that women and men are cared for in the best possible way in asylum reception centres, and continuously considers measures to counteract any undesired incidents at such centres.

#### **4.3.9.2 Minority persons with LGBTIQ background**

*The Norwegian Government`s action plan against discrimination based on sexual orientation, gender identity and gender expression (2017–2020)* includes special measures to prevent the discrimination of minority population individuals who are LGBTIQ. Information on LGBTIQ must be provided to recently arrived refugees and persons arriving in Norway on the grounds of family reunification who participate in the introduction programme. The same information must be provided in the social studies course, as well as in the training given to programme advisers meeting new arrivals in the various municipalities, and other professional groups who meet minority-background female victims of violence, such as minority advisers in the schools; staff providing residential and support services for young people over 18 who have suffered forced marriage, violence and deprivation of liberty; and people working on the website ung.no. LGBTIQ-related topics are also raised at the annual integration conference held by the authorities and immigrant organisations. The Government has allocated NOK 20 million annually in funds for which organisations running projects to transform attitudes to negative social control, forced marriage and female genital mutilation, may apply; projects addressing LGBTIQ issues are also included here. Skeiv Verden [Queer World] and the organisation Selvhjelp for innvandrere og flyktninger – SEIF [Self-help for immigrants and refugees] are examples of organisations working specifically on these issues.



#### 4.4 Participation in politics and public life<sup>95</sup>

This part of the report provides an account of selected measures related to women's involvement in politics and public life by means of the media.

##### 4.4.1 Women's participation in politics

It is an objective that everybody should enjoy equal opportunities for political activity and that democratic bodies should reflect or mirror the population at large. Any groups that find themselves unable to influence policies and who feel that their interests are not heard or made present by the representatives in power, are at risk of losing trust in the system. A well-balanced representation of the entire population is therefore an important feature of democratic bodies and essential to uphold the legitimacy of democracy.

Women's and men's electoral participation has been stable since 2014, at 76.7 per cent for men and 79.7 per cent for women.<sup>96</sup> At the last parliamentary election in 2017, 80,000 more women than men cast their vote. The turnout among women under the age of 30 was particularly high.<sup>97</sup>

Women, young adults and persons with immigrant background are underrepresented in politics.<sup>98</sup> The Equality and Anti-Discrimination Act sets out requirements for the representation of both genders in public committees etc.; the Local Government Act contains provisions on election to committees, popularly elected bodies and other bodies at the municipal and county level. Most political parties have introduced self-imposed quotas on their lists of candidates.

##### 4.4.1.1 *The Government and the Storting*

During the past 10 years, ministerial posts have been evenly distributed between women and men. In the Solberg Government, there were (as at 1 May 2019), 10 women and 11 men, including a female prime minister, finance minister and foreign minister. As at 25 January 2019, 31 of 49 state secretaries were men. Correspondingly, 11 of 22 political advisers were women as at 1 May 2019. The parliamentary election in 2017 was the first time that more than 40 per cent of the members of the Storting elected were women.<sup>99</sup>

95. This chapter of the report answers questions 19 and 20 in the UN Women questionnaire.

96. <https://www.ssb.no/valg/statistikker/valgdeltakelse>.

97. <https://www.samfunnsforskning.no/core/aktuelt/nyheter/kvinner-stemmer-mer-enn-menn.html>.

98. Retrieved from [www.bufdir.no](http://www.bufdir.no)

99. [https://bufdir.no/Statistikk\\_og\\_analyse/Kjonnlikestilling/Politikk\\_og\\_kjonn/Politiske\\_toppledere/](https://bufdir.no/Statistikk_og_analyse/Kjonnlikestilling/Politikk_og_kjonn/Politiske_toppledere/)

#### 4.4.1.2 *Sámediggi (the Sami Parliament)*

Between 2005 and 2016, the Sámediggi (the Sami Parliament) was the only elected assembly that had an even gender balance; however, after the election of 2017, the proportion of men rose again, from 51 per cent to 56 per cent. Sámediggi (the Sami Parliament) is also the only elected assembly that has gender representation requirements for the approval of candidate lists. Pursuant to the Regulations on elections to the Sámediggi (the Sami Parliament), the Parliament may stipulate that at least 40 per cent of the proposed candidates on each list shall be of each gender.

#### 4.4.2 Measures to improve the representation of women in local politics

At the most recent local elections, in 2015, the national average for female representation in Norwegian municipal councils was 39 per cent, bringing women's participation in municipal councils to a historical high in Norway. However, there continued to be wide variations among Norwegian municipalities in respect of women's representation in local politics. It has been an important objective for the Government to attain balanced representation of both women and man in elected bodies during the last election term, as well as to boost women's representation in leading office.

Since the 2015 municipal council elections, 70 per cent of the country's mayors are men and 28 per cent are women. In the elections of 2015, the proportion of women mayors increased by 6 percentage points since last local election in 2011. The gender balance among deputy mayors is better than among mayors; while the percentage of women mayors has never exceeded 30 per cent, more than 30 per cent of deputy mayors have been women. Currently, 43 per cent of Norwegian deputy mayors are women, which is an increase relative to the previous electoral term.

County council election results in 2015 show that there were five female and 13 male county council chairs. The representation of women in the county councils in the 1995 elections has been between 40 and 45 per cent. Currently, 44 per cent of Norway's county council representatives are women. County council election results in 2015 show that there were five female and 13 male county council chairs.

Examples of measures to increase the representation of women in local politics are presented below.

##### 4.4.2.1 *Municipal barometer*<sup>100</sup>

In connection with International Women's Day on 8 March 2018, the Ministry for Local Government and

Modernisation launched a digital municipal barometer showing the representation of women in local politics in Norwegian municipalities. The aim is to achieve an even balance between women and men in all local councils and to increase the percentage of women holding leading office in local politics.

Previous evaluations of measures to increase the proportion of women indicate that focusing on this issue in public arenas and giving it public attention, potentially increases the proportion of women engaged in local politics.

The digital municipal barometer provides an overview of women's representation in all municipal councils, on municipal executive boards and as mayors, as well as the proportion of women that are given an increased share of the poll by their parties on candidates' lists. The digital barometer makes it possible for each municipality to compare its performance in this respect to others throughout the country. In addition, journalists and the general public can easily follow how the municipalities are doing as regards women's representation in local politics.

##### 4.4.2.2 *Motivational campaign*

Prior to the nomination of political candidates to the lists in the municipal elections, the Ministry of Local Government and Modernisation in 2018, arranged a motivational campaign. Letters were sent to all local parties/political lists that can present lists with candidates at the local elections in 2019, 3,604 in total. In addition, the Minister sent letters to all parties at national level represented in the Storting. The letters highlighted two matters: first, the parties' fundamental role in achieving a better gender balance in local councils and positions of power in municipal politics was emphasised. For instance, when drawing up proposals for candidates' lists, the parties could improve the gender balance by giving an increased share of the poll to as many women as men, and should keep in mind that the most prominent place at the ranking list is at the top of the list. Second, the parties could help draw attention to women's representation in local politics by referring to the digital municipal barometer, giving municipalities a chance to compare themselves with other municipalities and with the national average.

#### 4.4.3 Women's participation between elections

Women's participation in local decision-making in planning processes under the Planning and Building Act is important to ensure participatory local democracy between elections. The principal of equality in planning is stressed in a national guidance document of 2014

100. More information: <https://www.regjeringen.no/en/topics/municipalities-and-regions/lokaldemokrati/women-in-local-politics-in-norway/id2605288/>.

about participation in planning processes under the Planning and Building Act.<sup>101</sup>

#### 4.4.4 Women's participation in the media and public life

Norwegian media policy primarily aims to facilitate the existence of a diverse range of independent media outlets that can act as open and independent channels for the exchange of information and public debate, managed in accordance with consensus-based and self-imposed principles of press ethics.

The survey Global Media Monitoring Project is carried out every five years and maps women's representation in the news. Both in 2010 and in 2015, women constituted 24 per cent of the persons who were heard, read about or seen in the newspapers, broadcasting or radio news globally. In 2010, women accounted for 31 per cent of all news sources in Norway; however, the survey indicates that this dropped to 24 per cent in 2015.

For several years now, the media industry itself has highlighted the low proportion of female sources in the Norwegian media and has implemented measures to increase the use of women as sources. This includes the Norwegian Broadcasting Corporation (NRK), which measures the percentage of women in several programmes; the newspaper *Dagens Næringsliv* continually measures the number of women on its online newspaper's front page, and the newspaper *Aftenposten*<sup>102</sup> measures the number of female sources on a daily basis. Women's underrepresentation in the media represents a challenge. The fact that women who express their opinions in the media in some cases receive hateful comments and threats is also a challenge; it challenges public debate and may undermine women's freedom of speech and their desire to express themselves in public. For measures against hate speech, see chapter 4.3.8.

Traditionally, men have been overrepresented among Norwegian journalists and editors. In 2014, the proportion of female members of the Association of Norwegian Editors was under 30 per cent, up from 20 per cent in 2006. By the end of January 2019, the proportion had risen to just over 32 per cent. The proportion of women editors-in-chief has also risen, from 16 per cent in 2006 to 27 per cent in 2014. In January 2019, almost 29 per cent of the editors-in-chief in the Association of Norwegian Editors were women. The proportion of women in the Norwegian Union of Journalists has remained stable at around 43 per cent since 2010. In 2018, more women than men applied to study journalism at university level; for example,

64 per cent of the applicants to the country's largest programme in journalism at OsloMet in 2018 were women. Examples of measures:

##### 4.4.4.1 Hate speech

In 2017, The Norwegian Directorate for Children, Youth and Family Affairs ran the campaign *#ikke greit* [#not okay]. The campaign garnered much attention on social media platforms. To read more on efforts to combat hate speech, see chapter 4.3.8.

##### 4.4.4.2 Norwegian film: aiming for gender balance

The past few years have also seen a tentative trend in improving the gender balance in the Norwegian film industry. Measures have been initiated to increase the proportion of women in Norwegian film and television dramas, and 'relevance and representation' is one of several cultural policy objectives listed in Meld. St. 8 (2018–2019) Report to the Storting *Power of Culture* (white paper) in autumn 2018. For the projects that are granted development and production funding by the Norwegian Film Institute (NFI), the institute aims to achieve a 50/50 gender balance in the key roles of directors, scriptwriters and producers. In 2018, the objective of 50-per-cent representation of women in all projects receiving development and production grants was achieved overall, across all formats. However, the proportion of women varies widely depending on the format. Since 2016, NFI has also recorded gender balance statistics for leading roles in Norwegian films. In 2018 the proportion of women in leading roles was 52.5 per cent for feature films, up from 30 per cent in 2016.

101. More information: <https://www.regjeringen.no/no/dokumenter/Medvirkning-i-planlegging/id764244/>.

102. *Dagens Næringsliv* and *Aftenposten* are two of Norway's leading national newspapers.



## 4.5 Peaceful and inclusive societies<sup>103</sup>

In this chapter of the report, we will first look at the proportion of women in the Armed Forces, before providing an account of the Norwegian approach to women's rights and equality in foreign and development policy.

Norway's successful track record in gender equality at home is an important reason why its views on advancing the situation of women and promoting gender equality are respected internationally. The Government structures its efforts to promote equality internationally with a view to addressing challenges in areas where Norway can make a difference. Norway supports such efforts politically, with know-how, or financially, wherever it is appropriate and requested. The message that Norway wants to get across is that women's rights and influence are, in and of themselves, political objectives and that, moreover, they drive economic growth, social development and sustainable peace.

Norway promotes women's rights and equality through bilateral development cooperation and political dialogue; through supporting the multilateral system and normative work in the UN, for example through its work on the resolution on female human rights defenders in the UN General Assembly. Norwegian aid to women's

rights and equality has declined somewhat since 2015, but work is now proceeding to reverse this trend.

### 4.5.1 Women in the Armed Forces

While the proportion of female conscripts has increased sharply (from 12 per cent in 2013 to 26 per cent in 2018), the proportion of female military officers and other ranks has seen a slow but steady increase (from 9 per cent in 2013 to 12.5 per cent in 2018). More women are rising through the ranks to the rank of colonel/commodore or higher. Universal conscription, implemented in 2015, has made an impact on gender equality in the Armed Forces, and has also attracted a lot of interest internationally.

### 4.5.2 Women's rights and equality in foreign and development policy

#### 4.5.2.1 Action plan: Freedom, Power and Opportunities (2016–2020)

Norway has worked actively for many years to promote women's involvement in peace and security and to enhance the protection of women in situations of war and conflict. Norway has also focused on giving women more power to influence their own situation and on protecting girls and women from abuse. Women's participation also enhances the legitimacy of decision-making processes and their outcomes, and

<sup>103</sup> This chapter of the report answers questions 26–27 and is relevant for questions 28 and 29 in the questionnaire from UN Women. Question 29 has also been answered under chapter 4.3.5, for example when discussing child marriage and genital mutilation.

helps create enduring peace. The Norwegian action plan for women's rights and equality in foreign and development policy, Freedom, Empowerment and Opportunities (2016–2020), sets out guidelines for five thematic priority areas:

- The rights of girls to education
- Women's political rights and empowerment
- Women's economic rights and empowerment
- A life free of violence and harmful practices
- Sexual and productive health and rights

This action plan, together with the Action Plan for Women, Peace and Security (2019–2022), the strategy against harmful practices (2019–2022), and the relevant reports to the Storting (such as the white paper on human rights (Meld. St. 10 (2014–2015))), make up the pillars of Norway's contribution towards gender equality in Norwegian foreign and development policy.

#### 4.5.2.2 *Other relevant documents:*

- Strategy for intensifying international efforts for the elimination of genital mutilation for the period 2014–2017
- Strategi mot skadelige skikker [Strategy to eliminate harmful practices] (2019–2022) (under preparation)
- Meld. St. 10 (2014–2015) Report to the Storting (white paper) Opportunities for All: Human Rights in Norway's Foreign Policy and Development Cooperation

#### 4.5.2.3 *Equality for development*

- A new measure initiated by Norway in 2016 is the development of a programme for institutional cooperation, Likestilling for utvikling [Gender equality for development]. The objective of the programme – also referred to as LIKE – is to reduce poverty by strengthening the capacity of developing countries to prepare and implement legislation and policy that yield results for women's rights and gender equality.

#### 4.5.3 *Support for international activities*<sup>104</sup>

We are endeavouring to increase the proportion of Norwegian aid qualifying for the use of the OECD Development Assistance Committee (OECD DAC) gender marker. We work to ensure that development assistance to all sectors benefit women and girls, and that women's rights and gender equality constitute a significant objective. It is worth noting that more Norwegian aid is dedicated to programmes and initiatives marking women's rights and gender equality as a principal objective, indicating an increase in targeted efforts in the field. To read more about how equality is addressed in aid funding, see chapter 2.8.4.

104. This paragraph answers question 28 in the UN Women questionnaire.

105. This part of the report particularly addresses questions 26 and 27 in the UN Women questionnaire. It is also relevant to questions 28 and 29. For a more detailed answer to questions 28–29, see chapter 4.3 and in particular chapter 4.3.5, e.g. the discussion of child marriage etc.

Norway's support to UN Women has increased over the past two years and is part of the effort to strengthen judicial and non-judicial accountability for violations of international humanitarian law and human rights suffered by women and girls in connection with armed conflict and humanitarian crises. Similarly, Norway's support to the United Nations Population Fund (UNFPA) has increased substantially in recent years, reflecting a time of great need. Norway's continued partnership with the UN High Commissioner for Human Rights, the UN High Commissioner for Refugees, the UN Secretary General's Special Representative for Sexual Violence in Conflict and AU Special Envoy for Women, Peace and Security are the main pillars of Norway's efforts to ensure that the rights of women and girls affected by conflict and crises are protected and promoted.

Another part of Norway's response is its support to the Women's Alliance for Security Leadership as well as a number of other civil society networks and organisations, including media undertakings.

Norway seconds gender experts to several humanitarian operations and has deployed a specialist team on sexual and gender-based violence to Haiti. Norway has also engaged experts on gender and sexual violence in peace processes and security sector reform processes, and seeks to ensure that accountability is on the agenda in peace processes. Norway seconds and supports personnel in peace monitoring missions that report on gender and sexual violence.

- Norway developed an all-of-mission handbook on sexual violence in conflict with and for the UN, for use in all UN operations, soon to be published. A similar NATO handbook has also been developed and launched.

Norway supports relevant research, such as the Sexual Violence in Armed Conflict Database and has also supported the development of the Global Women, Peace and Security Index, which is the first index that collates data on women's inclusion, security and access to justice.

#### 4.5.4 *Measures to support women, peace and security*<sup>105</sup>

##### 4.5.4.1 *National Action Plan: Women, peace and security (2015–2018)*

2018 was the final year of implementing Norway's third national action plan on women, peace and security.

The plan was implemented in line with its set goals, and there has been steady progress on most indicators. Generally, Norway has a large proportion of women in mediator teams (between 40 and 65 per cent women in the past four years) and police advisor contributions (between 30 and 41 per cent in the same period). The number of women among military personnel deployed by the Armed Forces into international operations has risen gradually (5.8 per cent in 2015; 10,5 per cent in 2018). 18.2 percent of our UN observers are women, 26.3 percent among UN staff officers, and a total of 14.3 percent for all categories. Women have accounted for between 35 per cent and 55 per cent of Norwegian police in management positions in international operations during the four three years.

Gender and women's rights are key elements in Norway's peace and security work. This aspect has been included in all operational orders for missions and operations where Norway deploys personnel since 2017. In all peace processes where Norway plays a formal role, women, peace and security are an integrated part of the teams' work. Last year Norway initiated the development of guidelines for the work of mediation teams on women, peace and security and on gender-focused questionnaires for humanitarian field visits.

#### **4.5.4.2 *New national action plan: Women, peace and security (2019–2022)***

A new national action plan on women, peace and security was developed last year (launched on 11 January 2019) defining more ambitious goals, including women's participation and rights from early peace dialogue initiatives all the way through to the implementation of peace agreements. The action plan commits more money by, among other things, doubling the funds available for international and local civil society organisations' work on women, peace and security in peace and reconciliation efforts. Norway has also committed to allocating NOK 50 million every year in the plan period to women, peace and security efforts at national level and NOK 8 million to the Women, Peace and Humanitarian Fund. The new plan has an improved results framework, to improve results monitoring and learning.

#### **4.5.4.3 *Strategic efforts ensuring women's participation***

In all priority countries for women, peace and security in the former plan phase (Afghanistan, Colombia, Myanmar, Nigeria, Palestine and South Sudan), strategic portfolios were established, ranging from a couple of concrete interventions, in addition to diplomatic and political efforts, to more complete and comprehensive programmes for women, peace and security.

In all peace processes in which Norway takes part, attempts are made to secure gender balance in the Norwegian teams. Women special envoys are appointed. In 2013, there were no women special envoys from Norway, but in 2018 both of the two special envoys assigned to processes in which Norway had a formal facilitation role were women. Furthermore, Norway works to increase the proportion of women in the parties' delegations and civil society's influence in the negotiations. Some examples are presented below.

##### **4.5.4.3.1 *Colombia process***

The team in the Colombia process has a dedicated gender adviser who provided technical and expert assistance to the parties and supported the sub-commission on gender, and still follows the processes and peace implementation. Furthermore, Norway has supported the women's movement for many years, both prior to, during and after the peace process.

##### **4.5.4.3.2 *Syria process***

Since the beginning of the peace process, Norway has supported the Civil Society Support Room (CSSR). The CSSR enables the presence of various civil society organisations, making it possible for them to provide their input in Geneva where the peace talks (are supposed to) take place. Norway also supports UN Women's work on the women's coalition, the consolidation work within Syria and the diaspora, and the Women's Advisory Board.

##### **4.5.4.3.3 *South Sudan peace process***

Norway's support to women's participation in the South Sudan peace process is comprehensive, and linked to Norway's special access and responsibility as part of the troika: the special envoy's and the embassy's continued attention to women's rights, needs and priorities, close cooperation with IGAD to increase women representation in the process and in the implementation of the agreement, regular meetings with the women's coalition, seconding of a gender expert to the monitoring mechanism and political and financial support to various programmes that address women's political empowerment, girls' education and the protection of women.

#### **4.5.4.4 *Women's role and the gender perspective in the implementation of peace agreements***

The new national action plan on women, peace and security places emphasis on women's role and on the gender in the implementation of peace agreements. Norway builds on its ongoing work in Colombia, South Sudan, Myanmar and Mali, to name a few. The new humanitarian strategy strengthens women's

involvement and influence in humanitarian response and with the new national action plan on women, peace and security. Norway also monitors its partnerships more closely to that end. Local women's organisations must be included in the country's response, and as of 2018 Norway supports several players, including the Women, Peace and Humanitarian Fund.

#### 4.5.4.5 *Other measures:*

- Norway signed an MoU with Mozambique on Women, Peace and Security, and has contributed to the development of several national action plans on women, peace and security (amongst them those of South Africa and Namibia) as well as a regional action plan for SADC.
- Norway was the first country to support the UNDP's programme to expand parliamentarians' role in implementing women, peace and security obligations. The first phase ran in Sri Lanka, Sierra Leone, Jordan and Kyrgyzstan, with good results, such as a newly amended law in Sierra Leone.
- Norway works actively for women's rights and participation in the work of NATO and the OSCE, and has seconded an expert on gender and violent extremism to the OSCE.
- Norway has supported relevant research, such as the Sexual Violence in Armed Conflict Database and has also supported the development of the Global Women, Peace and Security Index, which is the first index to collate data on women's inclusion, security and access to justice.
- The right to own land and property is an important issue after conflict and crises have occurred, and also features prominently in peace processes or areas undergoing reconstruction. For many years, Norway has helped secure women's rights to own and inherit land and property (SDG 1.4), for example through UN-Habitat resolutions and especially through supporting the work of the Global Land Tool Network (GLTN). The network consists of approximately 80 members, from UN organisations including UN Women, the World Bank Group, UNEP, UN-Habitat and a number of member countries, research communities, NGOs and foundations.

#### 4.5.4.6 *Nordic network of women mediators*

The Nordic network of women mediators was launched in Oslo in 2015. Since then, it has gradually taken shape and its Norwegian branch has expanded and become more robust. Norwegian members have been deployed to share their experiences from peace processes, including, but not exclusively focused on, gender integration and women's participation. Norway, within the framework of the Nordic women mediators, initiated a process aimed at launching a Global Alliance of Regional Networks of Women Mediators in 2017. Representatives of all established regional networks

as well as several players involved in mediation met in Oslo for the first time in March 2018 and again in New York in October of the same year. A contact group has been established and the networks are exploring opportunities for cooperation.

#### 4.5.4.7 *Sexual violence in conflict situations*

There is substantial activity on women, peace and security at country level as well as multilaterally, including in the fight against conflict-related sexual violence. In approximately 80 per cent of conflict countries where Norway is engaged, Norway supports efforts to prevent and respond to sexual and gender-based violence.

In defence and security, Norway's action plan has brought more specific tasks to both the military and police. In the military, a gender perspective has been integrated more fully into operational planning and execution and there has been select capacity building of local female security personnel.

#### 4.5.4.8 *Efforts to combat extremism*

This has become a key focus area for Norway over the past four years, championed by Prime Minister Solberg. Norwegian-supported networks such as the Women's Alliance for Security Leadership, the Global Solutions Exchange and the Prevention Project have integrated and applied comprehensive gender approaches.

In 2015, Norway initiated a global network of women-led organisations around the world in a common endeavour to prevent violent extremism and promote peace; The Women's Alliance for Security Leadership (WASL) has proved successful. As of today, 60 member organisations in over 30 countries, from Indonesia to Yemen, are pushing the agenda forward. Norway also continues to emphasise women's different roles and the importance of gender in the prevention of violent extremism, including through the United Nations (New York) Group of Friends on the Prevention of Violent Extremism led by Norway and Jordan. In 2018 Norway renewed its partnership with WASL as well as with critically acclaimed film producer Ms. Deeyah Khan, who puts the human and gendered faces of extremism on the agenda. The WASL network, the dialogue platform Global Solutions Exchange and the Prevention Project have integrated and applied comprehensive gender approaches.

In May 2018, Norway hosted a high-level meeting in Oslo on the Prevention of Violent Extremism, in partnership with the UNDP. The challenges facing women when preventing violent extremism were emphasised in the Minister of International Development's opening address and during one of the breakaway sessions.

Moreover, Norway championed the inclusion of gender perspectives during the Review of the United Nation's Global Counterterrorism Strategy and the United Nation's High-Level Meeting for Counterterrorism Agencies in June 2018. Alongside these discussions, Norway co-hosted a side event on human rights and preventing violent extremism, highlighting the positive roles that women and civil society have the potential to play.

#### **4.5.5 Human rights defenders**

Human rights defenders are a key priority for Norway, and Norway has been the penholder on these resolutions, including the resolution on women human rights defenders. Norway backs a number of women networks that support women human rights defenders and peace workers, providing them with a safe space and offering help when in acute danger.

Progress has also been made in terms of capacity-building in the Armed Forces, both in the educational programmes and in respect of female recruitment. The expert pool has not increased, but insight into a gender perspective is becoming more widely disseminated.



## 4.6 Environmental conservation, protection and rehabilitation<sup>106</sup>

In this chapter of the report, Norway provides examples of how to incorporate gender perspectives in climate and environmental questions as well as emergency preparedness. The UN's survey indicates that women's access to natural resources such as land, water and energy are relevant to this chapter; therefore, Norway also provides examples of equality measures in farming.

### 4.6.1 Gender perspectives in climate and environmental questions

Norway has actively promoted gender concerns where relevant in the international climate negotiations under the UN Framework Convention for Climate Change (UNFCCC) and particularly within the field of adaptation to climate change.

It was therefore important to the Government that gender perspectives also be promoted in the climate negotiations running up to the autumn 2015 climate summit in Paris, which was held with the objective of reaching a climate agreement. It is the most underprivileged individuals, in many cases women and children, who are at greatest risk of suffering from climate change, specifically drought, floods, extreme weather conditions and diminished food and water

security. Women must be given a decisive role in prioritising and executing measures to address climate change and reduce greenhouse gas emission.

### 4.6.2 Emergency preparedness

Norway attaches importance to equality and equal treatment, irrespective of gender, in accordance with existing legislation; this also applies to disaster risk reduction, preventing climate change-related problems and damage limitation.

#### 4.6.2.1 *The proportion of women in the Norwegian Directorate for Civil Protection and the Norwegian Civil Defence*

The Norwegian Directorate for Civil Protection (DSB) has increased the proportion of women in leading positions by 6 per cent since 2016, bringing the proportion of women in such positions to its current level of 40 per cent. Of 11 top executives, eight are women (73 per cent). Of 18 district commanders in the Civil Defence, only four are women. In order to increase the number of women leaders, all job adverts specify that the positions are open to both men and women.

#### 4.6.2.2 *The fire and rescue services*

In Norway, fire and rescue services fall under the remit of local government. For many years, the proportion of women in these services was low. A new training programme for fire and rescue personnel is being

<sup>106</sup> This chapter of the report answers question 30 in the UN Women questionnaire.

established. One of its goals is to raise the level of diversity in these services, including employing more women. Moreover, some municipalities invite women to dedicated 'girls' days' in the fire and rescue services with a view to recruiting young women and getting girls interested.

#### **4.6.3 Equality in farming**

Giving women and men the same opportunities to engage in farming activities and related business activities has been designated an explicit goal of agricultural policy. Sound and practical welfare schemes in the agricultural sector play an important role in promoting recruitment and maintaining agricultural activities throughout the country.

The total number of active farms in use (in private ownership, not corporately-owned) is about 40,000. Of these, 16 per cent are currently owned by or registered to women, as opposed to 13 per cent in 1999. However, women account for 25 per cent of the total number of working hours on farms in Norway, making up a major and near-invisible contribution to Norwegian farming work. In general, women-owned farms are smaller measured in acreage and female farmers are younger than male farmers.

Examples of measures include:

- Public investment schemes and business development programmes are important for agriculture. In 2018 a total of NOK 634,5 million was made available for these schemes. Active farmers under the age of 35 and women are prioritised under parts of the schemes. More than half of the actual payments goes to women.
- The Government also stimulates new business development through a special Development Programme for local food production, travel projects, welfare services on the farm (Green Care/Care Farming) and 'rural services' (Bygdeservice). Women are well represented in all of these categories.
- There are also special schemes for recruitment and upskilling, as well as more specific gender equality schemes, such as conferences and courses.

##### **4.6.3.1 Gender equality in reindeer herding**

Gender equality in reindeer herding demands concerted efforts from several players, including public and private actors and organisations. In 2016, 73 women had their own siida share, giving women 14 per cent of a total of 537 siida shares. Women own 24 per cent of the total number of reindeer in Norway. Examples of measures include the reindeer agreement. Under this agreement, women can apply for funds aimed at supporting women. Similarly, the Sami Reindeer Herders' Association of Norway can apply for funds for development projects.







## Data and statistics<sup>107</sup>

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### 5.1 Statistics and data: developments since 2014

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#### 5.1.1 National gender equality indicators: [www.kjønnslikestilling.no](http://www.kjønnslikestilling.no)

The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) developed national gender equality indicators in 2016 which amplify Statistics Norway's indicators for gender equality in the municipalities and take into account international indicators and reporting, including reporting under UN conventions. In its work to develop the indicators, Bufdir evaluated existing indicators derived from other sources and employed these in conjunction with new indicators to measure gender equality developments in Norway.

The indicators have been divided into a variety of subcategories reflecting important areas for gender equality: education, health, economics, politics, violence, working life and family. The indicators are organised in a web-based database which the public can access via a website. The online solution has the advantage of making the content generally available; in addition, it facilitates regular updating and revision

of the indicators, ensuring that they remain relevant at all times and are based on the most recent data. Although a large amount of statistics and data can be disaggregated by gender, in some areas no quantitative data can be obtained. In these cases – and in order to contextualise the figures – qualitative research is used. Where research and/or statistics are available, gender is viewed in conjunction with other grounds for discrimination.

As at March 2019, work on developing the documentation system for sexual orientation, gender identity, gender expression and gender characteristics has been completed; the plan is to complete the work on ethnicity, religion and belief system indicators during 2019 and 2020. Several of the indicators in these areas are also disaggregated for gender, so that the gender perspective is retained also in relation to other grounds for discrimination.

The work to develop the indicators helps clarify where more knowledge is required and may thus help stimulate new research and statistics. The gender equality indicators are available on [www.kjønnslikestilling.no](http://www.kjønnslikestilling.no).

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<sup>107</sup> This chapter of the report answers section 4 about data and statistics in the UN Women questionnaire.

## 5.1.2 CORE Norwegian Gender Balance Scorecard

For details on this, see the discussion of the CORE Norwegian Gender Balance Scorecard in chapter 4.1.2.

## 5.1.3 Intersectional perspectives in data and statistics

The inclusion of more intersectional perspectives has also helped refine statistics and data at national level. In addition to gender, multiple other factors interact and influence individuals' academic performance; the quality of life; their risk of being subjected to violence and discrimination, as well as other living conditions and areas of life. In a variety of statistics and research projects other dimensions, such as ethnicity or functional ability, have also been assessed to consider how they interact with gender.

### 5.1.3.1 Immigrants' living conditions

Statistics Norway conducted two large surveys on immigrants' living conditions, in 2006 and 2016 respectively. In Norway, ethnicity is not registered in official registers or major surveys; however, the immigrants' living conditions survey does organise respondents by country background. The respondents are between 16 and 74 years, have lived in Norway for at least two years and are from the following countries: Poland, Bosnia-Herzegovina, Kosovo, Turkey, Iraq, Iran Afghanistan, Pakistan, Sri Lanka, Vietnam, Eritrea and Somalia. The analyses based on the survey assess the differences between women and men and the differences between immigrants from different countries, as well as the differences between immigrants and the rest of the population.

## 5.1.4 Gender and disability

Work has also been done to collate statistics and quantitative data on how gender and disability affect one another. In the database on living conditions of people with disabilities (levelkårsstatus for personer med nedsatt funksjonsevne), the statistics are disaggregated by gender where possible. A report summarising the state of knowledge on gender and disability concluded that there is a lack of research investigating how gender and disability interact, and the effect gender has on the lives of persons with disabilities.<sup>108</sup>

Where possible, the national gender equality indicators also consider subgroups of women and men, such as lesbian, gay and bisexual women and men, and women and men with immigrant backgrounds.

The Labour Force Survey is Statistics Norway's quarterly

labour market survey. The survey provides statistics on employment, unemployment and working hours and is, among other things, an important source for statistics on gender differences in working life. In the second quarter of each year, the Labour Force Survey also includes a few additional questions on disability. This forms the basis for a supplementary survey mapping the situation of persons with disabilities in the labour market and seeks to identify development over time. Such surveys have been carried out annually since 2002.

## 5.1.5 Background variables in surveys<sup>109</sup>

Major surveys in Norway disaggregate the respondents according to geography, income, gender, age, educational level, civil status, immigrant background and whether the respondents have a disability. None of the major surveys ask questions regarding ethnicity.

## 5.2 Statistics and data: the roadmap going forward

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Norway has excellent governmental statistics, including gender-disaggregated data. Although some work remains to be done, it is important to be aware that ever fewer gaps remain. Most variables in Statistics Norway's statistics bank and the various surveys carried out by Statistics Norway and other governmental authorities are disaggregated by gender, as are other background variables, such as different age groups among women and men.

### 5.2.1 Time use survey

Statistics Norway plans to carry out a new time use survey in 2021. This survey gives an overall picture of how much time people spend on different activities, when they do them and who they spend time with. The time use survey has been carried out every 10 years since 1970 and provides information on several issues that are important for monitoring societal trends from 1970 to the present today, such as:

- caregiving work, division of labour between women and men
- gender equality and informal economy
- consumption
- welfare and lifestyle in different social layers and age groups
- the impact of technological development
- leisure time

The time use survey has been widely used and is an important source of data for a number of purposes. It has been particularly important for developing gender

108. Kittelsaa, Kristensen and Wik, 2016

109. This in particular answers question 40 in the UN Women questionnaire.

equality policies, including welfare schemes such as parental leave and day-care provision; however, it also provides important data for planning and developing public service provision in numerous areas (transport, leisure activities, health care provision, etc.).

The survey shows how women and men spend their time on an average day during the year; for instance, how much time they spend on work, recreational activities and household tasks (housework, maintenance work, caregiving work and purchasing goods and services).

The time use survey gives a picture of the gender distribution in unpaid caregiving work and other forms of 'informal' work and to what extent increased female employment is accompanied by changes in informal work being done, or whether women carry a 'double burden', effectively doing 'two shifts': one in formal working life and one at home, providing care for children and other relatives in need of caregiving, cleaning, etc. A new time use survey in 2021 will provide important insights and show whether the trends that have been observed since 1971 persist. Between 1971 and 2010, major changes emerged for women and men as regards the time spent on work and time spent on household work. The time women spent on household work fell between 1971 and 2010, at the same time as men's time expenditure in this area rose. This indicates that – although the total amount of time spent on household work is less now than in 1971 – men continue to spend more time on household work than they did 40 years ago. Women, however, still spend more time on this type of work in the home than men, and spend more time on income-producing work than before. On an average day in 1971, women spent 1.56 hours on income-producing work; by 2010, this had risen to 3.01 hours. In other words, women still spend less time than men on generating an income, but overall men and women spend less time on income-producing time in 2010 than they did in 1971.

### 5.2.2 Equality coordinator

Another important element in further growing national gender statistics is to extend the position of coordinator for gender-related statistics. This is a scheme that was launched in 2004, and involves the funding of two-thirds of the cost of a position (a man-labour year) in Statistics Norway. This position is tasked with ensuring that gender statistics are recorded, based on a broad understanding of gender that encompasses all grounds for discrimination. As the agreement to fund this position covers all grounds for discrimination, it furthers the objective of increasing data and statistics from an intersectional perspective. The agreement

enables government authorities and The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) to influence Statistics Norway's fact-finding and statistical work and thus address gaps in the current state of knowledge. The facts that are collated can, for instance, help evaluate the scope of individual measures or help quantify different gender equality problems.

## 5.3 UN Sustainable Development Goals<sup>110</sup>

The Government reports annually to the Storting on progress in respect of the Sustainable Development Goals (SDGs) (<https://norad.no/om-bistand/dette-er-fns-barekraftsmal/norsk-rapportering-pa-fns-barekraftsmal/>). The SDGs were taken into account when the national gender equality indicators ([www.kjønnslikestilling.no](http://www.kjønnslikestilling.no)) were being developed, and several of them feature in the gender equality goals.

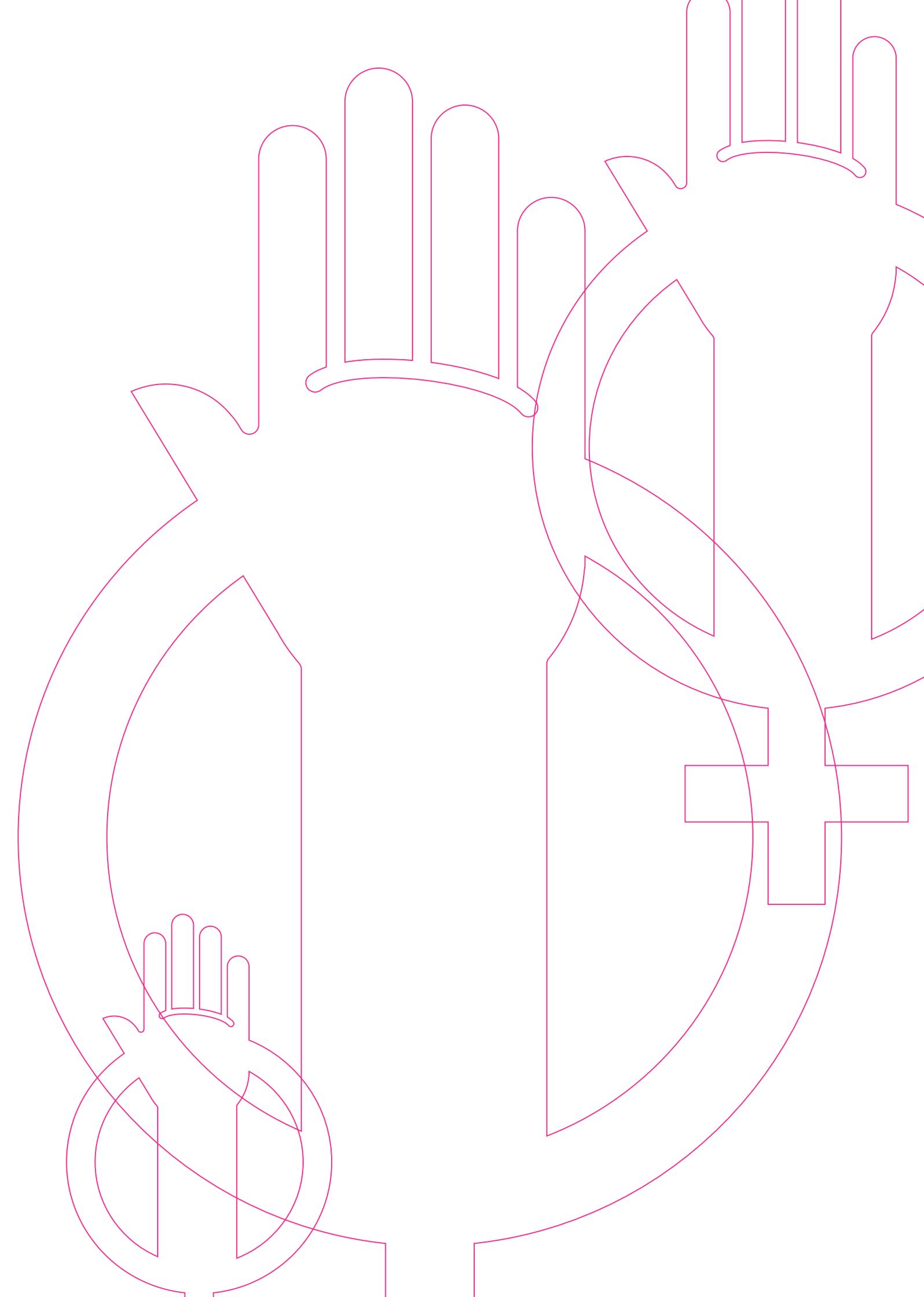
The website [Kjønnslikestilling.no](http://Kjønnslikestilling.no) contains a large number of indicators divided into seven themes, and all the indicators specifically assess gender. Many of the figures are intended to be viewed in context with one another. For instance, several statistics are used to indicate educational pathways based on gender. All statistics/indicators are available on [kjønnslikestilling.no](http://kjønnslikestilling.no).

Norway already has a sound basis for reporting on – and already measure – some of the indicators, including those that are gender-related, by means of official statistics and registers; for example, the proportion of women in the Storting and other elected offices and the proportion of women among top executives and executives. Due to unrecorded statistics and non-reporting, there is less reason to be sanguine about obtaining solid data on violence-related indicators.

Norway's work on the sustainability goals is also discussed in chapter 2.9.2.

<sup>110</sup> This answers questions 38 and 39 in the UN Women questionnaire.







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